

Mr. JOSIAS B. JACKSON, Registrar of Copyrights, Trade Marks and Designs, was called and examined :—

4277. We would like to get a sort of photographic view of the work of the two clerks in your office in the registry of copyrights, say for a given month?—In some weeks only three or four copyrights are issued, and in other weeks perhaps thirty or thirty-five.

4278. For the month of January, 1890, which we suppose is a fair average month, the register shows that there were thirty-three entries made by your two clerks. We suppose they make the entries, and you oversee them?—I make an examination first to see that there is no conflict of titles.

4279. What do they do besides making these entries?—They endorse a statement of the case on the back of the papers, like the one I show you. As I open the mail, I usually dictate my report on each case to these two clerks, and if there is an answer to be made, I dictate the answer, and that is sent away. If the way is clear for a copyright, I say register, and if not, the matter has to be looked into and cleared up. I suppose there are no persons in the department who have harder work than my two clerks.

4280. What more would they have to do?—If the application is received, they have to register it, and they have to make out a certificate of the registration, which is duplicated.

4281. And there is just as much work in the certificate as in the entry?—Just as much, because the certificate is a correct copy of the entry.

4282. Is there any other book that relates to this work?—Yes; here are the records.

4283. The book you produce, marked No. 13, is a register of all the transactions of the office?—Yes.

4284. Taking the month of December, 1891, that commences at page 40 and ends at page 55, double pages, and the number of transactions entered is 157. That would be an average of six entries a day for twenty-five working days in the month; on the 1st of December there is one entry; on the 2nd, thirteen; on the 3rd, six, and so on. This work is in addition to what you have explained in connection with an average of one copyright a day?—Yes.

4285. And the only other work they have is to send a duplicate of the copyright, if it is granted on the printed form?—Yes.

4286. Is there anything else in connection with copyrights?—Yes; there is a register of assignments of copyrights, which I produce.

4287. In December, 1891, it appears that there were two entries made in this book?—Yes.

4288. We find none in November, none in October, three in September, one in August, none in July, none in June, none in May, none in April, one in March, one in February, and two in January—ten in the whole year. Is there anything else they have to do?—There is a duplicate certificate going out with each entry.

4289. Is there anything else in connection with that branch?—There is a register of interim copyrights, which I produce.

4290. How many interim copyrights are there?—Few, because they only pertain to English works.

4291. Is this the current register?—No; the current one is in use to-day.

4292. Turning to 1889, we find that in April there were three entries, in March two, in February four, and in January two. Which is the heavier, the work in connection with trade marks or the work in connection with copyrights?—I cannot tell. The work in connection with copyrights is more intricate. The work of the office, the extent of it, is not really shown by these books.

4293. Show us your letter book for December, 1891?—I produce the book, which contains a précis of each letter sent.

4294. Do you keep a copy of each letter sent?—No. If it were not for the systematic method which I have devised for doing the work of the office, four clerks would be required instead of two.

4295. On the 1st of December, 1891, you wrote five letters?—Yes.

4296. And the clerks had to make a précis of each of these letters?—Yes.

4297. On the 2nd of December you wrote nine letters. Who signs these letters?—I sign them.

4298. Nearly all of which were answered by circular, and all the entry they have to make is, number so-and-so—Yes, referring to the enclosure.

4299. On the 3rd of December there were eight letters, of which four were answered by circular?—Yes.

4300. One letter was important enough to have a précis of nine lines made?—Yes.

4301. You dictated that précis?—Yes; immediately after dictating the letter and signing it in every case.

4302. What the clerk would have to do would be to extend what you dictate?—Yes.

4303. On the 4th of December there were seven letters, of which five were answered by circular; on the 5th there were four letters; on the 6th there were none, it evidently being a Sunday; on the 7th there were three letters, one being answered by circular and another being an acknowledgment; the 8th was a holiday; and on the 9th there were eight?—I have brought a box of papers, which I produce, showing a month's work by the young lady in my office. I also produce a statement which I made for the Minister, showing the moneys received in my office from the month of October, 1885, to the last of November, 1891, which is as follows:—

Copyright and Trade Mark Branch.

DETAILED Statement of all Moneys received from October, 1885, to present date.

Years.	Trade Marks.	Copy-rights.	Designs.	Timber Marks.	Assignments.	Copies.	Totals.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1885.....	1,700 80	187 41	51 96	18 00	16 00	12 45	1,986 62
1886.....	5,676 20	675 34	248 90	36 00	76 50	82 48	6,795 42
1887.....	6,838 45	696 58	503 50	51 00	87 00	16 00	8,192 53
1888.....	7,961 90	653 48	387 00	66 00	113 73	80 75	9,262 86
1889.....	7,869 95	738 95	322 50	59 00	86 98	34 50	9,111 88
1890.....	8,407 92	747 50	405 00	42 80	199 41	73 75	9,876 38
1891.....	7,199 50	529 48	153 50	22 00	42 98	41 25	8,008 71
Totals.....	45,654 72	4,228 74	2,072 36	294 80	642 60	341 18	53,234 40

OTTAWA, 1st November, 1891.

I have not been out of my office a single day for eleven years, and I have got to the credit of the office \$105,000, made by the way in which I have handled these documents and carried on the work of the office.

The following statement shows the copyrights and trade marks registered during the month of December last:—

SEPTEMBER LIST OF TRADE MARKS.

Registered at the Department of Agriculture—Copyright and Trade Mark Branch.

4122. The Brandon Manufacturing Company, Limited, of Toronto, Ont. Washboards, 3rd September, 1891.

4123. B. Goldstein & Co., of Montreal, Que. Cigars, Cigarettes and Tobaccos, 5th September, 1891.

4124. Louis Ovide Grothé, of Montreal, Que. Cigars, 5th September, 1891.
 4125. Robert Watson and Thomas Watson, of Toronto, Ont. Licorice Confectionery, 7th September, 1891.
 4126. Tassé, Wood & Co., of Montreal, Que. Cigars, 7th September, 1891.
 4127. E. T. Daniels & Co., of 17 and 18 St. Dunstan's Hill, London, England. Tea, 8th September, 1891.
 4128. George T. Tuckett, of Hamilton, Ont. Tobacco in Plugs or Packages, 9th September, 1891.
 4129. George T. Tuckett, of Hamilton, Ont. Cut Tobacco, 9th September, 1891.
 4130. Junius Adrian Thomas Caton, of Victoria, B.C. Tobacco Pipes, Cigar and Cigarette Holders, made of clay, wood, meerschaum, or any other material, 9th September, 1891.
 4131. William Thomson Smith, Thomas Henderson Smith, and William Stewart Smith, of Galt, Ont. Automatic figures representing nearly all the trades and professions, 10th September, 1891.
 4132. M. J. Pennington, of Montreal, Que. Cigars and Cigarettes, 12th September, 1891.
 4133. William Lowry Doran, of Niagara Falls, Ont. Suspenders, 18th September, 1891.
 4134. Séraphin Lachance, de Montréal, Qué. Préparation médicinale, 23rd September, 1891.
 4135. John Forbes, of Halifax, N.S. Cutlery, 25th September, 1891.
 4136.)
 4137.)
 4138.)
 4139.)
 4140.)
 4141. J. & P. Coats, L'd, of Paisley, Scotland. Sewing and Crotchet Cotton, 25th
 4142.) September, 1891,
 4143.)
 4144.)
 4145.)
 4146.)
 4147.)
 4148. Marie Gabrielle Willermet, de Montréal, Qué. Composé médicinal, 25th September, 1891.
 4149. D. Goff & Sons, of Pawtucket, Rhode Island, U.S.A. Braid, 28th September, 1891.
 4150. Felix Cornu, of Montreal, Que. Cough Remedy, 28th September, 1891.
 4151.)
 4152.) Joseph Simon, Paris, France. Parfumerie, 28 Septembre 1891.
 4153.)
 4154. Navigens Mailhot, de Trois-Rivières, Qué. Cigares, 28 septembre 1891.
 4155.) Alfred Nicholls, of New York, N.Y., U.S.A. General Trade Marks, 30th Sept-
 4156.) ember, 1891.
 4157. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation used as a Hair Restorative, 30th September, 1891.
 4158. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation for effectually removing superfluous hair, 30th September, 1891.
 4159. George Rudolf Mylius, of Berlin, Waterloo Co., Ont. Toilet Preparation for Beautifying the Complexion, 30th September, 1891.
 4160. The Rendrock Powder Company, of New York, N.Y., U.S.A. Blasting and Explosive Material, and the component parts thereof, 30th September, 1891.

COPYRIGHTS.

Entered during the month of September at the Department of Agriculture—Copyright and Trade Mark Branch.

6069. The Canadian Album: Men of Canada, or Success by Example. Part 3. Vol. I. Edited by Rev. Wm. Cochrane, D.D. Thomas S. Linscott, Brantford, Ont., 1st September, 1891.

6070. *Canadiana*. Vol. II. William John White, Montreal, Que., 4th September, 1891.
6071. A New Grammar of the English Tongue. Part I. With Exercises by J. M. D. Meiklejohn, M.A.
6072. A Short Grammar of the English Tongue. With Exercises, by J. M. D. Meiklejohn, M.A.
6073. Lives of the Authors, Vocabulary, Notes and Composition Exercises, re "La Perle Noire" by Victorien Sardou, and "Le Voyage autour de ma Chambre," by Xavier de Maistre. Edited by J. Squair, B.A., and J. J. McGillivray, Ph.D.
6074. Grammar for Common Schools, by B. F. Tweed, A.M.
W. J. Gage & Co., Toronto, Ont., 5th September, 1891.
6075. Picture of Sir John A. Macdonald, signed W. Bengough, 1891, as per application. David Morton & Sons, Hamilton, Ont., 7th September, 1891.
6076. The Tabulated Phonetic Alphabet, by Caleb Platt Simpson, Leamington, Ont., 7th September, 1891.
6077. Latin Formulæ and Rules for Gender. W. S. Jackson, Toronto, Ont., 7th September, 1891.
6078. The Life and Career of the Right Honourable Sir John A. Macdonald, by G. Mercer Adam. The Rose Publishing Co., Toronto, Ont., 7th September, 1891.
6079. Clair de Lune, (Moonlight). Romance pour piano par Francis Thomé.
6080. Do not Think me over Bold. Song from "The Nautch Girl, or The Rajah of Chutneypore." Words by Frank Desprez, Music by Edward Solomon. Chappell & Co., London, England, 8th September, 1891.
6081. The Dear Home-Land. Song. Words by Clifton Bingham. Music by Walter Slaughter.
6082. Fair Italy Valse, by "Aigrette."
J. B. Cramer & Co., London, England, 8th September, 1891.
6083. Dolce Speranza. Piano Solo, by F. J. Hatton.
6084. Jeannette Valse. Arranged by Frederic Forest.
6085. My Heart's Delight. Polka Élégante. Arranged by Frederic Forest.
6086. O Salutaris Hostia. Song. Words by A. Horspool. Music by Leonard Kane.
6087. Rustic Dance. Arranged by Frederic Forest.
6088. Rêve d'Amour Valse. Arranged by Frederic Forest.
I. Suckling & Sons, Toronto, Ont., 8th September, 1891.
6089. The Wonderful Stanley in Africa, Maze Puzzle. Ira Cornwall, St. John, N.B., 9th September, 1891.
6090. Dix ans au Canada: de 1840 à 1850. Histoire de l'établissement du Gouvernement Responsable, par A. Gérin-Lajoie. Madame veuve A. Gérin-Lajoie, Montréal, Qué., 9 septembre 1891.
6091. Annotated Examination Book-keeping Blanks, specially prepared for use with "McLean's High School Book-keeping." The Copp, Clark Co., L'd., Toronto, Ont., 10th September, 1891.
6092. And this is the Royal Diadem. Song from "The Nautch Girl, or The Rajah of Chutneypore." Words by George Dance. Music by Edward Solomon. Chappell & Co., London, England, 11th September, 1891.
6093. Landmarks of History, by William Johnston, M.A., LL.B., Athens, Ont., 14th September, 1891.
6094. Petit Manuel d'Agriculture, d'Horticulture et d'Arboriculture, par Hubert LaRue. Alphonsine P. LaRue, exécutrice testamentaire de la succession de feu F. A. H. LaRue, Québec, Qué., 14 septembre 1891.
6095. Sheldrake's First Speller. Spatham Sheldrake, Lakefield, Ont., 16th September, 1891.
6096. The Colored Cadets Patrol March. (For the Military Scottische). Arranged from American Melodies for the Piano, by Hedley Massey. I. Suckling & Sons, Toronto, Ont., 17th September, 1891.

6097. Italia. Song. Words by Clifton Bingham. Music by H. Trotere. J. B. Cramer & Co., London, England, 17th September, 1891.
6098. Commerce: Cours Élémentaire, par F. T. D. M.-S. Frère Marie Sigebert, Roxton Falls, Qué., 17 septembre 1891.
6099. Le Verbe en Quatre Tableaux Synoptiques. Contenant tous les verbes réguliers et irréguliers, conjugués d'après les règles de la formation des temps, par H. Marion. C. O. Beauchemin et Fils, Montréal, Qué., 18 septembre 1891.
6100. The Egyptian Dream Book. Thomas Milburn & Co., Toronto, Ont., 18th September, 1891.
6101. Tarantelle, pour piano, par Paul Sohmer. I. Suckling & Sons, Toronto, Ont., 19 septembre, 1891.
6102. }
 6103. } Photographs. Hon. Wilfred Laurier. { Marked A
 6104. } " " " { B
 6105. Photographic Group of the Liberal Members of the House of Commons of Canada, 1891. { C
 Samuel James Jarvis, Ottawa, Ont., 21st September, 1891.
6106. Olive Lancers, for Piano, by Chas. Bohner.
6107. The Classic City Polka, for Piano, by Mamie Trow.
 Whaley, Royce & Co., Toronto, Ont., 23rd September, 1891.
6108. Gospel Hymns, No. 6, by Ira D. Sankey, James McGranahan, and Geo. C. Stebbins. The Copp, Clerk Co., Ltd., Toronto, Ont., 23rd September, 1891.
6109. The Botanical Collector's Guide, by D. P. Penhallow, B. Sc., F.R.S.C. E. M. Renouf, Montreal, Que., 23rd September, 1891.
6110. The Cent Stamp Savings Life Income Indemnity Guarantee and Agency System of the Life Bank Redemption Fund. (Pamphlet). Geo. Tomkins, Toronto, Ont., 23rd September, 1891.
6111. Polka Polonaise. (New Dance). Music and Dance by Prof. J. F. Davis, Toronto, Ont., 23rd September, 1891.
6112. Soldiers of Liberty. Story which is now being preliminarily published in separate articles in "The Household Companion," Toronto, Ont. (Temporary Copyright). Emily Weaver, Toronto, Ont., 23rd September, 1891.
6113. Catholic School History of England, by A Catholic Teacher. (Dominion Catholic Series).
6114. Sadlier's Dominion Fourth Reader. Revised and Enlarged by A Catholic Teacher. (Dominion Catholic Series).
 James A. Sadlier, Montreal, Que., 25th September, 1891.
6115. Les Larmes. Paroles imitées de Saint-Augustin, par P. Juillerot. Musique par George Hébert, Québec, Qué., 26 septembre 1891.
6116. Business Men's Jubilee or Carnival, in Prose, Rhyme and Jingle, by Mrs. V. S. Patterson, London, Ont., 28th September, 1891.
6117. Outline Map of the City of Winnipeg and part of the Town of St. Boniface, Manitoba. George McPhillips, Windsor, Ont. Frank and Robert Charles McPhillips, both of Winnipeg, Man., 29th September, 1891.
6118. Tables of the German Declensions and the Rules Governing Them, by Albert Drengé, Ottawa, Ont., 29th September, 1891.

TUESDAY, 19th January, 1892.

Mr. RICHARD POPE, Deputy Commissioner of Patents, was recalled and examined.

4304. Please explain the work of the different divisions of the Patent branch?—The reason the various divisions are kept separate from each other is that their duties being perfectly distinct, I can hold each responsible for its own work, whereas if they were amalgamated, there would be a divided responsibility, which would lead to confusion. The records in one room, to the number of 40,000, consist entirely of patents, while the records in the correspondence room, numbering several thousands, consist

entirely of applications and correspondence relating to patents, and they must be kept absolutely distinct and in separate rooms to avoid confusion. As I have stated, all letters addressed to the Commissioner of Patents or to the Patent Office go to the cashier and are opened by him. About 36,000 letters were received in 1891, all of which are read by Mr. Lynch, the cashier, before distribution, and he brings to the notice of the Deputy Commissioner any matter arising out of the letters requiring immediate attention. Many of the communications are received by him in parcels or rolls, and they are often so strongly done up, and fastened with gum and glue, that it takes several minutes even to open them. So that these take a great deal more of his time than is necessary to open an ordinary letter. In the month of December, 1891, 5,725 letters, averaging 148 daily, were received and opened by him; and the month of December is a very weak month, in which we do less business than in other months. One-third of these letters would contain money in fees ranging from 25 cents to \$60. 116 registered letters were received in December, most of which contained bank notes, cheques, drafts, and money orders received by ordinary mail. Postage stamps are not receivable, but are constantly sent for small fees. They give much trouble, and can be disposed of from time to time only in change to resident patent agents. The cashier's room is the receiving office for all business addressed to the Commissioner, the local agents depositing always in person their cases, and making enquiries regarding previously filed matter. About \$2,000 was paid over the counter in December, in sums varying from 25 cents to \$60. Mr. Lynch is also the receiver of fees paid under the Trade Mark, Design, Copyright and Timber Mark Acts, which are treated in separate books on the same plan as patent office fees. Duplicate copies of all entries are sent to the Auditor General monthly, and the same of refunds quarterly. The capitulation of year's business is sent likewise. About 350 telegrams were received in 1891. Money is frequently received by telegraph, to save expiring patents, requiring Mr. Lynch to personally collect the same at the telegraph office. Frequently small fees are sent by English and United States postal money orders which are not payable in Canada. These have to be returned by the cashier to the remitter and a letter written. \$2,815.47 were refunded in 1891 by cheque on letter of credit signed by the deputy and cashier. The cashier's security is \$8,000; his bonds are deposited with the Secretary of State. Mr. Lynch is in charge of the attendance book, and makes daily and monthly reports.

4305. All this is what Mr. Lynch does alone without help? —Yes, without help. I submit a statement on the same subject, prepared for me by Mr. Lynch:—

PATENT OFFICE, CASHIER'S DIVISION.

All applications for any action under the Patent Act, correspondence, registered letters and parcels are deposited with the cashier (Mr. W. J. Lynch), also all telegrams received.

The number of official letters received in 1890 was 39,565, an average of 141 daily.

A receipt is drawn in duplicate for each fee paid, one being for the applicant or remitter, and the other as a part of the office file which ultimately reaches the Record room when patent is granted—the applicant's receipt is sent from the Correspondence Division. This practice greatly favours the checking system, and prevents errors or frauds occurring in accounting for the moneys.

From the stub in receipt book is entered into the cash book each item opposite the corresponding number therein printed, and a detail of subjects, twelve in all, is made.

A full copy of each cash entry is monthly sent to the Auditor General, together with the original stubs and a list of the deposits.

A daily deposit is made to the credit of the Receiver General, and the books balanced at the end of each month.

Fees are paid by various methods, namely: Bank notes, cheques, drafts, foreign bills and exchange, money orders, postal notes, express orders, American currency, postage stamps. All of the above excepting bank notes are made payable to the

Commissioner of Patents and are endorsed thus : as a safeguard : " For deposit to credit of the Receiver General. (Signed), W. J. Lynch, Cashier, Pro Commissioner of Patents, Canada."

The money orders (express and post office) have to be presented for pay stamp before depositing.

The fees received in 1890 were \$90,027.16, and in 1891 \$86,960.59, two-thirds of which is received from foreign countries.

The cashier is intrusted with the opening and perusal of all letters accompanying the above mentioned mail matter with instructions to have a personal supervision over the incoming correspondence previous to the distribution to the various subdivisions.

Disbursements and refunds are made through a letter of credit issued jointly in the names of the deputy-commissioner and cashier, a return of which is quarterly sent to the Auditor General.

Mr. Lynch is also the receiver of fees paid under the Trade Mark, Copyright and Design Acts, such fees being subject to the same treatment as heretofore mentioned.

The attendance book of the Patent Office Staff is also in charge of Mr. Lynch, who reports daily to the deputy commissioner.

Mr. Lynch has furnished bonds for the faithful performance of his duties to the amount of eight thousand dollars, which are filed in the office of the Secretary of State as prescribed by law.

Duties of the Assisting Clerk.—John Gleason, an extra clerk, with qualifying examination certificate, at a salary of \$365 per annum, assists the cashier in receipt making, book entries, and general office work, attends the banks, money order and express offices, distributes the work from the cashier's room and makes all copies for the Auditor General's Office, is efficient and most regular.

This outside duty alone is of great importance in the despatch of business, not having to wait the regular convenience of regular messengers whose movements are not under the control of the cashier. He also assists in the other branches when required.

I produce Mr. Lynch's cash book, showing the patent office fees received, all the entries being numbered continuously. I also produce a book of bank receipts, which he fills up, the receipts all being numbered, and having stubs, with corresponding numbers. These receipts are made out in duplicate one being sent to the remitter, the other being kept in the office and attached to the application. On the receipt it is stated whether the payment is made by cheque or money order, whether it is for fees, caveat, patent, assignment, copies, or sundries. On the back of the receipt is printed the tariff of fees and certain directions in regard to making remittances.

4306. The total number of entries for patents in December, 1891, was 406, about 16 a day?—Yes. The cashier also sends to the Auditor General a monthly statement, which is a copy of his cash book. In addition to that, he sends a quarterly return showing the refunds. In cases in which we do not grant the patent, the applicant is entitled to have returned \$10. These things do not cover the whole of his work. He has to go personally to the telegraph office and to the banks.

4307. He is a first class clerk, is he?—Yes.

4308. What salary does he receive?—\$1,400 I think. I produce also the cash book for trade marks and copyrights.

4309. For December, 1891, it contains 83 entries?—Yes. He also sends a copy of this cash book monthly to the Auditor General. He keeps for copyrights and trade marks a receipt book similar to that for patents.

4310. The next branch is the correspondence branch?—Yes. The letters that go to Mr. Lynch, after having been opened by him and the money extracted, are sent by him to the correspondence branch, with the exception of letters containing caveats which are sent direct to Mr. Casgrain, the clerk of caveats.

4311. How many letters were received and answered in the correspondence branch in the month of December last?—I submit a statement, showing the work of the correspondence branch, which I got the clerk in charge of that branch to prepare for me :—

		1891.
Applications	3,233, average of 5 letters in each case.....	16,165
Correspond.	4,112, " 5 " "	20,560

7,345

36,725

Applications and letters received during the month of December, 1891 :—

Applications	269, average of 5 letters in each case.....	1,345
Correspond.	427 " 5 " "	2,135

696

3,480

DEPARTMENT OF AGRICULTURE, PATENT OFFICE,
OTTAWA, CANADA, 7th January, 1892.

To R. POPE, Esq.,

Deputy Commissioner of Patents,

SIR,—In compliance with the desire expressed by you in the course of your conversation yesterday, I have the honour to submit the following report for your information :
The duties devolving upon me are,—

1st. To take under consideration and minute examination all correspondence coming to the Patent Office and to distribute it according to the nature of the enquiry.

2nd. The collection of all information required in regard thereto.

3rd. The revision and inspection of all work done by the comparers of applications for patents.

4th. All the correspondence of the Patent Office, which is quite voluminous, subject of course to your supervision. And here I wish to state that this task has become much less arduous since Mrs. Bowden—whose assiduity, ability and superior intelligence have made her one of the most valuable and efficient clerks in the Patent Office branch—received instruction to assist me in the execution of my official duties.

In addition to these duties, the multiplicity and importance of which cannot be ignored, the undersigned has also to oversee the arduous and varied work of the eight clerks under his control—five of which are permanent employees, and three extra clerks.

Among the first must be mentioned Mr. Lévêque, who has charge of the registration of all applications for patents in registers kept for this purpose, and whose duty it is to record in this book all actions taken in each case, and to keep an index of the names of the applicants, and titles of inventions, work which requires assiduity, punctuality and experience in ledger-keeping, all of which are possessed by Mr. Lévêque, who has for assistance in this work the co-operation of Mr. Veilleux, who performs his task, I have reason to believe, to the entire satisfaction of his superiors. In addition to the assistance he renders Mr. Lévêque, Mr. Veilleux is occupied in impressing letters, to be despatched, and in making searches regarding documents whenever the same may be required.

Mr. Tremblay has the sorting and arrangement in their proper endorsements of all amended applications and other documents which are sent to this office for examination, and is also engaged in acknowledging by printed circulars receipt of all applications passed by the comparing clerk. This necessitates constant and diligent application, and I am happy to be able to say that Mr. Tremblay acquits himself with honesty and assiduity.

Mr. Verner's duties are to endorse all applications for patents—which consist of a precis, giving names of inventor and solicitor, title of invention and date of filing, etc.

Mr. Walsh endorses all letters and assignments received ; keeps a register of all applications referred to examiners, attaches in required order all papers concerning same,

and is expected to furnish all endorsements or other documents of which the office may have need in order to expedite the business of the office. Both these gentlemen are well qualified for these different tasks, and acquit themselves creditably.

This completes the list of permanent employees under my immediate control.

Mrs. Bowden, an extra clerk, in addition to the duties mentioned above, despatches all patents issued, returns for correction all defective applications, all examiners' reports; also, the continually-increasing number of patents which come to the office for extension of the term to import or manufacture, or for prolongation of the term for which these patents have been originally granted.

Miss Hamilton, who is also very intelligent and industrious, keeps the general correspondence books, and performs her task with a great deal of ability, tact and discernment.

Miss Armstrong, a new appointee to the office, is engaged in copying the reports made by the examiners and any other copies that may be required, and does this work, which occupies the greater part of her time, in a careful and faithful manner.

You will see by this brief statement of the duties performed by the above-mentioned employees that the business of this part of the Patent Office is not wanting in importance, and is far from being a sinecure. In fact, if it be taken into consideration that during the past two years the number of applications received reached a total of 6,793, the fees amounted to \$161,874.41, and the large number of letters to which attention had to be given, it is easy to realize that the clerks are constantly occupied, and that many of them have frequently to remain in the office after the regular hours in order that the work may be accomplished within the necessary time. It must not be forgotten either that every letter, application for patent, assignment for registration, copy of certificates and all documents going out from the Patent Office can neither be received nor despatched without passing through our hands several times.

All of which is humbly submitted.

(Signed)

JOS. FERROL DIONNE.

I may say that in addition to the correspondence there is a great deal of routine work in the department. When the letters go from Mr. Lynch to the correspondence branch they have to be endorsed with the date, the name of the writer, the name of the subject, and the name of the invention. These are sent to another clerk, who keeps a register of each case, and makes note of what becomes of it. Then they are sent to the comparing branch. After they come back from the comparing branch, if they are reported to be irregular, the register clerk makes an entry of the return of the papers from the comparing room, and they are then addressed with a letter to the inventor or the sender, and the irregularities are pointed out to him, and he is asked to make the necessary corrections and return them to the office. After they are returned they go to the correspondence branch again, and go through the same routine a second time—first to the correspondence branch, where they are examined then to the registrar, who enters them, and then to the comparing room. If they are returned from the comparing room and reported to be correct, the registrar makes an entry of that, and the papers are then sent to the examiners, and he makes an entry of that to show where they have gone to. The examiners then report upon the case as to whether the invention is patentable or not, returning the application to the correspondence room with their report thereon. It is then again entered in the registrar's book as having been returned from the examiners; and if the examiners have made any objections to the granting of a patent, the papers are again returned to the inventor, with a statement of the objections and a copy of the report of the examiner. That is registered in the book also. When the papers are again returned they go through the same routine. If the papers are returned this time correct they are then sent to the caveat clerk, and if there is no caveat for the invention the patent is granted.

4312. In the statement you have given, the applications and the correspondence are said to have reached five letters in each case?—Yes.

4313. In the year you are stated to have had 7,345 files?—Yes.

4314. And there may have been one letter in a file or ten?—Yes.

4315. Taking the average, it only makes 20 letters a day for each man in the correspondence branch?—There is also a great deal of correspondence with persons enquiring about patents.

4316. They do not take up much of your time?—Oh, they do. We cannot help that.

4317. Would it not be possible to have a special place in charge of one man for enquiries?—No, because the records of patents have often to be consulted, and there are 40,000 of them. But information about pending applications must be got from the correspondence branch.

4318. The weak place in the organization of your office seems to be that the same matter has to go through different persons several times?—It cannot be otherwise. The letters may be all asking for different things—one for assignments, another about a pending application, and so on.

4319. Is there really work enough in the correspondence division for 9 clerks?—As the Civil Service is at present constituted——

4320. We do not want your answer in that way. We want to know whether as a business man you have work enough there for 9 clerks doing work?—I say that, as the Civil Service is now constituted, that is to say, the appointments and promotions being made, in a great measure, through political influence, or from political considerations, I do not think the staff of the Patent Office could be reduced, and the work done as expeditiously and effectively as it now is; but if the appointments and promotions in the Civil Service were made from considerations of merit and capacity, I think the staff could be very much reduced.

4321. And would that be true of the whole staff, with the exception of the examiners?—With the exception of the examiners. I would also say, with the exception of Mr. Lynch.

4322. How many entries were made in the records, and how many documents engrossed last year, for which there are 9 clerks?—In the record room there were 2,343 patents issued in the whole year, or an average of 195 a month. Last month there were 167 certificates issued. By law a man can take out a patent for five, ten or fifteen years. Generally they only take them out for five years. At the expiration of the five years, if a man applies for an extension for five years more we grant what we call a certificate for that. The number of certificates granted during the year was 393. It is impossible to tell the number of copies of patents issued during the year. There are a great number, perhaps on the average four or five a day.

4323. Do you send them for nothing?—No; we charge \$4.25 for an average copy of a patent. In addition, people often come in to make searches into patents, that is, to see the specifications and drawings, and it takes almost the whole time of a clerk to take down the file from the shelf and put them on the counter for the inspection of visitors. Mr. Routhier is the custodian of the patent records and superintendent of the following duties to be performed, viz.:—Drawing up all patent deeds, extensions of patent and their exemplifications, etc.; registration of patents; supplying all certified copies of patents, specifications, drawings, etc.; printing and translating of the *Patent Record*; giving information about patents granted, their standing, etc.; making report of the number of patents and extensions granted throughout the year. I produce a copy of a patent. There is not much writing in it, but it necessitates the reading over of the petition which the inventor sends in, in which he sometimes asks that the patent may be issued to A B, to whom he assigns it. In some cases he assigns only a share of his patent to certain individuals, and he wants it issued to A B and himself jointly. After the patent is engrossed the claims have to be copied. A duplicate of the patent is made, which we keep on file and get bound in a book, and the claims are also copied for publication in the *Patent Record*. Copies of the specification and drawings have to be attached to these. This is all done in the record and engrossing division. Then, these have to be compared, which is done aloud; and we therefore require to have separate rooms, but all this work is done in the patent branch, under Mr. Routhier's supervision.

We are frequently asked for copies of these long specifications and claims, and some of them, especially the old ones done on parchment, are very lengthy indeed. In addition to the charge of \$4.25 for copies of patents and specifications, which is fixed by the law, we make a further charge for the copies of the drawings, the charge varying according to their difficulty and extent.

4324. Who makes the drawings?—Mr. Desjardins, in the record room. It is not properly drawing at all; the copies are made on the process, called blue print.

4325. Coming to the examiner's room, how many examinations did they make during the year 1891, and during the month of December, 1891?—3,116 during the year, and 187 during December last. There was 773 passed during the year, which we are keeping, waiting for the models. The examiner's branch is very weak in the staff. The United States Patent Office issues 23,000 patents a year, about eight times as many as we do, and it has 176 examiners.

4326. We suppose the more patents you register the more difficult the work of the examiners is?—Yes, because every patent is supposed to be for something new, and the improvements now are so slight in the industrial arts that it requires a great deal of delicacy to be able to say whether a device is such an improvement as involves the exercise of the inventive faculty, or whether it would suggest itself to an ordinary skilled mechanic. In the United States Patent Office inventions are divided into many classes, whereas our examiners have to examine everything.

4327. Next explain the assignments branch?—The following statistics have been furnished me in reference to this branch:—

Assignments recorded in 1891.....	1,231
do returned for informalities.....	600
do copies made.....	100
do abstracts of or titles given.....	250
do letters pertaining to.....	971
do indexing, average three names title to each assignment.....	4,924
do indexing numerically.....	1,231

In addition, there are many personal enquiries by patent attorneys, lawyers, inventors and others, entailing much work, which does not appear in the books or records of the office. The staff consists of one man, Mr. Lyster. These assignments are sent in duplicate, and after comparing them to see that they agree Mr. Lyster sends one to the applicant and retains the others, making a record of it in his book. We charge 50 cents for abstracts of titles. These are indexed under three heads—the name of the inventor, the name of the assignee and the name of the subject.

4328. Do you not think that this is one division at least that you could do away with? What difficulty would there be in making a note in your register of patents that this patent is assigned to so-and-so in whole or in part?—There would be no difficulty about that, but you would require a clerk to attend to it all the same.

4329. How long is it since an assignment branch was created?—Eleven or twelve years ago.

4330. Could you devise means for entering these assignments in the general register of patents?—That could, of course, possibly be done. I think it could be done by a clerk in the correspondence office.

4331. Come now to the caveats branch?—The number of caveats filed during 1891 was 215. The number of applications was 240. The number of caveats filed in December last was 19. The number of caveats on hand is 4,519. Two sets of books are kept with respective indexes, and all the correspondence is carried on by Mr. Casgrain. Three interference cases, which necessitated large correspondence, were declared during the year.

4332. Why have the caveats to be kept secret?—Any inventor who has not completed his invention, but is afraid that it may be anticipated by another man before he

has time to complete it, sends in a very imperfect description of it, which is called a caveat, which has to be kept secret; 2,418 patents were examined in the year to see whether they interfered with the caveats.

4333. Is that man's time really constantly employed at the caveat business?—No. He could do more work if more work came in. Mr. Lynch could also do more work if more came in, but I certainly would not advise that Mr. Lynch should be asked to do work in another branch.

4334. Would you not secure secrecy in the caveats if you had the register and the papers under your own control?—Certainly, and they are now.

4335. And a junior clerk or a secretary assisting you could maintain the secrecy as well as a higher clerk?—Oh, yes. To show you the nature of the work, I produce an application which has come in to-day for a patent on car-couplers. The clerk looks and he finds eight caveats on that subject. He has to examine every one of them to see if any of them conflict with the application.

4336. Suppose this application were sent to you or your clerk to see if he had any caveat on car-couplers, he could look, and finding that he had seven papers they could be sent to examiners to do the rest?—The examiners cannot now do the work.

4337. But suppose you had a sufficient staff, it would not be necessary to have a skilled examiner to take charge of the caveat division?—No.

4338. What salary does that man receive?—\$1,800; but it is only an accident that he is there. The man before him was a second-class clerk receiving \$1,100.

4339. Would you not be a great deal better off if the skilled examiners doing this work were in the examiners' room, and you had a junior clerk to keep this register under your own eyes?—Yes; that could be done.

4340. Do you think the revenue of the Patent Office would be increased if the fees were decreased?—It is a very hard thing to say. There is a great diversity of opinion about the reduction of fees and also about requiring models. The patent agents and inventors have had a meeting in Toronto, and have recommended certain things, some of which we could adopt, but some of which we could not.

4341. How much does the *Patent Record* cost?—\$12,000 a year.

4342. How much does it yield?—Nothing. It is given away, the object being to enlighten the people. We send copies to every mechanics' institute, every public library, and almost every patent office in the world.

4343. Do you send it to private individuals?—No. It is supplied to senators and members of Parliament. There is one request I have been asked to make to the Commission. If you desire any further details, I should be glad if you would send for the heads of the different branches, who would be glad to give all the information in their power.

WEDNESDAY, 20th January, 1892.

Mr. SIDNEY SMITH, Superintendent of the Printing and Supply Branch of the Post Office Department, was called and examined:—

4344. You are the Superintendent of the Printing and Supply Branch of the Post Office Department?—Yes.

4345. How long have you held that office?—Since June, 1882.

4346. A representative of that branch has come before us and stated that the packers are doing work the importance of which is not properly recognized, that they have to check the accounts for an expenditure of about \$120,000 a year, so that they are to a great extent clerks instead of packers?—I think the statement is well founded.

4347. Will you kindly tell the Commission the extent of your staff, stating how many are mere packers and how many are occupied in higher duties?—Yes. I produce the monthly Conduct Return for December, 1891. I also produce the Duty List, which accompanies the Conduct Return, and which explains the work in which

each man is engaged. The names are entered upon it according to seniority of appointment. Nine of the packers have qualified for a higher grade, and of these seven are certainly engaged in the higher grade work, and are well entitled to advancement to the third class. For instance, the man who was before the Commission on Thursday last, J. H. Lewis, keeps books of accounts, checks accounts, issues cheques in payment of accounts, compiles statements of expenditure, &c. I may say, in addition, that he is a German scholar. In connection with one of the other branches, a clerk who receives a considerably larger salary than this man, when he finds himself at a loss in a German translation, has to appeal to Lewis, who is his superior in every respect, and yet that man is classed as a sorter and packer, and receives now, I think, about \$400 a year. His is a signal case. Another packer, Michael Galvin, issues stores for country offices in New Brunswick, Nova Scotia, Prince Edward Island, Manitoba and British Columbia. George Elbourne, J. Barrett, W. H. Shoney, P. Kehoe, J. L. Spence and Joseph Marier all come under the same category as Lewis, and are men of very much the same calibre. There are two other men classed as sorters and packers whose cases are very peculiar—W. Cooch and J. H. Elliott. Cooch's duty is to keep a record of urgent and overdue orders upon the Printing Bureau and the Stationery Office, and work up the execution of the same. The printing and the stationery is very large, the number of requisitions issued mounting into the thousands every year. We find that the work is not got out as rapidly as we desire, and it occupies pretty much all of the time of this man in working up overdue work and urgent orders. In addition to that, he inspects the boots supplied to the letter carriers.

4348. Has he any special training for that?—He has; he was a practical shoemaker before he came to the department, and I understand that his health failing, he thought some lighter employment would be better for him, and he obtained employment in the Government service twenty years ago. He is in receipt of only \$500 a year now. Last year he examined the boots of 393 carriers. We furnish them twice a year. He rejected 56 pairs. The cost to the department of this supply of boots was \$3,542.39. Of course, this is altogether special work, demanding special acquirements. Such work is paid for by the Militia Department at the rate of \$10 a day to a man specially employed while so employed. The man I speak of has hitherto done this work of examining the boots of carriers without additional pay, and he represents that this is in a measure a hardship. The case of George Elbourne is one of a special character also. Though classed as a packer and sorter, he receives checks, examines and issues new and repaired mail bags for post office inspectors and postmasters. He was appointed in 1877, at \$365, was promoted in September, 1879, to \$395, was appointed permanently on the 1st of July, 1883, at \$395, and has received the statutory increase of \$30 a year since that time until he has reached the maximum of the class, \$500. His duties are of an important character. He is responsible for the issue, selection and examination of all stores for money order and savings banks offices, which number 1,015 English and 90 French—1,105 altogether. The case of J. H. Elliott is also of a special character. His duty is to receive, check, examine and issue new and repaired mail bags for post office inspectors and postmasters. Last year the cost of repairs to mail bags was \$5,413.72, the cost of new bags was \$22,595.71, making a total of \$28,009.43. We have to depend on this man and an assistant, named Peter Grant, a temporary packer, for the efficient checking of bags when they come in. It is their duty to see that the samples submitted to the contractors when the contract is made is lived up to in the contract, and that the material used in the bags is not permitted to deteriorate in any way. They have to examine every bag sent in for repair, and they must judge whether it would pay the department to have a bag repaired, or whether it has reached such a point of deterioration as to justify its destruction. This is an important duty, involving dollars and cents every day and hour; and although that man has been in the public service since 1872 as a packer and sorter, his present salary is only \$500 a year. Just before I came over he gave me a statement showing how he stood after paying his various household expenses. His salary is \$41 a month. His expenses are as follows:—Rent, \$10; fire and light, \$7; water rates, 84 cents.

These sums deducted from his salary leave \$23.16 a month ; he has seven children, who, with his wife and himself, make up a family of nine ; and this sum gives \$2.56½ per month for each.

4349. Are all your bags, stamps and uniforms supplied by contract ?—Yes.

4350. You have contracts with Borbridge and the Sanford Manufacturing Company ?—Yes, for bags and uniforms.

4351. You have no reason to suppose that these firms pay commissions to any of your staff ?—Oh, no ; I am sure they do not.

4352. Have you any idea what the man who examines the boots would earn outside as a shoemaker ?—I cannot tell.

4353. The point you make in reference to this man is that he does that work in addition to his stated work ?—Yes.

4354. Is his stated work sufficient to keep him employed ?—Quite so.

4355. You have 400 carriers ?—Yes, rather more than 400.

4356. And you supply them with about 800 pairs of boots each year ?—Yes.

4357. How many pairs of boots could he inspect in a day ?—He would get through perhaps 50 pairs. Of course some makers' boots are better than others, and it takes less time to examine some than others which are known to fall below the standard.

4358. You say there are some that fall below the standard ?—Yes. They are compelled to take back the boots rejected and replace them, and this inspector of boots knows these men, and I have told him to be specially careful in examining the boots from certain makers.

4359. Have you any contract with boot makers in the Lower Provinces ?—Not now. We had with Tanner, of Pictou, some years ago, but the boots were so inferior that in accordance with my recommendation the Minister, by Order in Council, got the contract cancelled.

4360. You have nothing to do with the granting of the contracts ?—When the tenders come in they are examined by me, and a statement is made out and submitted to the Minister.

4361. But you have to accept the articles as they come ?—Yes. I would like to bring before the Commission the very contracted space provided for the work of our branch, and the great danger that exists of fire. I produce the annual statement, showing the full details of the work of my branch.

4362. You think you have not too many clerks in your branch ?—I think not. Of course every new post office opened adds at once to the work of the supply branch, so that the work is increasing all the time, and I do not know what I should do if any of my present staff were to be taken away. Just at present some of the men are ill with the prevailing epidemic, and it is really somewhat awkward to get on without them. I am obliged to keep some of the men after hours, and they are willing to remain. I produce a statement showing that the transactions of the branch, in one day, numbered 94,538. I produce a catalogue of the articles we supply to postmasters and inspectors. Everything is catalogued and set forth in detail, and the requisitions for supplies must correspond with the catalogue. I also produce the various forms of requisitions of supplies.

4363. We suppose, speaking generally, if you were drafting an Act in which the services of these different men in your branch were to be described, you would describe them differently from what they are now ?—Oh, yes ; quite differently. The office I am connected with has been evolved, so to speak, out of the needs of the postal service as they have grown within the last ten years or so. We found it necessary to establish some such office as the office which exists for a similar purpose in the general Post Office Department in London and in the Post Office Department at Washington.

4364. How many officers have you in your branch ?—The total staff numbers 34.

4365. Are you aware that in the Post Office Department in London the superior class of packers are called overseers, and are paid weekly wages ?—I believe such is the case.

4366. These overseers receive 50 shillings a week, and do not come under the superannuation system?—I believe that is the case.

4367. As a matter of fact, there are only six officers in the postal supply department there drawing annual salaries?—I rather think that in England they follow a system different from ours; that is, they have depots through the country in connection with many of the larger offices, where reserve stores of supplies are kept from which the neighbouring offices draw. That makes it necessary to employ a smaller staff at headquarters. But here everything is sent direct from the department. The conditions of the Washington department more nearly resemble those of our own. They have a vast territory to supply, as we have.

MONTHLY Return of the Conduct and Service of the Clerks and other Persons employed in the Printing and Supply Branch of the Post Office Department, during the month of December, 1891.

Name.	Rank or Class.	In what Duty Employed during the Month.	Whether absent from duty during the Month, and if so, for how long, and for what cause.	Statement by Supt. whether Conduct has been good or otherwise; if there has been misconduct in any case, the nature of it is to be fully stated for the information of the Postmaster General.
J. O. Fortier.....	1st.....	For information under this head, see duty list.	6 days annual.....	Conduct generally satisfactory.
W. D. O'Brien.....	2nd.....		Not absent.....	
J. R. Greenfield.....	do.....		do.....	
H. H. Gray.....	do.....		Temporarily employed in Postmaster General's office.....	
R. Greenfield.....	3rd.....		Not absent.....	
D. H. Goulden.....	do.....		do.....	
W. Ferguson.....	do.....		1 day special.....	
J. Briggs.....	do.....		do.....	
M. J. Mahon.....	do.....		Not absent.....	
W. Cooch.....	Packer, &c.....		do.....	
M. Galvin.....	do.....		do.....	
T. Hartnedy.....	do.....		do.....	
G. Elbourne.....	do.....		do.....	
J. Barrett.....	do.....		do.....	
J. H. Elliott.....	do.....		1 day sick.....	
J. B. Laurie.....	do.....		Not absent.....	
J. Bell.....	do.....		do.....	
W. H. Cheney.....	do.....		do.....	
P. Kehoe.....	do.....		do.....	
J. H. Lewis.....	do.....		do.....	
J. L. Spence.....	do.....		do.....	
Jos. Marier.....	do.....		do.....	
W. H. Pearce.....	do.....		do.....	
E. T. Edwards.....	do.....		do.....	
L. B. Scott.....	Temp. clerk.....		do.....	
T. J. Nolan.....	do packer.....		do.....	
L. Durocher.....	do do.....		do.....	
P. Grant.....	do do.....		do.....	
A. Watson.....	do do.....		do.....	
N. Taylor.....	do do.....		do.....	
E. H. Morse.....	do do.....		do.....	
M. Conway.....	do do.....		do.....	
N. Mitchell.....	do messenger.....		do.....	

Date of return, 5th January, 1892.

SIDNEY SMITH,
Superintendent.

*Duty List.*PRINTING AND SUPPLY BRANCH,
POST OFFICE DEPARTMENT.

Accompanying monthly Conduct Return, December, 1891:—

Permanent Clerks.

I. J. O. FORTIER, first class clerk.—Prepares requisitions to Printing Bureau and Stationery Office for printing, stationery and publication, and in charge of record of the same; assumes supervision of branch in Superintendent's absence.

II. W. D. O'BRIEN, second class clerk.—Proof-reading, keeps stock ledger of money order and savings bank stores, and prepares the requisitions for the same.

III. J. R. GREENFIELD, second class clerk.—Supervises division of letter carriers' uniforms, mail bags, scales and weights, etc.; does correspondence relating thereto.

IV. H. H. GRAY, second class clerk.—Temporarily employed in the Postmaster General's office.

V. R. GREENFIELD, third class clerk.—Supervises general distribution room and issue of stores to outside service generally, correspondence, &c., connected therewith.

VI. D. H. GOULDEN, third class clerk.—Keeps daily register of issues to provinces and assists in proof-reading.

VII. W. FERGUSON, third class clerk.—Keeps stock register of departmental post office inspectors and postmasters' stores, supervises issues of departmental stores.

VIII. J. BRIGGS, third class clerk.—Corresponding clerk, shorthand and typewriter.

IX. M. J. MAHON, third class clerk.—Issues savings banks stores and equipments for new non-accounting offices; charge of general distribution room in absence of supervising clerk.

Permanent Packers and Sorters.

I. W. COOCH.—Keeps record of urgent and overdue orders upon Printing Bureau and Stationery Office, and "works up" execution of same; inspects boots supplied to letter carriers, demanding practical acquirements.

II. M. GALVIN.—Issues stores for country offices in New Brunswick, Nova Scotia, Prince Edward Island, Manitoba and British Columbia.

III. T. HARTNEDY.—Duty of packing stores generally.

IV. G. ELBOURNE.—Issues money order stores and equipments for accounting offices throughout the Dominion.

V. J. BARRETT.—Issues stores for offices in Ontario, and checks addressed envelopes for departmental orders, circulars, enumeration returns, solvency returns, &c.

VI. J. H. ELLIOTT.—Receives checks, examines and issues new and repaired mail bags for post office inspectors and postmasters.

VII. J. B. LAURIE.—Addresses envelopes for departmental orders, circulars, &c.; also engaged in duty of packing stores generally.

VIII. J. BELL.—Addresses envelopes for departmental orders, circulars, &c.; also engaged in duty of packing stores generally.

IX. W. H. CHENEY.—Receives, examines and checks all stores from Printing Bureau and Stationery Office and issues receipts therefor.

X. P. KEHOE.—Issues stores for post office inspectors, city postmasters and banks, sends out receipts therefor.

XI. J. H. LEWIS.—Keeps books of accounts, checks accounts, issues cheques in payment of accounts, compiles statements of expenditure, etc.

XII. J. L. SPENCE.—Assists J. R. Greenfield in connection with carriers' uniforms, mail bags, scales and weights, etc.; keeps stock book and records of issues to inspectors and postmasters—assumes charge in J. R. Greenfield's absence.

XIII. JOSEPH MARIER.—Issues stores for country post offices in Quebec and a portion of Ontario—French translation.

XIV. W. H. PEARCE.—Examines money order books received from Printing Bureau.

XV. E. T. EDWARDS.—Issues stores for post office inspectors and city postmasters—in charge of reserve stock.

TEMPORARY EMPLOYEES.

Temporary Clerk.

I. L. B. SCOTT.—Keeps daily and monthly register of books of issues, distributes date-stamping type to country post offices, and does correspondence and makes out orders in connection therewith.

Temporary Packers and Sorters.

I. T. J. NOLAN.—Checks receipts for mail bags for repair and assists in examining and packing carriers' uniforms.

II. L. DUROCHER.—Keeps daily register of stores and mails despatched to Ottawa post office and files away requisitions for stores when completed—French translation.

III. P. GRANT.—Assists in receipt of and in checking, examining and issuing mail bags.

IV. A. WATSON.—Assists in messenger's duties and in delivering departmental stores.

V. E. H. MORSE.—Packing and assisting generally.

VI. M. CONWAY.—Engaged in checking return of receipts for carriers' uniforms, mail bags, scales and weights, etc., and in packing supplies.

VII. N. TAYLOR.—Engaged in packing stores generally.

Temporary Messengers.

I. N. MITCHELL.—Writing out and booking receipts for stores issued in accounting offices, and checking off return of receipts for same.

(Signed.)

SIDNEY SMITH,
Superintendent.

RECAPITULATION.

1 Superintendent.
9 Permanent clerks.
1 Temporary clerk.
15 Permanent packers, etc.
8 Temporary packers, etc.

Total 34

POST OFFICE DEPARTMENT,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 19th December, 1891.

MEMO. OF WORK IN GENERAL DISTRIBUTION ROOM.

Number of requisitions received and dealt with	130
Number of items dealt with on requisitions.....	546
Savings bank accounts stamped with name of office	450
do envelopes do do	350
Money order books issued (200 orders in each).....	30
Savings bank pass books issued.....	180
Twine issued (contained in 27 sealed bags).....	lbs. 1,690
Boxes (large) packed and despatched.....	9
Sealed and tied bags, packed and despatched (containing general stores).....	25

Parcels made up and despatched.....	135
Receipts and letters written.....	86
(1) Envelopes being prepared for Solvency Return.....	8,200
(1) do do Postal Guide.....	8,500
(1) do do Reserve.....	8,200
Money orders examined (in books of 200 each).....	8,000

Total 36,531

(1) These envelopes after being addressed must be checked carefully and classified (English and French). In connection with this special class of work the number of envelopes addressed and despatched from the general distribution room during the current year was 79,800.

DETAIL OF ISSUE OF FOREGOING.

ISSUED TO	Forms.	Envelopes.	Books.	Labels, Cards and Tags.	Writing Papers (reams)	Grand Total.
Department.....	450	1,250				
Ontario.....	22,686	4,160	47	10,752	1	
Quebec.....	4,024	101	2	300		
Nova Scotia.....	3,223	787	9			
New Brunswick.....	16,154	4,448	27	23,950	1	
Manitoba.....	1,740	59	7	325		
British Columbia.....	18	18				
Prince Edward Island.....						
Total.....	48,295	10,823	92	35,327	1	94,538

POST OFFICE DEPARTMENT,

PRINTING AND SUPPLY BRANCH,

19th December, 1891.

Statement showing the work performed in connection with the issuing of dated stamps, scales, etc., etc., on Friday, 18th December, 1891 :—

ARTICLES RECEIVED.

Mail bags.....	469
Dated stauaps.....	3
Scales.....	100
Pads.....	100
Label cases.....	24
Total.....	696

ARTICLES EXAMINED AND DESPATCHED.

Bags.....	855 in 30 sealed bags.
Dated stamps.....	3 in 14 parcels (sealed) and two boxes.
Scales.....	2
Rating stamps, etc.....	89
Total.....	949

Receipts, circulars, &c., addressed and despatched.....	80
Entries in ledgers.....	244
Requisitions made out, letters drafted, copied, &c.....	12
Requisitions dealt with.....	49

STATEMENT OF ISSUE OF FOREGOING.

Province.	Mail Bags.	Dating and Rating Stamps, Type, etc.	Scales.	Remarks.
Department—				
Ontario	419	71	1	In connection with which there were 89 advices despatched and 244 entries in ledgers.
Quebec	401	17		
Nova Scotia	1			
New Brunswick	12	1	1	
Manitoba	13	3		
British Columbia	9			
Prince Edward Island				
Total	855	92	2	

(Copy.)

POST OFFICE DEPARTMENT, CANADA,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 27th January, 1892.

To the Civil Service Commission,
Ottawa.

GENTLEMEN,—I have the honour to submit herewith—which I beg leave to supplement with the following suggestions—the proposed organization for the printing and supply branch of the Post Office Department, prepared by your order, the immediate result of which if put in force will be to lessen the staff to the numerical strength actually necessary, reduce the present salary list by \$1,050, and, by removing existing anomalies in rank and classification, redress any grievance or injustice to the men arising therefrom, and insure increased efficiency in the performance of the work.

Salaries.

The existing statutory provisions as to the minimum and maximum of each class, and as to the annual increase of salary, to be undisturbed, except as respects the maximum of a lower grade class, to include “examiners,” and “writers,” who have not passed the qualifying examination, as well as packers and messengers—this class to rise to a maximum salary of \$600 per annum—which is the maximum salary of the lower grade of the outside postal service—instead of, as at present, to \$500 per annum.

Official Designations, &c.

(1.) “Postal stores branch” to supersede “printing and supply branch,” of the Post Office Department, and “controller of postal stores” to be adopted instead of “superintendent printing and supply branch,” the latter having become a misnomer since the creation of the Printing Bureau, and quite frequently leading to the misdirection of official communications and consequent inconvenience and delay—the former title also conforming to that used in the British post office; the staff of the postal stores department in London, numbering in 1890–91 ninety-one (91) persons of different ranks (*See* imperial post office estimates, page 60, revenue departments), *i.e.*, “1 controller,” “1 assistant controller,” “1 first-class clerk,” “1 clerk,” “1 supervisor,” “1 assistant supervisor,” “1 inspector,” “6 overseers,” “4 leading storemen,” “31 storemen,” “2 foremen of labourers,” “39 porters and labourers,” and “2 boy messengers,” and now probably considerably exceeding that number, but not having assigned to it the charge of all the different classes of postal stores committed to the care of the printing and supply branch of the Canadian Post Office Department.

(2.) “Supervisors,” “book-keepers,” “issuers,” “examiners,” and “writers,” to be so described and known, instead of “packers,” the latter title to remain but for application only within the meaning and intention of the Civil Service Act.

(3.) One third-class clerk ("supervisor"), \$800, charged with the control of the general distribution and record of printed articles and stationery, and with the direction of the work of 16 subordinates, to be promoted to the second-class of clerks at \$1,100 per annum, giving him the same footing as the second-class clerk ("supervisor"), \$1,250 per annum, to whose supervision is assigned the division of mail bags, letter carriers' uniform, scales and weights, and stamping material.

(4.) The packers, sorters and messengers—7 permanent and 2 temporary—who have passed the qualifying examination, to be promoted to the third class of clerks at their present pay, as provided by sec. 24 of the Civil Service Act.

Permanent.

Viz.:—1 "accounts clerk and acting supervisor of division of mail bags," \$440 per annum (present salary); 1 "book-keeper," \$450 per annum (present salary); 4 "issuers," \$500 per annum each (present salary); 1 "issuer," \$450 per annum (present salary).

Temporary.

2 "issuers," \$300 per annum each (present salary), and that the two latter be also permanently appointed.

(5.) Provision to be made in the estimates at the forthcoming session of Parliament for the promotion to the third class of clerks so soon as they shall have passed the prescribed Civil Service qualifying examination, of the packer and sorter ("issuer") who checks the quantities and character of all work and stores supplied on demand from the Printing Bureau and Stationery Office, and gives receipts for the same, in accordance with the terms of the amended Order in Council, 11th July, 1889, which prescribes that this duty be performed by a clerk, such work being of kindred nature to that of the clerk—temporary at \$2.50 per diem—who supervises the despatch from the Printing Bureau to this branch of the stores in question.

(6.) Provision in the estimates yearly for remuneration for special service to the packer and sorter ("examiner") who, in addition to his regular duties, inspects semi-annually the letter carriers' boots (numbering over 1,600 boots yearly) in like manner as similar service is paid for (at \$10 per diem) in connection with the militia stores; but at such rate as may under the circumstances seem fitting to the Commission.

Of unimpeachable integrity, and long and faithful service, this "examiner" merits in a peculiar degree special consideration.

(7.) One temporary third class clerk, \$400 per annum, "book-keeper and correspondent," having passed the qualifying examination (and taken one optional subject) to be made permanent at a salary of \$450 per annum.

(8.) The lower grade employees, now temporary, having passed only the preliminary examination, to be made permanent at the present salary, \$300 a year each.

(9.) One temporary special messenger ("writer") \$400 a year, having successfully passed the preliminary examination to be permanently appointed as a "writer" at the minimum salary of the lower grade—\$300 per annum.

(10.) One temporary packer ("messenger") \$300 a year, qualified by preliminary examination, to be permanently appointed as a messenger at the minimum salary of the class, \$300 per annum.

Reduction in Staff.

One second class clerk, \$1,200 per annum, who, though nominally, has not in reality been of the effective strength of the staff, having for some time past been given duties elsewhere in the department, to be borne on the pay-list of the office in the department in which he is performing duty.

One temporary packer, \$300 per annum, having failed to present himself for the preliminary Civil Service examination, will not, after the 30th inst., be eligible for employment.

All of which is most respectfully submitted.

I have the honour to be, Gentlemen,

Your most obedient servant,

(Sgd.) SIDNEY SMITH,

Superintendent.

SUGGESTED ORGANIZATION FOR THE PRINTING AND SUPPLY BRANCH OF THE POST OFFICE DEPARTMENT.

Controller of Postal Stores and Chief Clerk, \$1,800 to \$2,400.

1 1st Class Clerk, \$1,400 to \$1,800, Assistant, Book-keeper and French Translator.
 1 2nd do \$1,100 to \$1,400, Proof-reader and Book-keeper.
 1 3rd do \$400 to \$1,000, Correspondent, Shorthand and Typewriter.
 1 3rd do \$400 to \$1,000, Accounts Clerk and Book-keeper.

Order, receipt, distribution and record of printed articles and stationery—

1 2nd Class Clerk, Supervisor, \$1,100 to \$1,400.
 1 3rd do Sub-Supervisor and Issuer, \$400 to \$1,000.
 1 3rd Class Clerk, Assistant Proof-reader and Book-keeper, \$400 to \$1,000.
 1 3rd Class Clerk, Book-keeper, \$400 to \$1,000.
 7 3rd Class Clerks, Issuers, \$400 to \$1,000 each.

Lower Grade (Preliminary Examination to Qualify)—

2 Examiners, \$300 to \$600.
 1 Writer, \$300 to \$600.
 5 Packers, \$300 to \$600.

Order, receipt, distribution and record of mail bags, letter carriers' uniforms, scales and weights, marking stamps, ink and stamping implements—

1 2nd Class Clerk, Supervisor, \$1,100 to \$1,400.
 1 3rd do Sub-Supervisor and Book-keeper, \$400 to \$1,000.
 1 3rd Class Clerk, Book-keeper and Correspondent, \$400 to \$1,000.
 1 3rd Class Clerk, Issuer, \$400 to \$1,000.

Lower Grade (Preliminary Examination to Qualify)—

1 Examiner, \$300 to \$600.
 1 Writer, \$300 to \$600.
 1 Packer, \$300 to \$600.

Messenger, \$300 to \$600.

RECAPITULATION.

Controller and Chief Clerk	1
1st Class Clerk—Assistant	1
2nd do	3
3rd do	15
Total	20

Lower Grade.

Examiners	3
Writers	2
Packers	6
Messenger	1
Total	12
Grand Total	32

27th January, 1892.

POST OFFICE DEPARTMENT, CANADA,
PRINTING AND SUPPLY BRANCH,
OTTAWA, 27th January, 1892.

Name.	Class.	Salary as at present.	Salary as proposed.
		\$ cts.	\$ cts.
1 Sidney Smith.....	Chief Clerk and Superintendent..	2,350 00	2,350 00
2 J. O. Fortier.....	1st Class Clerk	1,600 00	1,600 00
3 W. D. O'Brien.....	2nd do	1,400 00	1,400 00
4 J. R. Greenfield.....	2nd do	1,250 00	1,250 00
5 H. H. Gray.....	2nd do	1,200 00	
6 R. Greenfield.....	3rd do	800 00	1,100 00
7 D. H. Goulden.....	3rd do	650 00	650 00
8 W. Ferguson.....	3rd do	750 00	750 00
9 J. Briggs.....	3rd do	720 00	720 00
10 M. J. Mahon.....	3rd do	570 00	570 00
1 W. Cooch.....	Packer.....	500 00	500 00
*2 M. Galvin.....	do	500 00	500 00
3 T. Hartnedy.....	do	500 00	500 00
*4 G. Elbourne.....	do	500 00	500 00
*5 J. Barrett.....	do	500 00	500 00
6 J. H. Elliott.....	do	500 00	500 00
7 J. B. Laurie.....	do	500 00	500 00
8 J. Bell.....	do	500 00	500 00
9 W. H. Cheney.....	do	480 00	480 00
*10 P. Kehoe.....	do	450 00	450 00
*11 J. H. Lewis.....	do	450 00	450 00
*12 J. L. Spence.....	Messenger	450 00	450 00
13 Joseph Marier.....	Packer.....	500 00	500 00
*14 W. H. Pearce.....	do	500 00	500 00
15 E. T. Edwards.....	do	500 00	500 00
<i>Persons Employed Temporarily.</i>			
*1 L. B. Scott.....	Temporary Clerk.....	400 00	450 00
*1 T. J. Nolan.....	Temporary Packer.....	300 00	400 00
*2 L. Durocher.....	do	300 00	400 00
*3 P. Grant.....	do	300 00	300 00
*4 A. Watson.....	do	300 00	300 00
*5 N. Taylor.....	do	300 00	300 00
6 E. H. Morse.....	do	300 00	
*7 M. Conway.....	do	300 00	300 00
*8 N. Mitchell.....	do	400 00	300 00
24.....Total.....		21,420 00	20,370 00

* Passed Qualifying Examination. † Passed Preliminary Examination.

Mr. ANTOINE GOBEL, Deputy Minister of Public Works, was examined.

4368. You are the deputy of the Minister of Public Works?—I am.

4369. Since when?—The 1st January, 1891.

4370. Before that what position did you occupy?—Secretary of the department.

4371. For how many years?—From the 13th January, 1885.

4372. How long have you been in the service?—Since the beginning of 1872.

4373. Give the number and cost of permanent staff at Ottawa of the department of which you are deputy, in 1882 and 1891, respectively. Also, number and cost of extra clerks or other officials in all its branches, whether paid out of the Civil Government funds or otherwise, in 1882, and also in 1891?—The number of permanent staff in 1882 was 25 and the cost \$29,753.50. In 1891 the number was 28 and the cost \$42,872.46. At present, owing to four vacancies having taken place on the staff during the latter

part of 1891, the number of permanent officers is only 24, or one less than in 1882. The number of extra clerks in 1882 was 53 and the cost \$39,035.27. That number in 1891 was 96 and the cost \$85,140.17. The number of appropriations placed at the disposal of the department for expenditure in 1882 was 195 and the amount \$2,033,756.88. In 1891 the number of appropriations was 329 and the amount \$3,268,207.14.

4374. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—The Board of Civil Service Examiners should be constituted in such a manner that the examination to be conducted by them should satisfy the Government, not only as regards the general knowledge of those presenting themselves for examination, but also as to the special qualifications, if any, for the purposes of the service, which the candidates may possess. For that purpose the majority of the Board of Civil Service Examiners should, I think, be composed of deputy heads, as they are in a better position to judge of the nature of the qualifications required for entering into the service, and therefore can better frame the questions for examination, and could best give to each candidate that may have passed his proper rank. Later on they could more easily make a proper selection from passed candidates as the requirements of the service may be from time to time. I further believe that the services of the Board of Examiners so constituted might also be utilized for the purpose of reporting upon the necessity or utility of superannuating certain officers after their having reached a certain age. Their powers should be about the same as now provided by law, they holding their examinations and reporting the result thereof under the required rules laid down by His Excellency the Governor General in Council.

4375. Should all appointments be the result of competitive examination? What, if any, appointments should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—Yes, all original appointments in the service should be the result of competitive examination. Exceptions should be made as few as possible, and no appointments, except those of a strictly professional nature, should be made without the entrance examination, the profession giving right to exemption being mentioned in the law, as is now the case for promotion examination. The minimum age in the case of all appointments should be placed at 19 years and the maximum at 40.

4376. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and if so, in what direction?—Deputy heads should be appointed during good behaviour. In the case of the Department of Public Works, as there is a special Act defining the powers of the Deputy Minister, it does not appear to me that any change is required with reference to the special duties to be performed. With regard to the general powers of the deputies, especially as concerns the internal discipline of the departments, viz., the necessity for additional employment of clerks, the promotion of the clerks in the service, the power of suspension, the power of granting leave, I am of opinion that the initiative in these matters should be left in the hands of the deputy head, with the Minister having the concurring power or, as it were, the right of final decision in case of appeal by the person interested.

4377. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—Yes, the present third class should be kept as it is, with the exception that the minimum salary should be \$500 instead of \$400, as \$400 a year is certainly too small a salary. The present maximum, \$1,000, is not too high. I do not think that an intermediate class between third and second class is required. Under the Act of 1868 there was a junior second class, but the arrangement does not appear to have been very satisfactory, and the legislation of 1882 removed that intermediate class.

4378. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I do not think that any optional subjects should be included in the entrance examination. The range of questions asked at competitive examinations should be the same for all. The salary upon entering the service should also be the same.

4379. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—My experience is that the recommendations for increase of salary are generally made with regard only to one consideration, that is, good conduct during office, as it appears to have been recognized that as long as an officer's conduct as regards attendance and sobriety is good, it is a sufficient reason for giving the increase authorized by law. In a few cases in the department the increase has been withheld.

4380. Is it desirable to have an annual fixed date at which all increases should take effect?—I think that there should be two dates at which the increase of salary should take effect, viz., 1st January and 1st July. The increase in case of appointments made between such dates to be given at either one of the two immediately following the appointment.

4381. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—If a preliminary examination is at all considered to be necessary, it should be a general one for all departments.

4382. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2? The only appointment made in the department since my appointment as deputy head was that of an officer who had been a temporary clerk for some years. I have never had occasion to report against an official during his term of probation.

4383. What is the practice in your department in regard to the appointments of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—The appointments made in this department of persons having professional or technical qualifications have been so made in the case of persons who served the department for some years in a temporary capacity prior to their permanent appointment, and the experience of the value of their services for such period of temporary employment has been in each case considered sufficient without an examination being made. This previous temporary employment has been considered to be the best mode of ascertaining whether the qualifications possessed are such as will be useful to the department for the special work which the appointee is to perform, as an examination of any nature whatever can so well satisfy the department as to the ability of the candidates for appointment as a certain period of service, during which such candidate is tried at the very work which he will be called upon to perform.

4384. It is desirable to have promotion examinations, or if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—I do not think it desirable to have promotion examinations, as carried on under the present system. The promotion examination carried on on general rules is no test of the fitness of the candidates for promotion, and the subjects which are now forming part of the list on which the candidate is examined are not even should the candidate obtain the highest number of marks—to be taken as a criterion of his ability to perform higher work or of his intelligence in performing other duties. My personal experience as regards promotion examinations (as I have passed two) is not such as to give good reasons to favour their continuance. The examination on nearly all the subjects except one, viz., duties of office, is useless for the purpose of aiding in the selection of the officer most worthy of promotion, and the examination on duties can as well be conducted by the deputy; as, in any case, he has at present to prepare and examine the papers. The promotions that have taken place in the department since I have been the deputy head have all carried with them a change in the duties to be performed by the promoted officer, but there have been two or three cases in the department where promotion was considered more as a reward for past meritorious services than as additional remuneration for increased duties.

4385. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—It is hardly possible to give in advance the estimate of vacancies likely to occur. The vacancies that have hitherto occurred in the department, with the exception of one superannuation, have all been caused by either death or dismissal; and such vacancies could not under any circumstances have been reported, as they were not expected to occur at the time the report might have been asked.

4386. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—I have already expressed my opinion that promotion examinations as carried on under the present system are not desirable. The promotion should be made on the report of the Minister based on the recommendation of his deputy.

4387. Should not promotions be made by Order in Council? Did the head of the department ever reject any man who has been promoted? Has any officer after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—There is no doubt that promotions, whether they are the result of examination or whether they are simply made on the report of the deputy head, approved by the head of the department, should in any case be made by Order in Council, such Order in Council being for the promoted officer a kind of diploma or certificate which established his standing in the service. I am however of the opinion that a regular certificate either for appointment in the service or for promotion, for which a small fee might be charged, should be given to each officer, either on appointment or promotion. I am not aware of any promoted officer having been found incapable of performing his duties after such promotion, and I do not know that the history of the department can offer a case of promotion once given having been cancelled.

4388. Have you at any time by your certificate, in the promotion examination, enabled a candidate to pass whom you deemed unfit?—Only one promotion has taken place in the department since my appointment as deputy head, and it was that of an engineer and draughtsman who was exempted by law from passing the promotion examination.

4389. Did you ever, in respect of the efficiency marks, give a less percentage than 30 per cent, in the case of any candidate in your department seeking promotion?—Same answer.

4390. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes.

4391. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—Only two exchanges have taken place in this department, and they occurred years ago—I could not say for whose convenience they were made.

4392. Should the temporary clerk or writer class be extended, or limited or abolished?—The temporary clerk class should be as limited as possible, and the employment of temporary clerks should not be made for more than six months, at which time, should their services be required for a longer period, they might be, with the authority of the head of the department, employed for another six months, but in no case should any temporary employment exceed the period of one year. A special fund might be provided for the payment of salaries of temporary clerks.

4393. Have you given any thought as to the desirability of having a junior division or boy copyist class? Do you recommend the creation of such a class? State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—I do not think it advisable nor desirable to have a junior division or boy copyist class. My experience in the employment of boys in a large department, and we have had a few, has taught me that it is not in the interest of the department nor in the interest of the boys themselves. Departmentally the work

is not well performed. Morally it is a bad practice to have boys of tender years thrown in a milieu for which their education and their experience have not yet prepared them. I consider the present classification very satisfactory.

4394. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Under the present system, temporary clerks have been taken in the department upon the order of the head of the department as the necessities of the work appeared to require it. In this department the bulk of the temporary clerks now in our service have been employed for a long period, and were at first mainly composed of the engineer's and architect branches, which as far back as 1872 it was not thought desirable to incorporate in the permanent classification of the department. The officers of these two branches have continued up to the present time to be employed, their salaries being paid out of the appropriations voted for the works on which they are engaged. Gradually the practice extended to the other branches of the department, and there is now employed in the Public Works Department a large staff of temporary clerks whose length of service and qualifications are equal to that of many belonging to the permanent staff of the department. They are, however, kept in a state of inferiority to the permanent class, as they do not enjoy any of the privileges granted by the Civil Service Act. They receive no regular increase of salary, they do not contribute to the superannuation fund, they are not entitled to holidays, no leave of absence even for illness can be granted to them, and, as a matter of fact, it may be stated that all the restrictive regulations in the service are applied to them, while they get none of the advantages, except that of a more or less regular employment. A large number of the extra clerks now employed in the Public Works Department are of an absolute necessity for the proper working of the department, and I would strongly recommend that steps be taken to incorporate in the permanent service at least such of those temporary clerks as will be shown by the report of the Deputy Minister, approved by the Minister, as absolutely required for the proper working of the department, and that proper legislation should be obtained in order that said temporary clerks who may now be appointed be placed in the class to which their salary would entitle them to rank without their having to submit to any further examinations; the length of service put in by the largest number of them and the fact of their having been retained in the service of the department being sufficient to show the value of their services.

With reference to the engineers and architects, I would suggest the creation of a special classification for them, with a rate of pay and mode of increase different from the regular Civil Service. A special examination for entrance in the service should be required in their case. Draughtsmen in either branch would, of course, be classified in the same manner. It would be to the advantage of the service and the country if these officers were regularly and permanently appointed. In a large number of cases it would be an act of justice to officers who have already spent the best part of their life in the service of the department.

4395. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—I am not aware that the selection of temporary clerks was invariably made from the list of passed candidates, although a fair proportion of the temporary clerks now in the service of the department have passed the entrance examination. A large number entered the service prior to 1882.

4396. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—There are two women clerks in the department. They render very good service, and are both very efficient, but I personally prefer the employment of men. The women clerks may be as good as men, but they are not better, and the discipline required in the department can, I think, be better enforced when dealing with men than with women.

4397. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I believe that leave of absence

should not be equal, and that the nature of the service and work performed should be factors in considering the extent of leave to be given. The length of leave might be fixed at from two to six weeks.

4398. Should not leave of absence be compulsory?—I believe that leave of absence should be compulsory. I think it is in the interest of the department that every office therein should be vacated for a certain period of the year, were it only for the purpose of checking the work performed in the year by the occupant of the office. It would be, it is believed, the means of preventing the irregularities that may creep into the service, and of detecting any errors in work or in accounts, which may go on from year to year if the same employee remains at the same particular class of work for a number of years.

4399. Should there be a limit, and if so, what, in the case of leave on account of sickness?—I believe that the limit now fixed by law in the case of leave on account of sickness is the proper one.

4400. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—I am not aware that the business of this department has in any way suffered at any time through the granting of leave of absence on account of sickness or otherwise—all the officers having shown themselves, without an exception, always willing to perform the work of the officer absent.

4401. In your department, have any abuses prevailed as to the granting of leave of absence?—I cannot say that abuses have prevailed respecting the granting of leave of absence, but I believe that the granting of such leave should be left wholly in the hands of the deputy head, the right of appeal being in every case given to the head of the department in case the action of the deputy head should be questioned by the officer interested.

4402. Should there be a system of fines for small offences?—I do not believe that the system is one that can be properly applied.

4403. Is it advisable to reinstate an official who has resigned his appointment, without the recommendation of the deputy head? Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I do not believe that in any case the reinstatement of an official, whether his going out of office has been caused by his own action in resigning or otherwise, should be made without the report of the deputy head, and the salary which he should receive upon reinstatement should be established with reference to the nature of the new duties which he may be required to perform.

4404. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law regarding attendance book is strictly observed in this department and every official is required to sign the book, with the exception of the chiefs of the branches. A non-permanent officer who does not sign the book in the morning loses his day's pay.

4405. Have you any suggestions to offer as to the Civil Service Act in general or as to your own department in particular in connection therewith?—No—nothing further than what is treated under special headings in this memorandum.

4406. Have any difficulties arisen in the conduct of the business of your department arising out of the provisions of the Civil Service Act?—Not that I am aware of.

4407. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have as a consequence the duties in your department or of any branch or any officer of your department been varied?—No; the nature of the work has not varied, but the amount of work has steadily increased from year to year since 1880.

4408. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment or from advanced age or from bad habits, are ineligible for retention in the service?—No; the permanent staff is composed of good and efficient officers.

4409. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of tempor-

any clerks, and has the rate of remuneration of these temporary clerks been increased from time to time? Are the number of persons employed in your department out of proportion to the increase of work?—As stated above with reference to temporary clerks, there is a large number of them performing work of a permanent nature who should be placed on the permanent staff. The list of the officials of this department now on the permanent staff is absolutely out of proportion to the increase of work which has taken place since 1880. The permanent staff should be largely increased. The permanent staff of the department has hardly received an increase at all since the formation of the department in 1880, and the increase has all been in the staff of temporary clerks, some of whom, as already stated, have been at work for a long period, one of them, for instance, having been with us for nearly 22 years. The rate of remuneration of the temporary clerks has been increased from time to time, but outside officials having professional or technical qualifications, the limit of salary paid to temporary clerks has never exceeded \$3 per day, the rate of remuneration on entering the service having been on an average \$1.50 per day.

4410. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities? Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—No; I think that the rules as laid down at the present time can be observed without leading to irregularities, as I know of none which are impracticable, although some may sometimes be inconvenient. I believe that if existing rules are carefully observed, and the deputy head allowed to exercise all the authority which should be properly given to him, and further, if competitive examinations are resorted to as a *sine qua non* for entrance in the service, the admission of ineligible candidates will be prevented. As to useless employees, the law if carefully observed gives all the necessary means to relieve the service of their presence.

4411. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—In this department there are two attendance books, one which is signed by the officials in the morning as they come into the office and in the evening as they leave it, the other which they are called upon to sign when going out for lunch at noon and upon returning. It is considered up to the present time as the best check upon the attendance of officers.

4412. In your opinion are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—In my opinion the office hours, 9.30 a.m. to 4 p.m., would be sufficiently long if the officers would remain in the office during all the period extending between the two hours named, but as numerous requests were made from time to time by employees to be allowed the privilege of going to luncheon, the office hours were extended towards the beginning of the year from 9.30 a.m. till 5 p.m., with one hour in the middle of the day for luncheon, the officers being given from 9.30 to 9.45 in the morning to sign the book on coming in and from 4.45 to 5 in the evening when going out. I believe, however, that it would be in the interest both of the service and of the employees if the hours of attendance were made from 9 a.m. to 4.30 p.m., with one hour in the middle of the day for luncheon.

4413. Have any abuses prevailed in your department as to the length of the working hours?—The system in vogue in this department during the past year appears to have worked satisfactorily.

4414. Is it desirable that officials should leave the department for luncheon?—I believe it to be desirable that an hour should be given in the middle of the day for luncheon.

4415. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—An arrangement is made with the chiefs of the branches whereby a sufficient number of clerks remain in the office during the luncheon hour. The time given is one hour; as a general rule less time is taken.

4416. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—The length of service recorded in the Civil Service List has been given with all possible care and is taken to be correct. Such list, however, contains only the names of permanent officials.

4417. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The officials of this department may be aware of the Treasury Board Minute respecting the use of political influence, but that minute has not however prevented their availing themselves of such influence whenever they thought there was a chance. As political influence is always directed towards the head of the department, it would have seemed unnecessary to have drawn his attention to it.

4418. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred? Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—I believe that a fixed allowance should be given for travelling expenses, as there are outlays which form a necessary part of the travelling expenses of officials which cannot possibly be included in the accounts rendered. The wear and tear of the clothes, baggage, &c., and the effect in some cases on the general health of the official travelling, is such as cannot be estimated properly, and I am personally aware of facts, especially in connection with the engineering branch of this department, where officers who 7 or 8 years ago were in splendid health are now suffering from disease caused by exposure in travelling for the service of the department. The only distinction made in the allowance for travelling expenses is in the case of officials of inferior grade—where an allowance of from \$1.00 to \$1.50 or \$2.00 per day is made, and the maximum of \$3.50 is given to the chiefs. I believe also that some scale should be established whereby the travelling allowance should be in some way commensurate with the standing and position of the officer travelling and the necessities for a higher rate of expenditure in certain cases. It seems to me that the chiefs of the various branches travelling for inspection of works under their charge are exposed to more expense and should receive a higher allowance than those officers who are sent for a specific purpose, with special instructions, and whose position does not compel them to incur the same expense.

4419. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties, or otherwise? What change, if any, would you propose as regards the officials of your department?—I am of opinion that the Superannuation Act is necessary in the interest of the public service. An officer entering the service has not before him the future which is open to any young man who enters into commercial pursuits or into any other kind of business outside. The public official has before him his future, mapped out by the rules laid down for the carrying on of the service, and in a large number of cases is painfully aware that in climbing up the ladder he need not expect to go at it as is done outside every day. He has to strictly follow the rules laid down. The clerk entering on \$400 a year in the service knows full well that it will take him thirteen years before he can enjoy a salary of \$1,000; then a vacancy has to exist before he can go up to the next class, and although he may be possessed of more than ordinary ability, if such vacancy is not created for him he may remain at the maximum salary of the third class clerk for a number of years; then, should a chance open for him the gate of promotion, he knows that owing to the rules that exist he shall have to put in six years more service before he gets to receive a salary of \$1,400—if he came into the service at twenty years of age, he will be nearly forty years old by the time he earns \$1,400. It seems to be reasonable that in consideration of the length of time which it takes a civil servant to attain to a reasonable salary, and his inability as a general rule to compete in the outside world

after he has been ten or fifteen years in the service, that something should be done whereby the years of his declining life shall be provided for in an adequate manner, should he be incapacitated by illness or otherwise to perform his usual work. I should think, however, that the practice followed in this department in past years to allow the inferior grade outside officers to contribute to the superannuation fund and draw superannuation allowance should not be continued, as, for instance, in the case of slide masters and other men in similar class. I think that only those who are appointed under the provisions of the Civil Service Act should be allowed to contribute to the superannuation fund.

4420. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—I believe an officer should contribute at least fifteen years to the fund before he shall become entitled to an annuity.

4421. Do you consider as a rule the age of 60 years to be a proper age for retirement?—I believe 60 years is too early for retirement. As an average, a man 60 years of age is still in possession of all his faculties, and especially in the case of positions where mature judgment and experience are required, the services of an officer of that age may be invaluable and of more use than those of many younger men. I would put the age at 65, but would not even then make retirement compulsory at that age.

4422. Would you deem it desirable to have all officials retired at a certain age, and what would be your view as to that age?—For the reasons above given, I would not be in favour of compulsory retirement at any given age. I would leave that question to be decided by the board of examiners, whose services might also be utilized for the purpose of determining such cases, and to whom the superannuation of officers having reached the age of 65 might be referred upon the report of the deputy to the head of the department for purpose of report to the Council.

4423. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Yes, after fifteen years' service.

4424. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated, and by requiring a certain length of service before such addition can be made?—I do not believe any term should be added to the time of service—the amount of superannuation should be in every case in proportion to the length of contribution and the amount of the salary. I would think, however, that in the case of officials whose employment is of such a nature as to more quickly impair their usefulness, I would fix the period of contribution at a shorter period, increase the percentage to be paid as well as that at which the allowance should be calculated when determined upon. I would not think it advisable that any man should receive any consideration other than that to which he is fairly entitled by his contribution to the fund.

4425. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials, who entered the service after the age of 30 years, and who never did anything but clerical work?—There are not, to my knowledge, any instances in my department of the nature referred to in this question.

4426. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient? Do you consider that it would be desirable, in the interests of the public service, to increase the percentage?—Yes; I think the abatement should be deducted from the salaries. My view may be a sentimental one, but owing to the frequent criticisms to which the civil servants have been subject in reference to the matter, I believe they should provide their own superannuation fund. However, as of late years it has been claimed

that the fund has not been self-sustaining. I would think it desirable that the percentage be increased to such figure as the actuaries of the insurance branch of the Finance Department would think proper.

4427. Do you think it advisable to provide that (a) if no superannuation takes place through death or any other cause, the official, or his representative, should be reimbursed for the abatement deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—Should death occur before superannuation, it would be only fair that the heirs should receive such amount as would fairly represent the sum the official would have been entitled to had he been superannuated at time of death. I would not favour commutation, but keep the fund absolutely a superannuation fund. Speculation, &c., are too enticing now-a-days, and the bulk amount that might be paid as a commutation might be swallowed by a rash speculation or a bad investment. I would treat the fund as a protection to the official in his declining years, even against himself.

4428. Would it be desirable to have a system of insurance in connection with superannuation?—I would be content with the superannuation system if fairly and equitably managed.

4429. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—My opinion is that after fifteen years contribution an official should, under any circumstances, be entitled to at least the refund of the abatement deducted from his salary. He was entitled to the salary and is supposed to have earned it during his good behaviour, and the abatement is a part of his property given for a specific purpose. Therefore, I would think that, should he be refused the benefit of superannuation, he should at least be entitled to a refund of the money he contributed for that purpose.

4430. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—Not to my knowledge.

4431. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—My answer to this would be the same as made to question based on section 4 of the Act.

4432. When once a superannuation is effected, do you consider it advisable to retain the power to call back to the service the person superannuated, and at what age would you place the limit? Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—When superannuation is effected, with full knowledge of the state of health, general efficiency, &c., of the retired official, the action should be final. I would respectfully call attention to the fact that under the present law as well as under the law of 1871 officials when attaining a length of service of 35 years cease at that time to contribute to the fund, although they may not have contributed during the whole of that period. This I believe is not fair to those who have entered the service since the first Superannuation Act was passed. I would think that all those now in the service should be placed on the same footing, and that no man should receive superannuation otherwise than calculated on the actual number of years of contribution. It appears to me that the discrepancy between the payments into and out of the fund is due to the fact that many officials, especially those with large salaries, have been and are retired on allowances based on 35 years' service, when their contributions have not extended over periods of more than 10, 5 or 2 years, and in some cases of a few months. I might instance the case of an officer of one of the public departments who was retired in 1873, on full superannuation allowance, although he had only contributed for one year, and who in return for an abatement of \$96.00 has been in receipt of nearly \$1,700.00 a year for 18 years and is still receiving said allowance—\$30,000 as a return for \$96.00 is a good investment. But it must be admitted that a fund with such a limited supply and such an exhausting outlet cannot possibly be self-sustaining. I only quote

one case as an illustration, but I believe there are many parallel cases, where the contribution was very small compared with the return received, and to that may be due the difference between the contributions and the payments.

4433. Is your department divided into branches; give particulars, including the name of the person in charge of each branch; the number of officials in the same, grading them and describing generally how the duties are allotted in each branch?—The Department of Public Works is divided into five branches, the secretary's, chief engineer's, chief architect's, accountant's and superintendent of telegraph lines. The secretary's branch is presided over by Mr. E. R. E. Roy, the secretary, whose duties are defined by section 5, chap. 36, of the Revised Statutes of Canada. The number of employees in that branch is shown by the following list, which gives the name, the salary, and the duties performed by each officer:—

Secretary's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		\$ cts.
J. P. Macpherson.....	1st Class Clerk.....	1,800 00 per annum.
A. E. Beliveau.....	In charge of mailing of cheques, patronage books, &c.....	1,400 00 do
Jas. Vincent.....	Estimate Clerk.....	1,400 00 do
Thos. Fortier.....	Keeper of Records.....	1,247 50 do
D. A. McPherson.....	Asst. Secretary.....	1,150 00 do
J. E. Verreault.....	Copying Clerk.....	1,000 00 do
E. J. Smith.....	Index Clerk--Records.....	900 00 do
<i>Non-permanent.</i>		
J. A. Theriault.....	Registrar--Records.....	110 00 per month.
T. W. Keir.....	Mail Clerk.....	3 00 per day.
F. X. R. Saucier.....	Law Clerk.....	3 00 do
H. J. Guppy.....	Index Clerk--Records.....	2 75 do
F. Gingras.....	Writer in Law Clerk's office.....	3 00 do
L. H. Coleman.....	Requisition Clerk.....	2 50 do
R. C. Desrochers.....	Asst. Keeper of Records.....	2 75 do
P. Prudhomme.....	In charge of extra copyists.....	1 75 do
T. M. Doody.....	Estimate Clerk.....	2 25 do
J. E. Desjardins.....	Asst. Mail Clerk.....	1 75 do
O. Durocher.....	Copyist.....	1 50 do
A. Rouleau.....	French correspondence.....	1 75 do
M. Panet.....	Journal Clerk--Records.....	2 00 do
Jos. St. Denis.....	Stenographer.....	2 00 do
Nap. Belanger.....	Distribution Clerk--Records.....	2 00 do
M. Beliveau.....	Copyist.....	1 50 do
J. E. Cusson.....	Stenographer and general relieving clerk.....	2 25 do
Jos. Chalifour.....	Copyist.....	1 50 do
Art. Drapeau.....	do.....	1 50 do
Oscar Chevrier.....	do.....	1 25 do
Mrs. I. F. Hyndman.....	Type-writer.....	2 00 do
L. G. Long.....	Writer in Law Clerk's office and in charge of attendance books.....	2 00 do
John Delaney.....	Copyist.....	1 50 do
M. McRae.....	General report, &c.....	2 00 do
F. X. Gagné.....	Copyist.....	1 75 do
Miss D. M. Moray.....	Correspondence.....	2 25 do
Didier Couture.....	Cheque Clerk.....	1 50 do
A. R. Parent.....	Copyist.....	1 75 do
J. A. Chasse.....	do.....	2 00 do
J. C. Moore.....	do.....	2 00 do
A. Dostaler.....	Clerk in Estimate Branch.....	2 00 do
E. R. Lafleche.....	do.....	2 25 do
Alf. Gaudet.....	do.....	1 50 do
Gust. Smith.....	Draughtsman.....	2 75 do
A. G. H. Russell.....	do.....	100 00 per month.

The position of chief engineer is now filled temporarily by Mr. Louis Coste, who has been acting as chief engineer *pro tem* for a period of ten months during the year 1890, and since the 7th July, 1891, to the present date. The list hereto annexed gives the name, salary and duties of each officer attached to the chief engineer's branch:—

Chief Engineer's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		8 cts.
L. Coste (non-permanent)	Acting Chief Engineer	3,000 00 per annum.
R. Steckel	Chief Clerk, Estimates	2,350 00 do
F. G. Lightfoot	1st Class Clerk	1,650 00 do
I. C. Taché	1st Class Clerk and Chief Draughtsman	1,400 00 do
S. E. O'Brien	2nd Class Clerk—Index	1,300 00 do
J. J. Blais	2nd Class Clerk	1,100 00 do
R. J. Robillard	3rd Class Clerk and Draughtsman	750 00 do
<i>Non-permanent.</i>		
James Howden	Superintendent of Dredging	2,500 00 per annum.
F. H. Hamel	Assistant Engineer	5 50 per day.
E. D. Lafleur	do	5 50 do
G. L. Bouchier	do	5 50 do
W. B. Snow	do	4 00 do
F. W. Cowie	Hydrographic Surveyor	100 00 per month.
Emile Smith	Draughtsman	3 00 per day.
Joseph Aubé	do	3 00 do
Israel Marion	do	2 75 do
J. H. Roy	do	2 75 do
N. Moffette	do	2 50 do
P. Drapeau	do	2 50 do
A. E. B. Lane	do	2 50 do
C. F. Chaloner	do Estimates	2 50 do
V. Belanger	Checking Clerk	2 25 do
J. McC. Des Rivières	Draughtsman	2 25 do
H. J. Friel	Clerk—Estimates	2 25 do
J. A. Chabot	Draughtsman	2 50 do
C. C. Hampshire	Checking and Copyist Clerk	2 00 do
Joseph Gobeil	Typewriter, &c.	2 00 do
J. W. Fraser	Draughtsman	2 00 do
E. Juneau	Junior Draughtsman	1 00 do

The chief architect is Mr. Thomas Fuller, and the employees of his branch are as follows :—

Chief Architect's Branch, Public Work Department.

Name.	Position.	Salary.
Thomas Fuller.....	Chief Architect.....	\$ cts. 3,200 00 per annum.
<i>Extra Employees.</i>		
D. Ewart.....	Assistant Architect.....	2,500 00 do
J. W. H. Watts.....	Architect in charge of drawing office.....	1,800 00 do
W. R. Billings.....	General office assistant and superintendent in the preparation of plans for heating public buildings.....	1,550 00 do
F. L. F. Taylor.....	Draughtsman.....	1,000 00 do
T. W. Fuller.....	do.....	800 00 do
F. X. Paquet.....	do.....	1,000 00 do
J. B. Lamb.....	do and assistant to W. R. Billings.....	90 00 per month.
E. A. Mara.....	do.....	95 00 do
L. Charron.....	do.....	91 25 do
C. Beaudry.....	do.....	53 23 do
J. Shearer.....	Clerk of Works, chiefly engaged in preparation of estimates and general inspection of buildings.....	100 00 do
J. W. Jordan.....	Draughtsman and Examiner of Accounts.....	1,100 00 per annum.
T. J. McLaughlin.....	Corresponding Clerk.....	1,200 00 do
J. S. Richard.....	Clerk.....	68 44 per month.
C. Tressider.....	do.....	68 44 do
J. Warwick.....	do.....	68 44 do
F. Berton.....	Clerk of Works, in charge of repairs and furniture, public buildings, Ottawa.....	91 25 do
J. Bowes.....	In charge of penitentiaries.....	180 00 do
W. Curran.....	Corresponding Clerk and Stenographer, at present acting as assistant to H. J. Peters, Clerk of Works, at Regina.....	1,250 00 per annum.
MECHANICAL ENGINEER'S STAFF—PUBLIC WORKS DEPARTMENT.		
<i>Extra Employees.</i>		
Wm. King.....	Acting Chief Mechanical Engineer.....	100 00 per month.
Wm. Smith.....	Assistant do do.....	90 00 do
E. B. Godwin.....	Clerk, &c.....	87 00 do
C. Robinson.....	do.....	87 50 do
S. J. King.....	Draughtsman.....	45 62 do

The duties of the chief architect and chief engineer are given in section 6, chapter 36, of the Revised Statutes of Canada. I may here remark that there is a large staff of outside employees under the control of the chief engineer and the chief architect. The resident engineers having charge of the several districts into which the Dominion of Canada is divided for the purposes of the department, the clerks of works engaged from time to time to superintend the works for which money has been voted by Parliament, the dock masters having charge of several graving docks at Quebec, Kingston and Esquimalt, the officers in charge of the slides and booms districts, viz.:—Newcastle, Ottawa, St. Maurice and Saguenay, the collection of slides and booms dues, the superintendence of the ship channel between Montreal and Quebec, the dredge fleet and dredging service throughout Canada from the Atlantic to the Pacific, are under the chief engineer's immediate supervision. Every correspondence connected with those various services, and every account for expenditure incurred, come to the chief engineer's office without exception.

With regard to the chief architect, outside of the employees engaged upon works at headquarters, he has under his charge a large number of caretakers, engineers,

firemen, &c., employed in connection with the public buildings throughout the Dominion, the local architects and clerks of works engaged by the department during the construction of new buildings, the superintendence of everything in connection with public buildings at Ottawa and throughout Canada.

The chief accountant, Mr. O. Dionne, as his title implies, has charge of the accounts of the department. His branch is composed of the following officers:—

Accountant's Branch, Public Works Department.

Name.	Position.	Salary.
<i>Permanent.</i>		8 cts.
O. Dionne.....	Chief Accountant.....	2,400 00 per annum.
A. G. Kingston.....	Accountant issuing applications for payments, preparing statement, assistant to the Chief Accountant.....	1,400 00 do
J. Côté.....	Paymaster.....	1,300 00 do
<i>Non-permanent.</i>		
H. C. Stevenson.....	Accountant, keeps No. 1 personal and appropriation ledgers.....	3 00 per day.
J. B. St. Laurent.....	Issues cheques, pays workmen, when paymaster is absent.....	3 00 do
J. B. E. Bedard.....	Keeps letters of credit, personal ledger, &c.....	2 50 do
J. Woolsey.....	Has charge of vouchers, makes out statements.....	2 50 do
A. Hardy.....	Keeps ledger of works, &c.....	2 25 do
John Gordon.....	Makes out cheques for advertisements and keeps personal and works ledgers for snow.....	2 00 do
Hubert Lyon.....	Checks accounts and does copying.....	1 75 do
<i>Temporary.</i>		
J. A. Morin.....	Keeps letters of credit, appropriation ledger, prepares lists of payments for Auditor General, and returns for House of Commons.....	1 60 do

The superintendent of telegraphs, Mr. F. N. Gisborne, has only two employees with him at headquarters, but he has under his charge a force 140 telegraph operators employed upon the several telegraph lines owned by the Government in Nova Scotia, New Brunswick, north shore of the St. Lawrence, the North-West Territories and British Columbia.

Telegraph Branch, Public Works Department.

Name.	Position.	Salary.
		8 cts.
F. N. Gisborne.....	Superintendent.....	3,000 00 per annum.
D. H. Keely.....	Assistant Superintendent.....	1,500 00 do
Robert Keely.....	Clerk.....	2 00 per day.

1434. What is the method employed in your department for the collection and deposit of public money?—The largest amount collected by this department is in connection with the slides and booms dues in the several districts. The importance of that branch of our service may be gathered from the fact that the average yearly collection made by the department for the past three years has been about \$82,000. The collection of slides and booms dues is made at Ottawa under the direct supervision of the collector, Mr. E. T. Smith, who receives the amounts from the lumbermen as they

become due, either through cheque made to the order of the Minister of Public Works or to his own order, or, in case of small amounts, in cash. Moneys collected are deposited as much as possible on the day they are received, and a return made each month by the collector. In cases of delay in payment by the parties using the slides and booms, penalties are provided and special provisions are made by the law for the protection of the department. The collector has given a bond for \$4,000, which has been duly registered as provided by law. I may here state that up to the 1st July, 1889, the collection of slides and booms dues were under the control of the Inland Revenue Department, but by legislation made that year the control of that branch of the service was transferred to the Public Works Department, and such branch has been administered by our department since that time. Another source of revenue for the Public Works Department is the graving docks. The moneys due for the use of the docks are collected in accordance with a certain tariff approved by Order in Council, and are deposited as they are received by the dock masters. A fair amount of revenue is also derived through the telegraph service, but I may say, which can be easily understood, that the telegraph lines built by the Government have only been so built between points and at places where private companies would not be expected to derive much revenue from the telegraph communication, but where it was found absolutely necessary in the interests of the people and the country that such communication should be established. The great advantage to shipping generally of the cable connection between Anticosti Island, the Magdalen Islands and St. Paul's Island with the mainland, and of the telegraph line on the north shore of the St. Lawrence from Point aux Esquimaux to Tadoussac and Murray Bay, has been shown, in a manner which renders it unnecessary to mention it further, and the same thing may be said of the great advantage to the settlers given by the communication afforded through the construction of the telegraph lines in the North-West Territories. Nearly all the public moneys collected by the officers of this department are deposited by them to the credit of the Receiver General and the deposit receipts sent up to headquarters with explanatory statements.

4435. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of every sum of money placed at the disposal of the department by Parliament is, with the exception of very small sums, always first authorized by the Minister. An estimate of the cost of the work to be undertaken is obtained by the officer in charge of the branch in which the expenditure is to be made, and, after examination, the required reports are submitted to the Minister, who after discussion with the chiefs making the reports and with the advice of his deputy authorizes the expenditure to be made. The orders are then given, and a return of the expenditure is made by means of vouchers properly certified in accordance with the requirements of section 33 of the Audit Act, the several expenditures being by the accountant charged to the items of money voted in each case by Parliament. No officer of the department has the right to expend a cent of money without having received the necessary authority from the head of the department and without a report, estimate or valuation being submitted of the work required to be done or of supplies proposed to be obtained. Before any large payment can be made an application has to be made to the Auditor General, who examines the accounts and calls the attention of the department should any irregularity exist in the vouchers, or should anything be required which in his opinion will justify the payment.

4436. What system of purchase is adopted in your department? What is the system followed in the issue and receipt of stores?—The purchases made by the department are subject to the very same rules as those given above for expenditure. Whenever it is necessary that a purchase be made, a requisition is issued by the chief of the branch in which the supply is needed, and that requisition is brought to the Deputy Minister, who submits it to the head of the department for approval; when the requisition is approved, the person from whom the articles needed are to be obtained is selected from the list of persons receiving the patronage of the department, care being taken that said patronage be as fairly distributed as possible. In the case of purchases involving a considerable sum of money, prices are asked from the various persons on the

list and the lowest tenderer is given the supply of the articles needed. The same system is followed for the payments, and, as has been stated above, every voucher being properly certified as required before the cheque is issued.

4437. How are contracts generally awarded in your department?—Contracts are as a general rule, hardly without exception, awarded to the lowest tenderer after public tenders have been called by way of advertisements in the newspapers for the execution of the work. In the case of objections arising against the award of a contract to the lowest tenderer, the facts are reported to the Honourable the Privy Council and an Order issued authorizing the Minister to accept another tender than the lowest. Contracts are made on a form approved of by the Department of Justice some years ago, and are signed in each case in duplicate—one of the duplicates being given to the contractor, the other remaining in the charge of the law clerk of the department for reference whenever needed. Copies of the contract are given to the chiefs of the branches under whose superintendence the work is to be done, in order that they may have them at hand for the purposes of reference.

4438. In addition to his salary, is any official in your department in receipt of any additional allowance or perquisite, and if so, please state particulars?—With the exception of a few outside employees, viz., slide masters and dock masters, no officer of this department is in receipt of any additional allowance beyond his regular salary. Some of the slide masters and dock masters referred to are allowed a house built in the immediate neighbourhood of the work on which they are employed. The caretakers of the public buildings are also given quarters in the public buildings to the care of which they are appointed, that being in addition to their regular salaries. No employee of the inside service at headquarters has any allowance or perquisite beyond his salary.

4439. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—Proper and careful supervision in the expenditure of public moneys is always conducive to economy, and I have no doubt that, if the rules now laid down in connection with such expenditure are properly observed, it can be carried with a possible reduction without impairing the efficiency of the general service. A strict adherence to the specifications and contracts and a resolute stand against any demand for extras by the contractors, and especially non-interference by outsiders in the settlement of any claim in reference to the carrying out of any of the works, and the payment of any salaries in connection with the execution of any works, will ensure regularity and economy. I may repeat, however, that the principles laid down to govern each case of expenditure are sufficient if they are strictly adhered to by the officers, and that the surveillance exercised on the department by the Auditor General, together with the counter signatures required on each voucher presented for payment are a sure guarantee, if every certificate is given conscientiously, that no expenditure but that which is absolutely needed shall be incurred. For instance, in making payments in connection with a contract, the estimated value of the work done is made, from time to time during the progress of the work, by the clerk of the works who has the immediate superintendence of the construction of the building. He certifies the estimate by him as being correct in all particulars: this estimate is sent by the clerk of works to the chief architect, where it is examined by one of the officers in his branch; and if necessary, should any item require explanation, that officer is sent to examine the work personally and satisfy himself that the statements of the clerk of works are well grounded. After such an examination the chief officer certifies as to the correctness of the estimate, which is then sent in to the accountant for examination and payment. Explanations are asked for if necessary about the items contained in the estimate, and then a cheque is issued for the payment of such progress estimate. In the case of purchase of supplies the same course is followed—if for the engineering branch the clerk of works certifies that the material purchased, whether lumber, stone, iron, &c., has been delivered, and that the prices charged are fair and just. The resident engineer, who has the work under his immediate supervision and who is supposed, if he does his duty properly, to visit the works from time to time, is obliged to certify in his turn to the correctness of that

account, which is then sent to headquarters and certified to by the chief engineer. With such checks it is next to impossible that ~~abuses~~ or irregularities can creep in, always taking it for granted that the officers giving their certificates do so conscientiously.

4440. In your department have any abuses prevailed in connection with the supervision of payments?—The only abuses that have come to my knowledge in connection with the supervision of payments have been brought to light this year, and were not due to the inefficiency of the rules laid down, which apparently had been all observed in their entirety, but were probably due to a lack of proper application of the said rules or possibly to extra confidence placed by the above officers in those who may have been guilty of such abuses.

4441. Have you any suggestions to make with a view to possible amendments of the Audit Act?—I believe it would be in the interest of all concerned if the section of the Audit Act, No. 33, under which the accounts, estimates, &c., of this department are examined by the Auditor General, were properly explained, and the powers granted therein to the Auditor General properly defined. From the large amount of correspondence had with the Auditor General, it has appeared that very often points have been raised by the Auditor reflecting unintentionally, I am sure, upon the efficiency and ability of the officers certifying to the accounts presented by the department. I do not mean to say that the Auditor General's remarks in a good many cases have not been beneficial to the department, and I may acknowledge that we have often taken advantage of the points to which he called our attention for improvement in the future; but nevertheless the questioning by him of the value applied by the officer of the department to certain materials, &c., bought for the purposes of the office, when the accounts had been properly certified by the officers whose duty it was to give those certificates, his demands for certain information which was not considered by the department as necessary for the proper auditing of the accounts, makes me believe that it would be very much to our interest if his powers were sufficiently defined, so that we would know where the responsibility of the department ends and where that of the Auditor General begins. In connection with the nature of the certificates required by the Auditor General for some accounts, I might draw the attention of the Commissioners to the form of certificates which as Deputy Minister I am required to sign in connection with certain services. In connection with the supplies of stationery, for instance, I am asked to sign a printed certificate to the effect that the prices charged for the stationery are fair and just, which I think the Queen's Printer may well certify to, about which I am not sufficiently well informed to give a certificate. With reference to the payment for newspapers, the printed certificate which I am called upon to sign states that the papers are required for the service of the department, and that the prices charged for them are fair and just. I do not believe that it is proper to ask me to give a certificate on these two points, as I do not always know whether a certain paper is absolutely required for the service of the department, nor whether the subscription price is one which is equalled by the intrinsic value of the paper. Again, the officers, having to certify the accounts of the temporary clerks in the department, are asked to sign a certificate that the officers have been in attendance every day, except Sundays and holidays, during the month which their accounts are supposed to cover. I would claim that conscientiously no officer can sign such a certificate. The only guarantee of attendance is the attendance book signed in the morning, but unless the chief officer shall be continually going the rounds of his office to find out *de visu* whether his officers are present or not after having signed the book, he cannot safely at the end of the month say that they were in attendance when he cannot possibly be sure that they were. A certificate that the officer has signed the attendance book every morning and that to the best of the knowledge of the certifying officer the clerk was in his office on those days, is about all that may be asked. It might also be proper to draw attention to the rules laid down for the purchase of stationery. At present all purchases are made at Ottawa, on requisition from the department, and are despatched to our outside offices. In the case of our offices in British Columbia and the North-West Territories, the freight on the articles is sometimes greater than the value of the articles sent. In such case it would be preferable

to authorize the purchase to be made outside of the Stationery Office, although it might still continue to be made through the same. Similarly, it sometimes happens that certain notices, advertisements, &c., may require to be published or printed on an emergency, say in connection with docks and other works, where the delay in sending to headquarters for the printing to be done at the Government Bureau may be a source of inconvenience and sometimes of loss to the department. Some latitude might be given in such cases. For instance, there was a case of some bottles of ink of small value for which more than double that value was paid for freight. We got the freight reduced by charging the whole as one consignment instead of charging on each bottle. In some cases where we have to send goods away which are worth fifty cents, when they reach British Columbia they amount to \$2 more.

4442. In British Columbia it would cost the same as here?—It might be a little more, but the freight or express charges would be saved. I believe there was a provision in the law, prior to the last amendment, to the effect that in the North West Territories and British Columbia the purchases might be made on the spot; but that is not the case now.

4443. How many persons are there in and about Ottawa under pay from your department?—About 250.

4444. Does that include all the men that are employed here on repairs?—Yes. There are 24 permanent clerks in the department, 96 temporary, and 61 men employed on repairs. Of course that number varies; sometimes there are 40 and sometimes 75 or 80. Next week, when we repair the Ottawa post office, there may be 80 required. Then there are 10 employed at Rideau Hall, 24 at the Langevin Block, counting the elevator men, the heating men and those employed around the block, and 59 employed in heating and handling the wood around this building. That is the mechanical staff. The 61 on repairs could not possibly be taken as a permanent corps. In a fortnight from now the number may be 25 or it may be 85, as the requirement may be.

4445. How many persons are under pay throughout the Dominion, from your department?—I should think from 500 to 550, that is, counting in everybody—engineers for the surveys and engineers in charge of buildings, caretakers, slide-masters, timber counters, clerks of works, &c., and every one in the service. Of course, I cannot give the number exactly now.

4446. That number increases in the summer?—It does. Of course, we have all the surveying parties in the summer, and that would increase the force from 40 to 50.

4447. Could you give us a statement showing where they are employed?—I understand the questions only to refer to the inside service, and the largest portion of our officers are outside. I have a list of 120 caretakers, for instance. It is very easy for me to supply the Commissioners with a complete list.

4448. You will prepare a statement showing the numbers of the employees of the department, the cost, and the various points at which they are employed, and at what?—I will. I was forgetting the 140 telegraph operators besides.

4449. In the Department of Public Works you say there is a special Act defining the powers of the Deputy Minister, and therefore no change is required. What are the special powers defined there?—That is contained in clause 2. In every clause of the Act it says the Minister or the Deputy Minister.

4450. There are specific duties mentioned in that Act as applicable to the secretary, the chief architect and the chief engineer, but in regard to the deputy it simply says that there shall be a deputy appointed?—Yes. I have taken the Act to give special powers to the deputy where it says the Minister shall have certain powers, and that in his absence the deputy shall act in his place. That is what I meant.

4451. But you are asked if the powers of the deputies should be extended?—The deputies have large powers at the present time, but I do not think those powers are now exercised to their fullest extent. I think at present there is just as much chance for a deputy to control the department if he did in all cases what he is permitted by the Act to do.

4452-3. Do you think the deputy should have power to suspend even when the Minister is present?—I believe so. I believe the Deputy Minister knows better what should be done in such a case.

4454. You stated in answer to the question as to persons in your department having bad habits, &c., that there were none of the permanent officers. Why do you qualify that simply in reference to the permanent staff?—Would your question apply to the temporary staff?

4455. Certainly. Have any persons found their way temporarily into the department and been employed for long periods and found to be ineligible?—Yes.

4456. To any extent?—Not to a large extent.

4457. Are there any there now?—There are some extra clerks who might be dispensed with.

4458. And who might be ineligible?—Yes, some of them.

4459. And have any of them bad habits?—None that I am aware of.

4460. Of the non-permanent men you think might be retained, are there any paid more than you think their work would be worth?—There might be one or two only.

4461. You said some were ineligible not on account of bad habits, but for other reasons—what are those reasons?—The principal reason would be the lack of sufficient ability to perform the work. In some cases there might be a little indisposition to work. That, however, can be controlled. I believe any man can be made to work if he is properly looked after.

4462. Do you not think it would be better that special votes should be taken for these special men instead of charging them as they are now charged?—Certainly, there is no question about it. However, I think there should be as much as possible no temporary clerks at all; at any rate, I do not believe that we should take more than a few temporary clerks who may be sent away after the pressure of work is finished. I have been unable to find the Order in Council, but my recollection going back to 1872 is, that the then Minister tried to incorporate all the architects and engineers into the permanent staff, but there was an opinion that they should not be, but should be paid out of the votes. I am under the impression that there was an Order in Council to that effect, but I cannot find it. It would be about 1872 or perhaps 1871.

4463. Have you had any difficulty in dispensing with the services of any one?—A. Yes. The trouble with temporary clerks is there is more or less difficulty in sending them away when the period of service is over. There are always some apparently good reasons given. Many reasons are used, on the score of necessity, of poverty, of being thrown on the street if they are not kept in employment, &c.

4464. Who nominates them?—I do not think in my time more than two or three have come in. The bulk came in before.

4465. Speaking from your general experience?—I know what the practice was. The deputy would be asked, and the chief of a branch would be asked by the deputy, whether any additional person was required. If the answer was in the affirmative, the Minister would give the name of the man, who was always recommended as a first class man, and he would be taken in at the lowest pay of an extra clerk, \$1.25 to \$1.50 a day.

4466. At all ages?—Yes, but I believe the oldest was about 50.

4467. And none of them passed the preliminary examination?—A few, but a small number.

4468. Therefore a great many of those nominations have been made outside the list of passed candidates?—Yes.

4469. Is not your list of temporary clerks too large for the work you have for them?—The number may not be too large, because I believe that the number of clerks forming the staff of the department will have to be increased, taking the engineers and architects together, but of those who are employed at present we would have to dispense with some and replace them. For instance, in the engineering corps there is no doubt that some of the draughtsmen might go without impairing the efficiency of the service, but in the higher branches some other men should be taken in.

4470. If you were at liberty to dispense freely with the services of those you do not want, the service would be greatly the gainer?—Possibly so, if I am free to dispense with the services of a man as soon as I find he is not useful for the purpose for which he has come in, the efficiency of the service would be helped.

4471. But now you are obliged to take him?—I cannot say that, but it is sometimes hard to send them away.

4472. As a matter of fact, you do?—Yes.

4473. Have any non-permanent clerks been appointed lately, and give their names and duties and salaries?—In the secretary's branch there are J. A. Chassé and A. Drapeau. In the chief engineer's branch there is Joseph Gobeil. In the secretary's branch there is also J. C. Moore. In the chief architect's branch there is the clerk of works, who was appointed in the place of Mr. Pruneau, who died.

4474. Some of these replaced men who died?—Yes; as I have said, Breton replaced a man who died. Of the new men appointed lately there are also in the chief accountant's branch Mr. J. A. Morin, and in the branch of the superintendent of telegraphs Mr. Robert Keely. In the case of the one appointed in the secretary's branch, it was a new appointment.

4475. You required their services?—I cannot say that the second one was very much required in the secretary's branch. In the telegraph branch it was an officer who used to be employed a month or two at a time for some years when there was a pressure of work. The pressure of work having continued he was retained, and his continuous employment was decided upon only about a month ago. That is Robert Keely.

4476. Would it not be possible to overtake the work with your regular staff?—Robert Keeley had done work in the office of the superintendent for two or three months at a time for some years past, and it was on account of his familiarity with the work that the superintendent asked that he should be retained. I thought that sufficient for me to recommend to the Minister that he should be continued. He is a very useful man.

4477. In all these cases you make the recommendation?—In the case of Keeley I did. In the case of Gobeil it was done by the chief engineer's recommendation. In the case of the two in the secretary's office it was done on my approval.

4478. Is there any limit to the salaries of extra clerks?—You speak here of a peculiar case. The party receiving the \$110 per month salary was in the Red River expedition of 1870, and was stationed out on a very cold night and his legs were frozen. Both his legs had to be amputated, and after a year passed in the hospital at Montreal he was taken in hand by Sir George Cartier and sent to New York, where he was supplied with artificial legs, and when he was able to be about he was brought here and put into the department, being employed in making out the pay-lists, &c. He came into the inside service of the department in 1874, and he is one of the most useful officers we have. He was under my special surveillance during my time as secretary, and before, when I was acting secretary; I have pressed time and time again to have him appointed on the permanent staff, but up to now without success. Perhaps he is paid more than the ordinary amount for an extra clerk, but he fully earns the salary he is paid, if not more. If he were paid \$1,400 or \$1,600 a year he would not be paid too much.

4479. You have another clerk who simply mails books and cheques, &c., and you pay him \$1,400 a year?—Yes.

4480. Are the services he renders under that head sufficient to entitle him to such a salary?—They were when he got \$1,100. He is a second class clerk, and his work requires a great deal of care and attention in the performance of it. He is in charge of the mail, and he handles all the cheques issued by the Department of Finance as well as those issued by our own department, and he is thoroughly trustworthy. Like many other officers he has gone up from the salary he was receiving to \$1,400.

4481. And perhaps he gets more than the work is worth?—I do not think so, but if he did you might set against that the fact that many other employees are doing work the value of which is far in excess of the amount they receive.

4482. You also have a mail clerk at \$3 per day?—Yes; he is the general mail clerk of the department, his duty being to receive the letters from the correspondence branch, copy them and index them, receive the registered letters, mail them or distribute them around the department.

4483. In the estimate branch you have four clerks, one at \$1,400 a year, two others at \$2.25 a day and another at \$2 a day. Do you really want these clerks for that business?—I would prefer to have the system of preparing the estimates changed. I would propose that that branch should absolutely disappear. These estimates are prepared by a special clerk, assisted mainly by temporary clerks. It is a very difficult work, the work upon which the whole of the department turns, getting the votes in the proper way, and getting the whole of the information for the Minister and for Parliament, showing that the estimates are expended in the way intended by Parliament; but I think the estimates would be better prepared by the heads of branches themselves and sent to the deputy, who would put them together to present to the Minister. If an estimate is reduced in Council, when the return of the reduction is made, the head of the branch would know why, and how much, and he would be expected to do with the balance of the vote placed at his disposal. Now, very often the chief of a branch does not know why and in what particular the estimate has been reduced, until they are presented to the House. If he were preparing his own estimates he would know better. I think it would be better to do the work in this way than to have this separate office, which I think should be merged into the other offices.

4484. You also have your records. You have two permanent clerks, one at \$1,287.50 and another at \$900, and you have five other clerks for your records, one of whom is that one at \$110 per month?—I do not believe we could do without that staff.

4485. You have a law clerk who gets \$3 a day, and a writer in his office who also gets \$3 a day, and another who gets \$2 a day. Is it absolutely necessary, with the Department of Justice at your elbow, that you should have such a staff of law clerks and writers as that?—What we call a law clerk is the one who prepares the contracts and looks after the deeds and leases, and he hunts up the records for precedents which may have been decided by the Department of Justice, and so puts us in a position to decide the small questions without always referring to the Department of Justice. I did that work myself at one time. As to the second clerk, I do not think he should get the same pay.

4486. You think that law writer is paid too much?—Yes.

4487. Is not the first name in the permanent staff that of the law clerk?—No; he is not. He was transferred to the department when I was law clerk.

4488. What does he do?—He has been employed at various works at various times. For instance, he has investigated the Dundas road, the Hamilton and Port Dover road, and other questions which may have been decided since that time.

4489. How did that law writer get into your department at such a high salary?—He entered the service at \$1.50 or \$1.75, and received increases of 25 cents a day from time to time.

4490. Who gives these increases?—The Minister.

4491. Without an Order in Council?—Yes.

4492. Then there is no limit to the salary given to a temporary clerk?—Except the practice of the department.

4493. What is that limit?—No temporary clerk has received more than \$3 a day, except in a few cases. That is the custom.

4494. You have two ladies who were transferred to your department who received \$1.50 a day. Last year one received \$2, and now receives \$2.25, and the other receives \$2. How long has the one who receives \$2.25 been with you?—Two years and a-half.

4495. You have increased her salary 50 per cent.?—Yes.

4496. There is no limit except the \$3?—Yes. I think from the nature of the work the type-writer has done for me that it shows she has performed her work intelligently and well, and I do not think \$2 a day too much.

4497. Does that include Sundays and statutory holidays?—Yes.

4498. In regard to all the temporary clerks?—Yes, in our department.
4499. The type-writer in the Finance Department gets \$1.50 a day and prepares all the reports for the Treasury Board, and has the same standing?—This one came in at \$1.50.
4500. You have made no return of messengers?—There are two. There were three, but one is dead.
4501. Have you any temporary messengers?—Yes, but they are drawn sometimes from the labouring staff.
4502. Will you make a statement of the messengers, with their salaries?—Yes.
4503. Taking the first permanent clerk in the secretary's branch, are you aware that your predecessor reported the necessity of his appointment on account of the absence of a law clerk in the department?—I am not aware of it.
4504. What duties does he perform?—He does not do any work now.
4505. Does he get his pay?—Yes.
4506. At what time does he get down in the morning?—I think at 10 o'clock.
4507. Does he sign the attendance book?—No.
4508. Would you be surprised to hear that very often he does not get down till 11?—No.
4509. He came to you at \$1,800 a year?—Yes.
4510. When he left the other department he had only \$1,400?—Yes. I think the Order in Council said he was to be promoted to the maximum of the class on being exchanged.
4511. On account of the special qualification he could bring to the department and the absence of a law clerk?—I do not know anything at all, except what I have heard confidentially as to his translation to the department. I was law clerk at the time.
4512. You were secretary at that time?—No, I was law clerk at the time, and I remained there. Mr. Baillairgé was so good to me that I remained there until I was appointed secretary, and when I was promoted I found another man to take my place, who is there now and does the work.
4513. You have a permanent copying clerk at \$1,000 a year in the secretary's branch?—Yes.
4514. Is he the head of the copyists?—No.
4515. Who is the head of the copyists?—They are under the general control of the secretary. The copying staff proper of the department is in charge of the law clerk. It was the same when I was the law clerk. The present man in charge is very intelligent and has a good way of doing his work, and I gave him the same work I had been doing. We have no chief of the copyists, except one who is in charge of the extra copyists, and he is an extra.
4516. He is paid 25 cents a day extra for that?—Yes.
4517. Then you have 11 non-permanent copyists?—Yes.
4518. Do you find work for all of these?—There are too many of them.
4519. What do they do?—The amount of copying work is not the same. During the session they are fully employed with the returns to the House and reports, and at this time with the preparation of the annual report, and at various times during the year they are employed, but I believe with a little longer hours some of them might be removed, and other temporary clerks would only be too willing in return for permanent employment to accept a reduction in salary, and we might get through the work with a less number and without employing temporary assistance. I have always found the employees in my department willing to do extra work without a murmur. If I have asked anyone to put in extra hours or to come to the office on a Sunday I never found one who refused.
4520. How do you copy your letters? With a copying press in what we call a press book?—A good many are copied by the type-writer, by the manifold process.
4521. In addition to the per diem allowance, you pay overtime to your copyists?—Yes, but very seldom.
4522. And there have been several extra copyists employed and paid so much a folio?—Yes, according to the Order in Council, 5 cents a folio.

4523. That is much less than it was eight or nine years ago?—Yes, but that pays well.

4524. In the Auditor General's report of 1889-90 it appears that the temporary clerks and copyists amounted to 162. Your non-permanent staff is now but 96. Have you got rid of these others?—Yes, a large number. We got rid of them by degrees. I have a small number of copyists now, which I hope in a few months will come to nothing.

4525. Was any of this extra work divided with the permanent clerks?—Not to my knowledge. I do not know of one instance..

4526. In the secretary's branch you have one requisition clerk?—Yes.

4527. What kind of requisitions does he make?—He makes requisitions for printing, advertising, stationery, and for requirements of the department, in small things such as tumblers and spittoons; in fact all the requisitions issued by the department are in his charge. He keeps books in such a manner that I can find how much each officer or branch receives during the year, and at the end of each year I send a statement to each chief officer or even to each officer. This officer does his work perfectly.

4528. Does he do the work that Mr. Talbot did?—Partly, but Mr. Talbot's work dwindled down to nothing. We do not keep any stores at all now. We have a system by which we are spared the trouble of keeping a number of articles in store; in fact we have no supplies at all.

4529. Does this requisition clerk fill up requisitions for carpets, and so on?—No, that is done by requisition from us—that is by requisitions from the different departments.

4530. Does he buy sheeting for the maps?—Yes, on requisition.

4531. Why have you a non-permanent draughtsman in the secretary's branch?—I believe he should be in the chief engineer's staff. However, he is at present working for me and making for the department plans of all the provinces, showing the works done in all the provinces, and making schedules giving the size and dimensions, and so on, more for the use of the department proper than for any branch.

4532. Your department makes maps, the Interior Department makes maps, the Railway Department makes maps, the Marine Department makes maps—would it not be more efficient and tend more to economy if all these maps were made in the same department?—I shall never ask any one to make a map in my department. The last map that was made there was a map of the telegraph service, I think in 1882, and since that the department has not made a map. The only one who made a map was Mr. Baillairgé, but that was for himself. I do not think we should have anything to do with making maps, except for our own departmental use.

4533. Coming to the chief engineer's staff, you have a non-permanent chief engineer?—Yes.

4534. That is awaiting developments?—Yes, it was owing to the illness of Mr. Perley, and Mr. Coste was found to be the most available man to take his place, it being the beginning of the session when Mr. Perley was very ill. Mr. Coste is a very excellent engineer.

4535. The chief clerk on the chief engineer's staff is the man in charge of the estimates for the whole department?—Yes, he is one of the ablest men in the service.

4536. Has he anything to do with engineering at all?—He had, and it is proposed that he shall have a great deal more.

4537. Then in your idea he would not be your responsible officer to make the estimates?—Yes, for the estimates of the chief engineer's office.

4538. And as to the rest of his time?—He is a professional engineer and a very clever man, and that would be decided accordingly.

4539. The permanent staff, under Steckel, are all lumped as clerks? They are employed in clerical work and not in engineering work?—Lightfoot is the chief engineer's clerk of correspondence, his shorthand writer, and looks after his letters. He is really *chef de bureau* for everything not connected with plans and engineering.

4540. In other departments is not that work done by other than a first class clerk?—He is a first class clerk.

4541. Do you not think any one of a lower grade could do that work?—I do not think so. It is a most important work and a most important branch. He has been there I think since 1873 or 1874.

4542. Was he doing that same kind of work at first?—Not exactly, but similar work with Mr. Kingsford. There was not so much work then.

4543. But it was something of the same character?—Yes.

4544. What salary had he at first?—I think he was an extra clerk at \$2 a day, as we all came in.

4545. And now what is his salary?—He has \$1,650. He is a first class clerk.

4546. In addition to this first class clerk, you have recently created another first class clerk in the department.—That is the chief draughtsman and assistant engineer.

4547. What do these second class clerks do?—They are keeping the books in the engineer's branch, indexing the books, writing the correspondence, taking charge of the reports and seeing that they are all in proper form, and sending them back if necessary.

4548. They are routine clerks?—They are to some extent, but with more intelligence and ability than is required from routine clerks, because they have to attend to the correspondence.

4549. But the correspondence is probably dictated to them by the chief engineer or the chief clerk?—Not always.

4550. It would be routine correspondence they would attend to themselves?—Yes, but they would also write on instructions.

4551. In other departments that work is done by third class clerks?—I have my opinion in regard to third class clerks. There may be some very good.

4552. As a matter of fact, has the permanent third class clerk a less amount of work to do than these men have?—O'Brien, a second class clerk, is doing work much more important than that done by a third class clerk. Of course, as to the engineer's staff, Mr. Coste can be at the disposal of the Commission, and can give more information than I can. He is with them all the time.

4553. You have a superintendent of dredging at \$2,500 per annum. He is a non-permanent officer—is that a new appointment?—No; but the dredging was in the hands of Mr. John R. Arnoldi and was considered a part of the duties belonging to the chief engineer, though he considered it was an independent work. Upon his departure I recommended to the Minister to return that work to the branch to which it naturally belongs, the chief engineer's branch, the dredging in harbours being certainly a portion of the duties of the chief engineer. The best person we had to take charge of that was the officer who had been in charge of the dredging of the ship channel between Montreal and Quebec, Mr. James Howden, and I advised that he should be sent for to take charge of the whole of the dredging, from Quebec to the end of Ontario, under the same head, and that is what he is doing now.

4554. Has he charge of the dredging in the Maritime Provinces?—No; that is under the charge of Mr. W. J. McCordock. Howden has charge of Quebec and Ontario. Manitoba is under the charge of the resident engineer, Mr. Gouin, and British Columbia is under the resident engineer, Mr. Gamble.

4555. Is Howden an engineer?—I know he worked as a mechanical engineer before he came under the harbour commissioners of Montreal, and all I know from our experience, and from what I have heard the chief engineer and others say, is that he is a first class man.

4556. What salary had he then?—I think \$2,300.

4557. Then it is not a material increase?—No; he has more work, and he has to be in Ottawa four or five days a week.

4558. Does the correspondence from the other dredging superintendents go through Howden's hands?—No; the correspondence of each superintendent of dredging goes to the chief engineer.

4559. You pay annual salaries to each?—Yes, but they are paid different amounts.

4560. Are they paid during the winter season?—They are allowed pay during the winter.

4561. Have you work for them during the winter?—Yes, we have to send them round during the winter, and Mr. Howden has work the whole year round.

4562. You have four assistant engineers attached to the chief engineer?—Yes.

4563. Three at \$5.50 per day and one at \$4?—Yes.

4564. What is the normal pay attached to the position of assistant engineer?—\$5.50 per day.

4565. What does that amount to?—About \$2,000 a year.

4566. These men go out from Ottawa?—Yes; that is why I think the staff is not sufficient; we require more.

4567. When they go out they go for months at a time?—No, not these engineers. Sometimes they do, when they are sent on surveys, but for the two past years the surveys have been very short, and the officers at headquarters are more employed in superintending works than in having a district outside. They are more employed to see that the works are executed. Mr. Hamel, for instance, has a district in Montreal and around Ottawa, and he is continually travelling.

4568. Why is one of the men paid only \$4 a day, while the other three are paid \$5.50?—I do not know.

4569. Are all these assistant engineers men of good habits?—Yes; as far as I know.

4570. You have twelve draughtsmen?—Yes.

4571. Do they go into the field?—No; they are all employed at headquarters.

4572. They are paid from \$2 to \$3 a day?—Yes.

4573. Is that according to the length of service?—Generally so.

4574. It might happen that a junior draughtsman might get \$3 and a senior \$2?—There is a young man now in the office, who is a first class man, not twenty years of age, who is getting \$2 a day.

4575. Do you want twelve draughtsmen at headquarters?—You might ask that question of Mr. Coste.

4576. Now, as to the chief Architect's branch. The chief architect is *sui generis*—he is the only permanent officer in his branch?—Yes. They are nearly all old officers in that branch, more than in the chief engineer's, which is of a more recent date. The youngest in this branch has two years' standing, and we have one who has been there for twenty-one years.

4577. It was Mr. Ewart to whom you made special reference?—Yes.

4578. He is a man of great ability?—Yes.

4579. He invented a block pavement?—Yes. He is the mainstay of the chief architect's office. I never knew a man to work so much. He works day and night.

4580. He is the assistant chief architect?—I always call him so. He is *de facto* assistant chief architect.

4581. Mr. Watts is the architect in charge of the drawing office?—Yes.

4582. Where all the plans are made up?—Yes; that is where the specifications are drafted and plans made.

4583. Then you have a general office assistant to make plans for heating public buildings?—Yes.

4584. Surely one plan is enough?—No; not always. There have to be plans for the disposition of the piping so as to suit the building. When a building is constructed and it is decided to heat it as we heat our buildings, by hot water, the disposition of the coils and pipes is looked after by Mr. Billings.

4585. Is the Langevin Block heated by hot water?—Yes; the apparatus was constructed by Garth, of Montreal. It is the first large building of the kind that we have tried to heat by hot water.

4586. You have eight draughtsmen in the Chief Architect's branch?—Yes.

4587. Some are paid by the month and some by the year?—Yes.

4588. Is there any reason for the difference in the style of pay?—No; there is no difference in the mode of employment.

4589. Are they doing pretty much the same work?—No; the work is sub-divided between them. One man would have the details of the construction of a building, and the finishing would be in the hands of another. One who was more accustomed to ornamental designs would have that work, and one who was more versed in the practical solid portion of the work would look after the walls and frame of the building. It is sub-divided according to the knowledge and talent of each man.

4590. There is some work of a higher order than others?—Certainly; in architect's work it could not be otherwise.

4591. Are there more draughtsmen there than are necessary?—So far as I understand, no.

4592. You have about 140 buildings, irrespective of these in Ottawa, throughout the Dominion?—Yes, erected and those we are erecting. All these have to be kept in order; and all the plans are made in Ottawa for all the new buildings. We get on an average twelve to fifteen or more new buildings every year. All the plans are made here and all the alterations and repairs are designed here, and it requires a large staff.

4593. Many of these buildings are of recent construction. When you have erected them and they are ready to be occupied do you light and heat them for the occupants?—Yes, we pay for the lighting and heating and we have a special vote from Parliament for that.

4594. You have three or four clerks in the chief architect's branch?—Yes.

4595. One clerk is clerk of works in charge of repairs and furniture, public buildings, Ottawa. If a new carpet is required for any of these rooms, does that pass through his hands?—Yes.

4596. What is the process when a department asks for a new carpet or a new desk?—If a deputy wants to have a desk he sends a requisition which must be initialled by the Minister. That comes to our department and goes to the chief architect, who gives it to the clerk of works, to find out the quality of the desk required and what the cost is to be. The course is to go to the department and see the officer as to the quality of the desk required, and then the clerk of works goes to the dealer and reports to the chief architect the value of the desk. In regard to carpets, it is different. We have laid down the price which we do not go beyond, except for very exalted personages. We pay \$1.10 a yard for a carpet laid. A carpet for less than that would be trash. Then he goes to the officer and tells him to go to the dealer and select his pattern among the carpets at \$1.10. Then, after the requisition has been approved by the Minister of Public Works, the clerk of works gets the carpet and has it placed in the room where it is to be laid down, and the account is sent up and certified and the cheque for the payment is issued.

4597. Could it be possible that a room would require 40 yards of carpet, and that 50 yards would be supplied or charged for?—That might be if the clerk of works, the dealer and the officer are together for the purpose of making false accounts.

4598. Would it not be possible between the clerk of works and the dealer? The officer does not certify to the bill and does not know the measure?—He certifies.

4599. He knows nothing about the measurement?—No.

4600. It reduces itself to the clerk of works and the person who supplies the article?—Yes. The clerk of works is entrusted with the duty of taking the measurement, which he reports to the chief architect, and on that they estimate the cost to be paid. That is presented to the Minister. If the chief architect desired, he might get two measurements made, though I do not know that he has ever thought it necessary to have that done. In the case of supplies, we have repeatedly had it done. We have got estimates from different men, when we were not sure. I might see an estimate and say it was too high, and to satisfy me Mr. Ewart would send another man to get another estimate to see if there would be a reduction. But, as a general thing, the clerk of works reports to the chief architect and he has to see the order fulfilled.

4601. There is a plan of these buildings in the office?—Yes.

4602. With the dimensions of the rooms?—Those that have not been altered.

4603. This room, for instance—the wardrobe of the Senate?—No; because a partition has been made here.

4604. When the bills are sent in for these carpets is the plan ever referred to in order to see if the dimensions are correct?—Mr. Ewart could state that.

4605. You have a very old officer in charge of penitentiaries who is receiving \$180 per month?—Yes.

4606. When he departs, you will make a new arrangement?—Yes.

4607. He has only St. Vincent de Paul Penitentiary to look after?—Yes; that is all now.

4608. In the mechanical engineering staff you have an acting chief engineer at \$100 a month?—Yes.

4609. And four assistants?—Yes.

4610. Are the same duties that Mr. Arnoldi discharged, bar the dredging, performed in that office?—Part of the work Mr. Arnoldi was doing in connection with the public buildings is done by Mr. King. The dredging is looked after by Mr. Howden.

4611. Are you having a revision of that staff?—As it is now, the work is divided between Mr. Howden and Mr. King, the service both for dredging and the buildings being performed in the same office. Later on, no doubt, the sub-division will take place and one or two will go to one branch or another of the department.

4612. In the accountant's branch you have three permanent, seven non-permanent and one whom you call temporary?—Yes; the temporary clerk being there to take the place of one permanent officer who is not there now.

4613. Do you know anything about your system of book-keeping?—I think so, but I would not like to describe it.

4614. You have ledgers for contractors, and appropriation and personal ledgers?—Yes.

4615. What does the paymaster do?—What his name implies—he pays.

4616. Pays what?—At one time we had no paymaster and we found there was danger. We used to get our payments made by the resident engineers or the foremen on works. We found that some of the discoveries made on the canals were such that it was necessary for us to take precautions. A foreman might send a list certified by himself, and he might put the names of persons there who did not work, he being the only man to certify, and if the cheques were sent to him to pay, or even to the engineer, there might be collusion between the two, and, as I think it was shown on the Grenville canal for years and years, there were persons paid who were not working. At first there was a strong objection by the resident engineers, on the ground that this was a reflection on their honesty, but now the paymaster goes around and if a man is not there he is not paid.

4617. Does the paymaster operate throughout the Dominion?—No; that is physically impossible. In St. John we have a paymaster named Ewing, and our engineer in Manitoba does the work and gives \$7,000 bonds. Mr. Ewing gives bonds to the amount of \$4,000 or \$5,000. We have Mr. Gouin, our resident engineer in Manitoba, who does the work. He is not a paymaster, but he was obliged by us to do that work and he was compelled to give us a guarantee bond, and he has to pay \$87.50 a year for his guarantee. I was of opinion that, when he was doing this work as paymaster outside of his ordinary duties, the least we could do would be to pay the premium for his guarantee. I tried to obtain a refund for him but failed.

4618. The Grenville canal was not under your department?—No.

4619. How do you have to pay so many men?—There are a great many of our works that cannot be done except by day's labour. The foreman certifies to the amount required and the paymaster goes there and calls up the men. There may still be a chance of deceit, but the chance is very much lessened by the present system.

4620. Generally speaking, how long have these non-permanent accountants been employed in the department?—The majority of them must have been employed from the year 1880, when the sub-division of the departments took place.

4621. Could not the number be reduced?—Perhaps it could, if the system of keeping the accounts were changed, but I doubt if a change would be advisable.

4622. Then as to Mr. Gisborne's branch—that could not be reduced, as there are only three employed?—No, it is impossible. It is being administered with a very small staff.

4623. Your outside engineers are out for months at a time, are they not?—I have already replied in the negative. Those who are here at headquarters come and go from Ottawa to the various works on which they are engaged.

4624. For instance, on the piers below Quebec, do you pay the men there any travelling expenses over their salaries?—Not now.

4625. You used to?—Yes.

4626. How much a day?—We changed that about six months ago, when I asked the engineer to change it. I thought an engineer should only be paid when he is away from his own headquarters. That system is now followed.

4627. You spoke of purchasing from houses selected from the list for patronage?—Yes.

4628. As a rule, all the supplies for these buildings are bought in shops in Ottawa?—Yes, as a rule, but not always. We have bought some carpets in Quebec and some in Montreal.

4629. You paid the retail price for carpets, from \$1 to \$1.10 a yard?—Yes, because we buy in small quantities.

4630. Could you not make an arrangement with some carpet house to supply all these?—That is for the Government to decide. It would be less trouble for us to have only one house to buy from, though that is what we try to avoid, than for us to distribute patronage between ten or twelve houses, because people are never satisfied with the amount they get. If we had one house to deal with, it would be easier for us but not so just.

4631. Could you not ask for tenders for a year, stating the average of the previous year?—The average of the previous year would not be a test. This year we have to carpet the Supreme Court and the Exchequer Court, and will probably require a larger quantity than will be needed again for the next three or four years. We are trying to scatter the patronage among as many people as possible. It would be much easier for me if we had to deal with one house at a fixed price.

4632. About \$70,000 was distributed among houses in Ottawa for repairs and furniture last year?—Yes.

4633. That was all done at retail prices?—There is a good deal of wood work in that. We are spending \$6,000 or \$7,000 in renovating some rooms in the buildings. We cannot apply the appellation "retail price" to that. In the Marine Department, the Privy Council and other departments we are fixing up and putting in heating. We get tenders for lumber, but we buy furniture at retail prices. It would be hard to do otherwise, because we buy in single pieces.

4634. But in furnishing a new building?—We always call for tenders.

4635. You know that \$40,000 or \$50,000 a year will be spent on an average in these buildings for furniture and carpets and renewals?—Not this year.

4636. You spent \$70,000 in 1890?—Yes.

4637. But that would be the average?—It should not be if the departments were reasonable, but the clerks cannot be made to believe that the furniture we want to give them is good enough, and the trouble I always have, when I try to cut down the estimates, is that a clerk will insist that it is not reasonable to give one of his grade a \$45 desk. Every time I am beaten on questions of that kind.

4638. But if you were limited, say to Mr. Erratt, you would have to buy at his price?—He is not the only one. We have Harris & Campbell, and perhaps Mr. Harain and others. In crockery we have to go to Ashfield or Shaw. Crockery for Rideau Hall we have to get from England, because it has to have the Government House monogram.

4639. Is it not a fact that that arose from the fact that the person who had the account presented a large bill for payment and the Auditor General refused to certify to it?—I do not know that that was the reason. I know Sir Hector Langevin suggested that we should utilize the services of Sir Charles Tupper to get that crockery.

4640. That was after this business?—I do not deny it, but I cannot say for certain.

4641. By limiting the patronage to certain houses and buying in certain districts, do you not pay largely in excess of what you could get the goods for?—If we are limited to one house there is a danger of paying a big price, but when we create competition I believe we have a fair guarantee that we are getting the lowest price. If we have two men competing, I think we are getting a cheaper article.

4642. But the two may combine?—I do not know that there is a chance of that occurring here.

4643. Are not these people retail dealers, and are you not paying retail prices for wholesale transactions?—Yes, I suppose so. The question of patronage is not to be decided by the officials. The officers have to follow the principle which is established. If it pleases those who direct us, we do not want any patronage, and the greater the centralization the easier and pleasanter it is for us.

4644. You state that you wish for the clearer definition of the "fair and just" clause of the Auditor General's duties in the Audit Act. His duties are a verification of the accounts?—Yes.

4645. He has power to call for an enquiry if he thinks anything is wrong?—Yes.

4646. Do you think it is out of his jurisdiction if he, from knowledge acquired, thinks you are paying too much, to have an enquiry into the matter?—No; it is not that; but I think that his right for actually stopping payments in some cases where he has questioned the value of the certificates given by officers is not sufficiently established. If we knew what his rights are, and if we were sure that the rights he claims were in accordance with the Act, we would not question them at all. But cases have occurred where he has had to abandon or modify his claims, the making of which had been the cause of a great deal of unpleasantness or delay. I do not object to all the verifications or enquiries that the Auditor General may be entitled to make, but I would like to know how far we may go. Now, we know so little of his rights that it might be as well before making any payments to take the whole bundle of papers and ask him if they please him before we pay them. I do not think that should exist. Why not specify exactly what the Auditor General has a right to do. We do not question the advisability of his going thus far or further in the examination of accounts, but we want to know how far he can go. For instance, the Auditor General writes and says he objects to a payment to a contractor because he wants to know before making it the nature of the work done by the contractor, as he wants to satisfy the outside people of the nature of the work performed. There is a payment due, and the contractor is waiting to pay his people, but the payment is stopped for that reason. A week or two passes, and after a while the contractor telegraphs about it and accuses the department of delay. We write to the Auditor General, and say there is a book published each year called "The Report of the Department of Public Works," and that if he is to give all the information in his report we do not see the necessity of publishing ours. Subsequently the payment is made. Sometimes we pass weeks in discussions with the Auditor General, and perhaps in some cases he will give way after our having been delayed a long time; but it is a great cause of embarrassment to tradesmen and contractors, simply because of bickerings between us and the Auditor General, and that is due in a great measure to the lack of clearness in the wording of the section of the Act referred to.

4647. Has it not happened that the account refused to be audited by him and sent back to you has come back with a considerable reduction?—I do not deny that. I do not claim that the advice given to us or the investigations of the Auditor General have not sometimes been beneficial, but we are always in a state of uncertainty as to what he requires or does not require. Sometimes he questions the sufficiency of an Order in Council. Often we do not know what to do. All I want is a further definition of his powers than the one in the Audit Act. It has been suggested that we should make all the payments ourselves, but up to now we have preferred that the large payments should be subject to audit before payment, and that shows that we are in a general way satisfied with the action of the Auditor General, but I think his powers should be better defined.

4648. The only thing he could do in the post audit would be to criticise you?—Yes.

4649. And you would be more careful next year?—Yes, but we are not infallible.
4650. Do you not think it would be better generally to have a post audit?—I think as a general thing it is better.

4651. The Auditor General has never stood in the way of having a post audit?—On the contrary, he has suggested it. I am personally rather in favour of having it that way.

4652. Have you not a system in your department, when a payment to a tradesman is under \$100, of paying it by departmental cheque, and if it is over that amount sending it to the Auditor General for a Finance Department cheque?—Yes.

4653. A man might have an account of \$101 paid by the Auditor General this week, and next week an account of \$99 paid by you?—No, it is not so close as that. If a number of accounts come from the same party, and the first was for a large sum and the others for smaller amounts, we would send them all over to the Auditor General, even if one were only for \$4, so as to prevent any error in accounts.

4654. Was it not a fact that everything over \$100 was paid by the Auditor General, and everything under was paid by you?—Yes, in a general way, with the exception above given, that whenever a general payment was sub-divided into four or five payments they were all sent to the Auditor General.

4655. Take Mr. Howe, for instance, who is always doing work for your department. If his bill was \$150 you would apply for a certificate for work performed by him to that extent?—Yes.

4656. Do you not think that the post audit would be the best all round?—I think so. The whole reason for the other system is that the officers do not desire to have the whole responsibility placed on their shoulders.

4657. With a post audit, you would have to take more care?—I am willing to have the whole responsibility and have things regular.

4658. You referred to the resident engineer doing his duty. Have you an idea that the resident engineers do not do their duty?—No, but I was referring to the engineer giving his certificate for work performed.

4659. You have no *arrière pensée* in regard to that?—No.

4660. You also stated that there should be no interference in the settlement of contracts. What do you mean by that?—I mean interference from any parties outside. When we are settling with a contractor for work performed, or a merchant for supplies furnished, the department should be left alone in making its settlement and people should not be suffered to try to influence the officers to make a different settlement. The department has its responsibility, but if an officer is badgered and pressed to do a certain thing, human nature is the same everywhere, and his judgment may be turned a little by the representations that are made.

4661. Can you illustrate a little more clearly what you mean by that outside interference?—Suppose a contractor has a contract for \$10,000, and a claim for \$2,500 for extras. That is referred to the engineer, who after examination is disposed to report adversely, and, if he is not influenced, or talked to, will report adversely; but all those interested will start a regular war against that officer. I claim that the greatest possible protection should be given to the officers against such interference.

4662. What is your remedy?—Let such action be taken as will give the outside public to understand that nobody but the interested party or his solicitors or counsel shall have the right to communicate with the department in such cases. There is a minute of Treasury Board respecting the use of outside influence for officers who desire promotion. Let there be one in this case also.

4663. But the chief engineer ought to be strong enough to bear up against that?—Of course he should be, but as he has a great deal to do, his work should be facilitated for him, and he should be given, by the regulations and established practice, all the help which he needs.

4664. Who prepares your contracts?—You say that they are made under a form supplied by the Department of Justice?—Yes.

4665. That is filled up in your department?—Yes.

4666. After the recent investigations, is care taken that the specifications are fully set out?—They are in all cases prepared with the greatest care by the chief engineer or the chief architect.

4667. That is, to see that no demand shall hereafter be made for extras?—You cannot do that.

4668. But to minimize that?—Yes, but who builds a house without extras?

4669. In drawing contracts at present, is due regard paid to seeing that there is no departure from the contracts more than possible?—Yes; the specification is drawn as far as possible, so that there may be no chance until the contract is completed, but sometimes there are cases where it is unavoidable.

4670. Your cardinal rule is to accept the lowest tenders?—Yes; I believe, though, that the fact of our observing that rule gives rise to these extras. A man will tender low with the hope of getting extras.

4671. You do not lend yourselves to that?—No.

4672. If the contractors come to the conclusion that they can get no change made, they will not put in such low tenders?—I do not know; they always hope against hope.

4673. Do you ever give work to a contractor and pay him a percentage on his outlay?—We have not for a long time. I think in the extension of the Western Block, years ago, we paid the actual price paid by the contractors to the workmen, and then 20 per cent was allowed to the contractor. I believe that practice has been abandoned in our department.

4674. That amount of 20 per cent is a big thing?—From 15 to 20 per cent.

4675. Do you keep store books?—We keep no stores.

4676. When you have works, for instance, on the piers below Quebec, you have to buy timber, iron, and so on?—The engineer is authorized only to buy a certain quantity of timber, which is shown on the plan. As it would take a large amount to transfer these stores from point to point, we have adopted the plan of selling the balance remaining of them by auction when the work is completed. We buy tools, pick-axes and shovels, and so on, and to keep them or transfer them to another place would cost more than the articles themselves, so we sell them by auction when the work is finished.

4677. In addition to these odds and ends of stores, the Public Works Department is a large purchaser of stores, such as coal for the buildings?—Yes, we buy that by tender.

4678. In the different places?—Yes.

4679. Did you ever notice in places like Quebec or Kingston, where there are other Government institutions, that you were paying dearer than they are?—No.

4680. The Public Accounts show that the penitentiary at Kingston bought coal cheaper than you did?—It may be, but we called for tenders which is the cheapest way to obtain it.

4681. There is a difference between \$5.50 and \$6 per ton?—It may be stove coal or furnace coal, or other kinds of coal, and that will explain the difference.

4682. Besides these 130 buildings outside, and these buildings here, you are buying coal for everywhere, and other departments buy the same thing. The Militia and the Penitentiaries buy for their buildings, and the Railways buy for their consumption. Did you ever consider whether it would be well to have one director of stores to make purchases for the whole of the departments?—I do not know how far it would be practicable for one man to do that.

4683. But with his staff?—He would have to do it in the same way—by calling for tenders.

4684. How would it do to buy the coal at the pit's mouth and bring it and distribute it?—There would be objection taken to an officer of the Public Works Department making the purchases in that way; and I do not know in regard to coal that we would be paying much cheaper by buying at the pit's mouth. I know that two years ago we took a transfer of a contract at wholesale from a mine-agent in Montreal. Last year we called for tenders, and I do not know that we perhaps gained from 2 to 3 cents a ton. We got our coal here last year for \$5.25 a ton, one dollar less than before, and we paid on the wholesale transaction \$5.17½ or \$5.20½ per ton.

4685. In several of your construction accounts there are commissions charged as payable to architects?—Yes.

4686. Outside of your own staff, do you have outside architects?—Yes, often.

4687. Do they prepare plans or carry out your plans?—They prepare plans in some cases, but the percentage is different. I am opposed to the system altogether. I think the percentage is from $2\frac{1}{2}$ to $3\frac{1}{2}$.

4688. Here is $7\frac{1}{2}$ per cent charged on the Montreal post office and 5 per cent on the Quebec custom house, and other buildings?—I think it would be a great deal better not to have local architects at all, except to look after the work of repairs. In large cities like Montreal, Toronto, &c., all new work should be superintended by officers from headquarters.

4689. The local architects are selected for patronage?—Yes, and the local architect is paid on a percentage.

4690. Who appoints the clerks of works?—The Minister, on the recommendation of the member of Parliament from the district.

4691. In some places you have more than one clerk of works?—Yes.

4692. Under the head of "Repairs" to the buildings here, page B-375 of the Auditor General's report of 1889-90, your repairs staff, comprised 270 names, some employed all the year round and some for a portion of the year. That has been very much reduced lately, has it not?—Yes, a very low figure was shown at the end of that year, but it has been increased, and it will be reduced very much again. It must be observed that a good many have only been employed for a few days.

4693. What do these men do when they are put off?—They stay here, and again apply from time to time to the department to get some more work.

4694. In addition to the ordinary labourers and carters, and so on, there were 38 on the heating staff?—They attend to the heating, the water service, &c.

4695. And there are six in the staff of the clerk of works?—They are the foremen and the time-keeper.

4696. In 1889-90 the amount expended on repairs and furniture in these Ottawa buildings was about \$150,000?—I have not the figures at hand at present.

4697. That does not include the coal, or the light, or the grounds, or Major's Hill? No.

4698. Or Rideau Hall?—Yes, that is out of the same vote.

4699. Nor does it include Conroy's charwomen?—No, we have nothing to do with them.

4700. Then this \$150,000 was spent altogether on these four buildings?—It may be so, but I have not the figures in my mind at present.

4701. Do you not think that could be considerably reduced?—Of course it could be, and will be. It may be noticed that the general vote was reduced last year from \$175,000 to \$120,000. We are governed in this expenditure by the requirements of each department, as the whole of the work done is executed under requisitions from each department. If they reduce their demands we will certainly spend much less. As it is, we do not fill all the requisitions made; the appropriation would not be sufficient.

4702. But \$2 on labour does not represent to you the same as that amount paid outside?—I have no doubt it does; I do not see why it would not.

4703. All these amounts could be considerably reduced?—Yes, if the other departments will reduce their demands.

4704. Consonant with the requirements and the efficiency of the service, how much could it be reduced, so as to do the thing decently?—We could reduce it a good deal. I will be better in a position to say when our estimates are prepared.

4705. Are steps being taken to enquire into the expenditure of these Ottawa buildings with a view to a reduction?—Yes; and more, steps are being taken to reduce the expenses.

4706. Do you think that you could get from wholesale dealers what you wanted at wholesale prices, even if you only wanted one desk?—I do not think we could get that.

4707. What is the charge for keeping up the grounds according to the contract?—\$6,000.

4708. Rideau Hall cost \$18,000 that year?—Yes. That has been considerably reduced from former years.

4709. Do you ever send out labourers or carpenters there without a requisition from the Governor General's secretary?—No, we have a clerk of works down there, and we have not sent down labour there, except upon requisition, for two years and a-half.

4710. No work is performed without a requisition from the Governor General's secretary?—Except by the staff there.

4711. Are these buildings (Rideau Hall) heated by wood?—Some by wood and some by coal. There is a conglomeration of small buildings. There is an enormous number of stoves there.

4712. The heating of these Ottawa buildings (Auditor General's report, B—386) costs \$61,000?—Yes.

4713. You still buy about \$30,000 worth of wood every year?—We have a three years' contract, but it is now being considered whether the furnaces should not be fitted for coal.

4714. Do you have to take so much wood under contract?—No, only so much wood as we require.

4715. Of course, as the area is being lengthened out very much from which the wood has to be drawn, the prices have increased?—No, I think they have decreased. I think seven years ago the cost of wood was greater.

4716. How is the Langevin Block heated?—By coal, except one furnace, in which petroleum is used as an experiment.

4717. Who has the contract for supplying the coal?—C. C. Ray & Co.

4718. Not McCullough?—No.

4719. His price was retail price?—Ray's price was \$5.25, and I paid for my own coal \$6.25. Last year dealers here asked a high price for soft coal, and it led to a discussion as to how the coal should be bought, and it was decided to get it in the way I stated from the wholesale agent. This year we decided to call again for tenders, as an experiment, and we obtained our coal very cheaply, viz., \$5.25 per ton.

4720. This coal contract business was the happy hunting ground of Mr. Arnoldi, was it not?—I do not know that it was; it was obtained under tenders.

4721. Under the former contract you paid the retail price?—We paid the price, say 25 or 30 cents less, but the contract was always made after the public tenders had been called.

4722. In lighting these buildings you spent about \$25,000 last year?—Yes.

4723. The gas is supplied for \$2 a thousand?—Yes.

4724. That is the retail price?—Yes, it is the usual rate.

4725. You cannot help that?—There is only one company, and we could not help it unless we used the electric light.

4726. Is the department considering that question?—Our establishment for electric light is too small to supply all the buildings with it. It is difficult to regulate it in the buildings, because the light may be used in one or two offices and perhaps not in fifty. In the House of Commons I think we use electric light altogether now.

4727. You have to use coal to make your own electric light?—Yes.

4728. The companies at the Chaudière use water power?—Yes.

4729. They should be able to do it cheaper than you can?—It might be so, although I understand that with our own plant we can compete successfully with a private company, as we have no profit to realize for shareholders.

4730. You paid \$14,500 a year for the supply of water all over the buildings?—Yes.

4731. You have no elevators?—We have one in the Western Block and four in the Langevin Block.

4732. Is the water power used for them?—I think so.

4733. Have you any contract with the gas company?—No, we pay their regular price. There is only one company.

4734. Has any attempt ever been made to see whether they would not supply so large an amount at a less price?—I do not think there is any chance of that. There is a large claim that they have against us which we are unwilling to pay.

4735. That was before Confederation, was it not?—It was for some session that lasted longer than usual.

4736. The total cost of keeping these Ottawa buildings in order is about \$290,000 a year?—That is what the book shows. There can be no reduction in the vote for rent and repairs. I do not see that there could be any reduction made in lighting. Perhaps a little might be made in coal, but not much.

4737. It costs \$1,800 for removing snow? That is by contract. It covers a large area.

4738. You have about 130 outside buildings?—Yes.

4739. In every building you have a caretaker?—Yes, and an engineer as well in the larger buildings.

4740. Generally these Dominion buildings cost about \$170,000 in addition to the buildings here—could any reduction be made in that?—No; I think in the outside buildings we are leaving aside work that we should do. I think we should expend more on these outside buildings, and save a little here. On the whole, I do not think we can save much on public buildings.

4741. Under harbours and rivers, you have inspectors, assistant engineers, foremen and resident engineers?—Resident engineers and assistant engineers are the same. The foreman and the inspector are generally the same.

4742. The works are generally done under contract after tender?—Yes.

4743. The inspector is generally appointed politically?—By the Minister, on the recommendation of the member.

4744. When the pay is for day's labour, is there any security that these foremen do not make work?—The work is always designed and approved at headquarters before it is sent down to be executed, so the foremen work under the resident engineer, who has to satisfy himself that the work is progressing, so foremen cannot exceed the work shown on the plan.

4745. Who engages the foremen?—The resident engineer.

4746. That is not political?—It is the same as for the clerk of works.

4747. In the dredging some of the masters are paid different prices from the others?—Yes.

4748. How does that arise?—From the different size of the dredges and the larger machinery.

4749. Are the coal and the machinery, and so on, called for by tender?—No, except for the ship channel. For the other dredges, it is bought as the dredges require it.

4750. Was the "Nipissing" laid up here?—I think so, for repairs.

4751. You have a good many dredges?—We have a large fleet and it is not sufficient, especially as the water is so much lower now than it was some years ago. We have in some cases three feet less water in many of the harbours in Ontario, and we cannot perform the necessary work of deepening them, because we have not the plant.

4752. The Ottawa city roads and bridges cost over \$11,000 last year?—Yes.

4753. We are bound to the city to keep certain parts of the roads in repair?—Yes.

4754. You have even to pay for the lighting of some of the streets?—Yes, in front of our departmental buildings.

4755. In enquiries before the Railway Committee, if a bridge for a railway is necessary over a navigable river, your department has to report upon it?—Yes, as far as the navigation is concerned.

4756. Does that occupy your department much?—No, I do not know of more than two or three cases which have been referred to us.

4757. And as far as the expenditure of 1891-92 is concerned, compared with 1890-91, it has decreased about 30 per cent up to the present time, has it not?—I think about 20 per cent.

4758. Have you any graduates of the military college in the employ of your department as engineers?—We had one, but we have not got him any more.

4759. In selecting your engineers, you have never gone to the college for them?—We have not selected any engineers lately. Our engineers are engineers who have been employed for some years; latest on the list dates from 1881 or 1882. The others have been there for a longer time, Mr. Hamel, for instance, nearly 25 years.

4760. As to the assistant and resident engineers?—There is one assistant engineer in Ontario, Mr. Warner. I do not know where he received his education, but he is qualified. In the Maritime Provinces we have two; they are generally young men who are assistants to the engineer, rather than assistant engineers. They are draughtsmen.

4761. The department has not gone out of the way to select its staff from the graduates of the military college?—No.

4762. Do you get your engineers from graduates of the universities?—We get some with degrees. One had a diploma from the Polytechnic in Montreal, and one I think from McGill.

THURSDAY, 21st January, 1892.

Mr. ANTOINE GOBEIL was re-called, and his examination continued.

4763. The Commission understand you that you consider that all officers, whether permanent or non-permanent, should have their time fully occupied in the discharge of their duties?—Yes.

4764. Is it to your knowledge that any of them are engaged in trade?—No.

4765. Read that note which is now produced?—We have no man of that name in the department. About a year and a half ago a complaint was made to the department that some of our architects were doing architectural work outside, and the architects in town were complaining. An order was issued by the Minister which was communicated to all the architects, stating that they were to do nothing which would bring them into competition with outsiders, and that has been carried out I believe to the letter for the past 18 months.

4766. At present all the securities deposited by contractors are turned into cash on which interest is paid by the Government?—Yes.

4767. Previous to that the securities were deposited in the bank by the contractors who drew the interest?—Yes.

4768. Have some of those cheques remained undisposed of for ten years or thereabouts?—Yes; I believe we have one security which was forfeited by a man named Sylvain in connection with telegraph lines, which has remained since 1880. That was one of the first contracts after the sub-division of the departments.

4769. How long has your present Minister been in the department?—Five or six days.

4770. You are going to report to him on those old securities, with a view to their forfeiture?—Yes.

Mr. WILLIAM SMITH, Deputy Minister of Marine, was examined.

4771. You are the Deputy Minister of Marine?—Yes.

4772. How long have you been in the public service?—Fifty-one years and a-half, continuously.

4773. How long have you been Deputy Minister of Marine and Fisheries?—At first I was secretary of the Department of Marine and Fisheries; in 1867 there was no deputy. Then after a short time, a year or so, I was appointed Deputy Minister of Marine and Fisheries. In 1884, when the department was divided, I was appointed Deputy Minister of Marine, and that has been my position ever since.

4774. You were a Civil Service Commissioner in 1868?—I was.

4775. Therefore you have a practical acquaintance with the Civil Service beyond your own department?—Yes. I visited all the departments and all the principal ports in the Dominion.

4776. Give the number and cost of permanent staff at Ottawa of the department of which you are a deputy, in 1882 and 1891, respectively; also number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise in 1882, and also in 1891?—The number and cost of the permanent staff at Ottawa of the Department of Marine and Fisheries in 1881-82, and the Department of Marine in 1890-91, are as follows:—

DEPARTMENT OF MARINE AND FISHERIES, 1881-82.

No. of Clerks.	Total Cost for Fiscal Year.
Staff, 27	\$26,589 46
Extras, 7	5,106 00
Total, 34	<u>\$31,695 46</u>

DEPARTMENT OF MARINE, 1890-1.

No. of Clerks.	Total Cost for Fiscal Year.
Staff, 20	\$24,964 99
Extras, 5	3,727 00
Total, 25	<u>\$28,691 99</u>

4777. How should the Board of Civil Service Examiners be constituted, and what should be their powers?—I think there should be a Board of Civil Service Commissioners similar to the board in England, with similar powers, and that they should employ examiners to examine candidates, and should furnish persons to the different departments as required, who have passed their examinations.

4778. Should all appointments be the result of competitive examination? What, if any, appointment should be made without examination? Should there be an age limit in the cases of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—I think the appointments, when first coming into the service, should be the result of competitive examinations. Some appointments might be made without examination, such as professional men; but I think that in the case of engineers and clerks it should be the best man after the examination that should be selected. I think there should be a limit of age in the case of all appointments. I think the minimum should be eighteen years and the maximum thirty-five years; but if boy copyists should be taken on at a less salary than \$400, I think they each might be brought down to sixteen or seventeen years.

4779. Should deputies be appointed during pleasure or during good behaviour? Should their responsibilities and powers be extended, and, if so, in what direction?—I think deputies and all the Civil Service should be appointed during pleasure, as it might be inconvenient to the Government to have other kinds of appointments. I think the powers of deputy heads in controlling the business and discipline of the office are now ample, as a deputy must of necessity carry out the views of his chief, as far as he knows them. He could not carry out his own views if he differed with his chief.

4780. Should there be any third class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—I think there should be third class clerks, and that \$1,000 is not too high. I think there should be no intermediate class ranking lower than second and higher than third class.

4781. In adding for optional subjects, should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—I think there should be optional subjects, and that they should be such subjects as are necessary for the duties of the office. I think that for ordinary clerks type-writing and shorthand writing should be essential qualifications. I lay great emphasis on this, and also on the necessity of good handwriting.

4782. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—The recommendations for increases of salary in the Marine Department have always been made with due consideration and have not been made perfunctorily.

4783. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—Yes; I think it is very desirable that all annual increases of salary should take effect at an annual fixed date. We have experienced a great deal of inconvenience from having increases commence at broken periods.

4784. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—I think a general preliminary examination for all departments is sufficient; but in some departments special preliminary examinations might be provided for at the request of the deputy minister of the department; *e. g.*, in my department I would ask that they be examined in type-writing and shorthand writing, and to have good handwriting.

4785. How and by whom is the selection made from the list of qualified candidates in your department? Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Any appointments, permanent or temporary, which have been made in this department have been made on the recommendation of the Minister of Marine. I have never reported against an official during the term of his probation, and no other trial was therefore had. If a man attended to his duties as well as he could, and came at the proper hours, and did his best, though he might be a bad writer, and could not type write or shorthand, I would not report against him.

4786. What would you do with him?—I would try to make a good writer of him by teaching him. If a young man came to my office, of whom I did not know anything, who was put there not on my advice, but by the Minister, I would not report against him if he did his best, but I would try to make a good official out of him.

4787. Was there ever a case in which a man appointed in this way was not fit for the duties he had to perform?—I do not recollect a case of a man that I could not turn to some account.

4788. What is the practice in your department in regard to the appointments of persons having technical or professional qualifications, and have you ever had an examination held in any such case?—The chief engineer did not undergo any examination, and no appointments as engineers have been made of persons having professional or technical qualifications; but such persons have been employed temporarily and paid by the day—such as architects, draughtsmen and graduates of the Royal Military College; but they have never held any permanent appointments.

4789. Is it desirable to have promotion examinations, or, if not, what would you recommend to be substituted? Have promotions in your department been made only when vacancies were to be filled, or has it happened that an officer has, while continuing in effect to perform the same duties, been promoted to a higher class?—I think that in this department it would be advisable to have promotion examinations on certain subjects. In our department, for instance, many cases connected with titles of shipping have some legal question attached to them, so that it is necessary that our officers should understand the laws under which we work in order to administer them. For this reason it is advisable to subject them to some sort of examination, so as to ascertain whether they know what they have been working at for some years. In some cases where Parliament voted money for a higher class some one from a lower class has been promoted to fill that vacancy, while continuing in effect to perform the same duties as formerly. If I had a man trained to a particular duty, and no other man understood his work as well, I would keep him at it, even though his salary was increased.

4790. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—I think it is not desirable to make an annual estimate of the vacancies before they occur, as it is impossible for a Deputy Minister to know when a vacancy is to occur by death or otherwise.

4791. If promotion examinations are deemed desirable, should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—I think, in the case of promotion examinations, that the officers earning the higher number of marks should be favourably considered by the head of the department and by the deputy head. I would not make it absolute, because sometimes at examinations there are catch questions which might puzzle a steady, reliable man with good knowledge of the subject; and if two men were about equal in marks, I would take into consideration their general standing and knowledge, and usefulness in the department.

4792. Should not promotions be made by Order in Council? Did the head of the department ever reject any man who has been promoted? Has any officer in your department after having been promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—I am of opinion that all promotions should be made by Order in Council. No person has ever been rejected in this department who has been promoted by the Minister of the department, and promotions have only been made by the Minister on the report of the deputy. The Minister and the deputy have usually acted together. He consults me in regard to such matters, and I report upon them. I could not promote a man without the assent of the Minister. We have a Minister who knows the department thoroughly, and if he puts a man in, I will give the man a trial and report to the Minister whether he is capable or not. I do not promote; the Minister promotes a man, usually on my report, and I accept the action of the Minister in the matter. No officer in the Marine Department who has been promoted has ever turned out to be incapable.

4793. Have you at any time, by your certificate in the promotion examination, enabled a candidate to pass whom you deemed unfit?—No.

4794. Did you ever in respect of the efficiency marks give a less percentage than 30 per cent in the case of any candidate in your department seeking promotion?—Not that I am aware of.

4795. Should not exchanges of positions be made on the report of the deputy heads of the departments concerned?—Yes; I think exchanges of positions should only be made on the report of the deputy heads of the departments concerned.

4796. Are exchanges ever made for the convenience of officers and not for the benefit of the departments concerned?—I presume such exchanges have been made, but not in this department.

4797. Should the temporary clerk or writer class be extended, or limited, or abolished?—I think the temporary clerk or writer class should be extended, so as to avoid making any more permanent appointments for some years to come, as they are quite suitable for ordinary copying and clerical work, and at less cost than work done by permanent clerks. When Mr. Mackenzie was Prime Minister I went with him to London on public business, and on one occasion I visited the office of the Registrar General of Shipping and the Inspector General's office of the Customs Department, where from one to two hundred clerks were employed. I found no visiting of each other's offices or smoking, but about one hundred clerks were working together in a large room, with a chief presiding over them, all very busy working during regular office hours. I asked the chief officer of the Inspector General's office whether these men held regular appointments, and he informed me that they did not, but the most of them were employed temporarily as writers or extra clerks, that they received 25 shillings a week at first and 30 shillings a week afterwards, that if they were found unsuitable they were given a week's notice and paid off. There is no advantage in increasing the salaries of men \$50 a year for this class of routine work. They should be put together, if possible, in a large room, under the supervision of a superior officer

and not separated in small rooms. I recommended this system for our Civil Service to Mr. Mackenzie as being more economical than our present system, and he seemed very favourably impressed with it. I think our present system, is becoming too expensive. If a man is only respectable and regular in attendance, in time he may probably rise up to \$1,800 or \$2,400, a year, and if he has friends at his back he may probably get up even higher. Very few come in at \$400. They usually get on as extra clerks at \$1.50 a day, and after a time they are put on the permanent list, not at \$400, but at the salary they are receiving. If the Civil Service Act was strictly carried out there would be less expense; but I think it is not strictly carried out in many cases. I believe that a great deal of routine work, such as copying letters and documents, could be done by extra clerks; I think that work done by extra clerks at so much a week, according to the English system, is done better and cheaper than by a large permanent staff. I think an extra clerk, as a rule, works better as such than he does when he becomes permanently appointed by Order in Council.

4798. In England, is there any difficulty in dispensing with those people who are temporarily employed?—No; when a department wants any extra clerks it simply sends to the Civil Service Commissioners and gets them, and next week, if they do not suit, they are sent away.

4799. What is the case here?—When a man once gets into the service, if he keeps himself respectable, he usually remains in it for life; that is my experience.

4800. Have you given any thought as to the desirability of having a junior division or boy copyist class?—Yes; I have given considerable thought to this question, and I think it would be desirable to have a junior division or boy copyist class, commencing at \$250. Such is the salary allowed, I believe, to beginners by the Bank of Montreal.

4801. Do you recommend the creation of such a class?—Yes; I think it would work well, and let them enter at \$250. There will be lots of applicants, more than will be required, but they should all pass a preliminary examination.

4802. State generally your views as to the expediency of having a high grade permanent staff and lower grade writer and boy copyist classes?—My opinion on this question is that there should be a high grade permanent staff, and a lower grade writer and boy copyist class, who would do all kinds of ordinary copying work at small salaries; but it would involve some change in the present classification of clerks.

4803. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—We have usually employed very few extra clerks; but we have three draughtsmen in the engineer's office who are extra hands. We employ extra clerks to act in vacancies, or to bring up arrears of work. We have a woman extra clerk, who has been in the office thirteen years, and we have three extra men clerks—two of them filling vacancies.

4804. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such list?—Not in all cases. When persons have been employed temporarily who are not selected from the list of passed candidates enquiries were not made as to the fitness of persons who were on such lists.

4805. Have you any women clerks employed in your department? Are they generally efficient, and are there any branches in your department in which women clerks could be exclusively employed?—We have only one woman clerk employed in the Marine Department. She has been employed since 1878, and is a most useful, efficient and hard-working clerk, and is a French translator. She receives \$2.25 a day, and is well worth it. There is no branch in this department in which women clerks could be exclusively employed. One of the secretaries of the Minister is a woman, and is most efficient.

4806. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—I think the present law giving three weeks' leave of absence, or eighteen working days, suits very well for all classes, although in England, I understand, the higher class officials get longer leave.

4807. Should not leave of absence be compulsory?—There is no reason in this department why it should be compulsory; but as a matter of fact, most of the clerks have their leave from time to time, as it suits them. In the case of any one having charge of money, I should say that leave of absence might be compulsory, so that some one else would have charge of his work for a time. In such a case, I think a man should be given his leave unexpectedly, so that his books and cash could be examined in his absence. But in our department we handle very little money. My shorthand man attends to the books, and the remittances, post office orders, &c., are kept in a locked drawer in my room, and as soon as we can get the account audited the clerk who has charge of the accounts comes and signs a receipt for the money, and it is immediately deposited to the credit of the Receiver General.

4808. Should there be a limit, and, if so, what, in the case of leave of absence on account of sickness?—I think leave of absence on account of sickness should not exceed six months on full pay. After that time it should be on reduced pay; or, if the sickness is likely to be of a permanent character, the employee should be superannuated.

4809. Has the business of your department suffered, and if so, to what extent, through the granting of leave of absence to officers on account of sickness or otherwise? The business of the Marine Department has never suffered on this account. Extended leave of absence has been granted to very few in the department.

4810. In your department have any abuses prevailed as to the granting of leave of absence?—There are no abuses in this department on account of granting of leave of absence.

4811. Should there be a system of fines for small offences?—Yes, I think there should be a system of fines for small offences. We have adopted that system to a small extent, and in a very few cases have fined clerks so many days' pay when they absented themselves without sufficient reason. A fine is much more effective than a reprimand; it speaks louder than words, and it conveys a censure.

4812. Is it advisable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—No, I think it would not be advisable to reinstate an official in the same department who has resigned his appointment without the recommendation of the deputy head.

4813. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—I think no test of competency should be required for such a person, as I do not think he should be reinstated in the same department.

4814. Do you strictly observe the law regarding the attendance book? Do all your officers sign the book? How do you deal with those who are late in attendance?—The law is strictly observed as regards the attendance book. All the officers sign the attendance book, but the private secretary. All those who are late in attendance are reported to the Minister of Marine by the Deputy Minister, and he has notified such persons that he will not recommend them for statutory increase if they continue to come late.

4815. Have you any suggestions to offer as to the Civil Service Act in general, or as to your own department in particular, in connection therewith?—I have no suggestions to offer as to the Civil Service Act. I think extra pay should not be given to permanent or extra clerks for extra work, except by Order in Council. The prospect of extra pay might become an inducement to allow the work to fall behind, so that there will be some to be done after hours. I am opposed to any one taking home work to be done there for extra pay, and I think the distinction between permanent clerks and extra clerks, in regard to receiving extra pay, is unreasonable. It offers inducements to permanent clerks to invent schemes and plans to circumvent the law and get the extra pay. The extra clerk should have no advantage or preference over the permanent clerk. I think the hours are too short. If the work is such that it cannot be done before 6 o'clock, then an extra clerk should be called in to help, as the law directs.

4816. Have any difficulties arisen in the conduct of your department arising out of the provisions of the Civil Service Act?—I am not aware of any such difficulties.

4817. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a

consequence, the duties in your department or any branch, or of any officer of your department, been varied?—I think no change in the character and extent of the services required in the Marine Department have occurred since the passage of the Civil Service Act, and the duties have not been varied.

4818. Have any persons found their way into the service of your department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service?—None of the present staff have found their way into the service of the Marine Department who, either from defects existing at the time of their appointment, or from advanced age, or from bad habits, are ineligible for retention in the service—except one of the clerks, who is a first rate clerk. He has been several times suspended for being absent without leave, but he is a very useful man in the office.

4819. Are the number of persons employed in your department out of proportion to the amount of work?—No.

4820. Has the work of your department increased beyond the capacity of the permanent staff; and, if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these extra clerks been increased from time to time?—Yes; the work increased beyond the capacity of the permanent staff, and it led to the employment for a lengthened period of Madame Lamouche as a temporary clerk. She came to the department in 1878 at \$1 a day, and has had her salary increased from time to time, and now receives \$2.25 per day. We have a temporary clerk, Mr. Horan, who has passed the Civil Service examinations, and he has only been with us a few weeks. We have also Mr. Burpee acting as a temporary clerk with the chief engineer. He went up for his examination before the Civil Service Board at its last meeting, and I understand he passed with two optionals. We have also Mr. Davis, who has been with us as an extra clerk only a few days, and who has not passed the examination. We have also three draughtsmen in the engineer's office. Each of these three draughtsmen have received an increase of pay since they first entered.

4821. Have you any suggestions to make, more particularly in connection with any rules laid down under existing statutes, that have been found inconvenient or impracticable and that would lead to irregularities?—I have no suggestions to make in connection with any rules laid down under existing statutes that have been found inconvenient or impracticable and that would lead to irregularities.

4822. Have you any suggestions to make in connection with the imposition of checks upon the admission of ineligible candidates, or in regard to the giving of proper facilities for relieving the service of useless members?—I think that if we had a competitive examination and a Board of Civil Service Commissioners similar to the English plan that there would be no necessity for any more checks on the admission of ineligible candidates, and I think the Minister of the department has ample power at present for relieving the service of useless members. I think that if the Minister of a department had power to give a gratuity to a useless member of the service who had served less than fifteen years, instead of a pension, it would be advantageous.

4823. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—This is the English rule, I understand, and has been adopted by some of the departments at Ottawa, and I think it is desirable that officials should sign the book when they leave.

4824. In your opinion, are the office hours, 9.30 a.m. to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—I think the hours should be placed more on a commercial basis, and that they should be extended from 9.30 a.m. to 5.30 p.m., with an interregnum of an hour for luncheon. I think the clerks should give seven hours' work, instead of six and a-half, as at present. The afternoon is the busiest part of the day with me, and I find the busiest time is between 4 o'clock and 6 o'clock. To empty all the offices at 4 o'clock, and leave a large number of letters ready to be copied and sent away till the next day, is a very unsatisfactory plan. As a matter of fact, the clerks now take time for their luncheon in the middle of the day, and my opinion is that the present practice should be made legal, and the hours lengthened accordingly.

4825. Have any abuses prevailed in your department as to the length of the working hours?—No abuses have prevailed in this department. Persons who go out for an hour to their luncheon work till 5 o'clock, instead of 4 o'clock. I think the attendance book should be closed at 9.30 instead of 10 o'clock.

4826. Is it desirable that the officials should leave the department for luncheon?—I think it is not desirable that they should leave the department for luncheon, with the present hours; but if they work till 5 or 5.30, then they should go out for luncheon.

4827. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—All the officers do not leave for their luncheon at the same time. There are very few of them who go out of the building for their luncheon, and there are always enough kept in the office to prevent the business from being inconvenienced. Those who go out for their luncheon usually take an hour.

4828. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of officials attached to your department, and that in the case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—When this department was formed we had very scant materials for recording in our register of the staff, but I think we have got it as nearly correct as possible now; and with reference to those who come under the provisions of the Superannuation Act I believe such service is only entered as would be counted for superannuation.

4829. In your department are your officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—I think the officials of the Marine Department are aware of the Treasury Board Minute referred to, forbidding the use of political influence, and, so far as I know, I do not believe that such has been made use of; but if any such case has occurred the head of the department would likely be aware of it, and I might not be aware of it.

4830. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse only the actual outlay incurred?—In my opinion it is not desirable that a fixed daily allowance should be given for travelling expenses, as what would be suitable for one grade of persons would not be suitable for another. For example, while \$3.50 a day might be a fair allowance for a deputy head, or superior officer, it would not be a fair allowance for a junior clerk. In my opinion the actual outlay only should be reimbursed, not exceeding \$3.50 per diem; and throughout the Marine Department that rule prevails, except as regards the deputy head, chief engineer, the chairman of the Board of Steamboat Inspection, and the chairman of the Board of Examiners for Masters and Mates, who all receive \$3.50 a day; but I think it is not right, where the officer leaves at 11 o'clock at night in the train, to pay him \$3.50 for that day, and where he arrives at six o'clock in the morning to pay him \$3.50 for that day; but under the Order in Council as it at present stands he is entitled to count these as full days. I think this should be altered.

4831. In your opinion, is a Superannuation Act necessary in the interest of the public service? If you consider it necessary, do you deem it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise? What change, if any, would you propose as regards the officials of your department?—In my opinion the Superannuation Act is very necessary in the interest of the public service, in order to provide for any persons who become worn out or inefficient by age. I think the application of the Superannuation Act to the service as constituted answers all the purposes. I do not think that persons like light-keepers, who come in up to 50 years of age, should receive superannuation allowance. I think the Act applies fairly and justly to all officers of the Marine Department; but I think that in framing any Superannuation Act for the future all persons coming into the service in future should contribute to it until they are superannuated.

4832. Do you consider the ten years' term sufficient, or would you increase the number of years to be served before the annuity is granted?—I consider the ten years' term quite insufficient, and would recommend that the number of years to be served before a pension be granted be fifteen years.

4833. Do you consider, as a rule, the age of 60 years to be a proper age for retirement?—I consider that, as a rule, a person should not be eligible for superannuation until he has reached the age of 65 years.

4834. Would you deem it advisable to have all officials retired at a certain age, and what would be your view as to that age?—I think this is a question that should be left entirely to the head of the department to decide, as he might find a man in his department at 68 years of age who could do the work as well as a man of 60, and if he were a deputy head, supposing his salary to be \$3,200, he would be receiving only \$960 annually as the difference between his salary and the superannuation he was entitled to, assuming that he had served 35 years.

4835. Would you grant the option of retirement to any official who wishes to retire from the service? At what age should this option be fixed?—I think the option of retirement to any official who wishes to retire from the service, if he is active and in good health, should be granted only on his attaining the age of 70 years.

4836. Should any term in your opinion be added to the actual term of service of any official to be superannuated, however he may have been appointed? If a term be added, do you consider it advisable to regulate such addition by confining it to certain offices designated and by requiring a certain length of service before such addition can be made?—I am very much opposed to adding any term to the actual term of service of any official to be superannuated. I see no real necessity for it, as the person accepting the office would know before hand, if it were so provided by law, that he will not be entitled to any addition to his length of service. Under any circumstances, no addition should be made to any one unless it is so provided in the Order in Council appointing him.

4837. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to officials whose office has either been abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—In the Marine Department no cases have occurred of adding the additional term to any one's service for technical qualifications, except in one case—that of Capt. Scott, of the Royal Navy. He was appointed on the 7th of March, 1871, at a salary of \$1,800, which was increased in 1882 to \$2,000. He was superannuated on the 1st October, 1888, with ten years added to his length of service, the superannuation allowance being \$1,079.97 per annum. Capt. Scott was our chairman of Examiners of Masters and Mates, and was appointed on account of the technical qualifications he possessed, and as it was important at the time he was appointed to have an officer of the Royal Navy to fill the office as chairman of the board, in order to give confidence to the British Government as to the ability of the board of examiners in this country. His work was altogether of a high class character.

4838. Do you consider it proper that abatement for superannuation purposes be deducted from salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable in the interest of the public service to increase the percentage, in order to provide (a) that if no superannuation takes place, through that or any other cause, the official or his representatives should be reimbursed for the abatements deducted from his salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—I consider it perfectly proper and right that abatements for superannuation purposes should be deducted from the salaries of the Civil Service at Ottawa. I consider the present percentage altogether insufficient for the purpose, and I think it should be increased so as to make less difference between the amount paid in and the amount paid out. I think that if any person dies or leaves the

service honourably, he or his representatives should get all that he paid in, with interest added, on their leaving the service or dying. Of course, it is well known why there is such a great difference between the receipts and payments of this fund. Many persons, such as Mr. Langton and Mr. Meredith, and many others, get large pensions, and have had them for many years, who have paid but little into the fund; and until the fund is relieved of these heavy charges there will always be a feeling against it in the public mind. I think it is very important to build up the fund, to prevent the feeling of dissatisfaction with it which exists in the minds of many outside people.

4839. Would it be desirable to have a system of insurance in connection with superannuation?—I think it would be a very good thing, if it can be managed by the Government, as their expenses in managing it would probably be only one-half of the expenses in managing a large insurance company.

4840. In cases of resignation or dismissal, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—I think in the case of resignation the amount should be refunded, but not in the case of dismissal for bad conduct.

4841. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—I am not aware of any case where a diminution of the allowance was made on account of the service of an official having been considered unsatisfactory. I have heard that Mr. Witcher complained that he was not allowed for the full number of years to which he was entitled. He had been suspended before he got his superannuation allowance.

4842. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; I do not deem it advisable to allow any extra term of service to any officer removed to promote efficiency or economy, or for any reason at all. The fund has been overweighed, and no person should receive a pension except for the years during which he paid tax.

4843. When once a superannuation is effected do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—If a superannuation has been effected on account of ill-health, and the person receiving it is under sixty years of age, and recovers his health, I think he should be brought back to work in the department to which he belonged, or into the service, if his services are required or if there is a vacancy—at his former salary. I think there have been some cases in which they should have been brought back for service.

4844. Are there any suggestions you would wish to offer with respect to the Superannuation Act or the working thereof?—No; I have already expressed my views on it, and am of opinion that when a person dies in office all the contributions he has paid to the superannuation fund should be paid to his family at his death.

4845. Is your department divided into branches? Give particulars, including the name of the persons in charge of each branch, the number of officials in the same, grading them and describing generally how the duties are allotted to each branch? What is the method employed in your department for the collection and deposit of public money?—In the Marine Department there is a branch for engineering for the construction and maintenance of lighthouses, and steam and fog-alarms, under the superintendence of the chief engineer, Mr. W.P. Anderson. He is assisted by a shorthand writer, and architectural draughtsman and two ordinary draughtsmen. There is also a branch for hydrographical surveying under the superintendence of a naval officer from London, England, who has been surveying the Georgian Bay for the last eight years, namely, Staff Commander Boulton, R.N. There is also a branch connected with shipping, and for the registration thereof, including the inspection of the hulls of steamers and their boilers and machinery; also for the inspection of the hulls of sailing vessels; also the examination of masters and mates and marine engineers. There is also a board for the examination both of masters and mates, and another board for the examination of engineers holding investigations into wrecks, and the collecting of statistics relating to wrecks and casualties is also managed by this branch; the inspection of

steamers carrying live stock, and all matters connected with carrying out the regulations under the Act regulating this business are also managed in this branch. Mr. William L. Magee is in charge of this branch of the department, and he is assisted by Mr. Stumbles, Mr. Meneilley (the chairman of the Board of Steamboat Inspection), and by an extra clerk. There is also an accountant's branch, in which the account books are kept, and all accounts of moneys claimed and paid are adjusted in this branch, and paid therefrom, as no agent has now the power to pay accounts, and all accounts have to be sent to this department to be examined, adjusted and paid in the accountant's branch. This branch also prepares the estimates and the statements for the annual report, and keeps account of all moneys collected from Government wharves, and fees collected for the examination of masters and mates, and also of steamboat engineers; and also the collection of any casual revenue. Mr. F. Gourdeau, the accountant, is in charge of this branch. The correspondence branch is also a very important branch, in which is kept a register of letters received and sent, and in which all letters are answered and kept on file. This branch is in charge of the chief clerk, Mr. John Hardie, who is at present absent on full pay, on six months' leave, on account of ill-health. There is also a meteorological branch, but Mr. Carpmael, the director of the service, resides in Toronto where there is both a magnetic and a meteorological observatory. We have also two nautical advisers. One, Lieut. Gordon, R.N., is in charge of the Fisheries Protection Service during the summer months, and he acts as nautical adviser to the department during the winter months. We have also Capt. McElhinney, who ranks as a first class clerk, and who attends to general nautical work in the department. The Signal Service is also managed by this department, but the inspector, Mr. McHugh, resides at Quebec. We have also two messengers in the Marine Department.

4846. Give a general idea of the method employed in controlling the expenditure of your department?—All accounts are sent through the agent to the head office at Ottawa for examination and for payment, if found correct. The agent who purchases the goods, or who has the work done, certifies the bill in duplicate and includes it in his statement of bills to be paid. Here it is closely examined, and after being initialled by the accountant and the deputy the cheques are prepared by the accountant and his clerks, and signed both by the accountant and the Deputy Minister, and then returned to the agent for distribution.

4847. What system of purchase is adopted in your department?—Supplies for lighthouses, &c., of the Dominion, such as paint, oils, turpentine, olive oil, valvoline oil, tallow, nails, washing soda, cotton waste, soap, brooms, burners, wick, coal, tinware, plate glass, galvanized iron buckets, and wooden buckets, are purchased by tender. Tenders are invited every three years for a supply of petroleum for the use of catoptric lights. A high test and light oil required for dioptric lights is purchased in New York at prices on same basis as are supplied to the United States Government, as Canadian oil was not found to be quite suitable for dioptric lights. Coal is also purchased by tender for the maritime ports, and occasionally cargoes are purchased at Quebec at market rates when advantageous offers are made, but no purchase is made without authority from Ottawa. Lime, oars, rowlocks, dry goods, marine clocks, lumber, drugs, room paper, common glass, hardware, rope, blocks, are purchased by the agents of the department, and for lighthouses above Montreal by the superintendent of lights, from reputable merchants, and at the lowest market rates. In Charlottetown, P. E. I., provisions for steamer "Stanley" are purchased by tender, and in Georgetown, P. E. I., and Pictou, N. S., fresh provisions are purchased from reliable merchants without tender, and at the lowest market rates. All lanterns are made for the department under contract. Illuminating apparatus for catoptric lights is similarly obtained; but illuminating apparatus for dioptric lights, which is only made in Europe, is purchased from Messrs. Chance Bros. & Co., Birmingham, Eng., at their printed tariff prices. Public tenders are invited for the supply, placing and lifting of ordinary buoys in the different harbours and rivers. In cases where the lowest tenders are considered too high, authority is given the harbour masters to supply, place and lift the buoys, they furnishing proper vouchers and accounts duly certified; all iron buoys, including automatic whistling and bell-buoys, are con-

structed under contract after public tender. Gas buoys have heretofore been purchased from the patentees in London, but the prices have been found so high that plans are now being prepared, and additional buoys required will be made by contract in this country. All buildings required by the department, such as lighthouses (wooden and iron), fog-alarms, &c., are built by contract after public tender, and in all cases of tender the lowest tender is invariably accepted, unless, in some very few cases, the lowest tenderer has been ascertained to be incapable of carrying out the contract. All steam fog-alarm machines are constructed by public tender; repairs to such buildings, where extensive, and where the nature of the work admits, are similarly made under contract. In cases where the nature of the work does not admit of close specification or where it is considered preferable to have it done under the direct supervision of the department, the contract system is not adopted, but skilled foremen are put in charge, who buy materials in the open market and employ as far as possible local labour. When the tenders for lighthouse and fog-alarm buildings cannot be obtained at reasonable prices within the engineer's estimate, the department have in a few cases constructed the buildings by its own officers. No expenditure incurred under contract or otherwise is paid until the work has been certified by a local inspector, and the accounts audited and certified by the chief engineer of the department. All other expenditure is audited and certified by the several provincial agents and the superintendent of lights above Montreal for his district, and checked in the department before payment is made. Supplies are delivered to lighthouses above Montreal by a merchant steam vessel under contract. A large sum of money has been saved by the present mode of paying accounts. Formerly a credit was given the different agents of the department, and all accounts were audited and paid by them, they furnishing a monthly statement of expenditure to the department. From the 1st of July, 1887, no further credit was issued in favour of the agents, and all accounts from that date were forwarded to the department with a certificate as to their correctness, and that the articles had been supplied at contract or lowest market prices, and cheques were issued here by the department after the accounts had been properly audited and found correct.

STATEMENT showing Number of Lighthouses, Fog-Whistles and Fog-Horns, and the Cost of Maintenance, from 1884 to 1891.

Year.	Number of Lighthouses.	Number of Fog-Whistles.	Number of Fog-Horns.	Cost of Maintenance.
				\$ cts.
1883-84	597	23	10	456,868 33
1884-85	617	23	12	478,064 04
1885-86	626	23	16	506,929 27
1886-87	658	23	24	476,514 44
1887-88	664	23	27	464,471 76
1888-89	675	24	20	459,423 80
1889-90	709	24	32	434,302 10
1890-91	714	24	31	455,254 43

STATEMENT showing Cost of Maintenance of Dominion Steamers, from 1884 to 1891.

Year.	Cost of Maintenance.
	\$ cts.
1883-84	123,816 25
1884-85	148,864 26
1885-86	130,759 83
1886-87	141,424 42
1887-88	150,659 19
1888-89	120,629 33
1889-90	114,969 20
1890-91	111,437 03

STATEMENT of Expenditure and Receipts on account of Sick and Distressed Mariners from the Years 1883-84 to 1890-91, inclusive.

Year.	Expenditure.	Receipts.
	\$ cts.	\$ cts.
For fiscal year ending 30th June, 1884	39,563 58	48,607 07
do do 1885	44,501 57	39,068 39
do do 1886	50,377 62	40,848 06
do do 1887	37,447 35	42,334 92
do do 1888	36,447 85	41,669 64
do do 1889	41,320 59	39,306 29
do do 1890	41,729 11	47,881 75
do do 1891	33,403 37	43,829 68
	324,781 04	343,605 79
		324,781 04
Receipts in excess of expenditure, 8 years		18,824 75

4848. What is the system followed in the issue and receipt of stores?—Very few stores are kept at Ottawa, as they are kept at the agencies where they will be required. The agent enters his goods, as he receives them, in his stock book, and enters also where they are sent to.

4849. How are contracts generally awarded in your department?—The lowest tender is invariably accepted, unless something is known against the person who makes the lowest tender, which happens very seldom; and in such a case we make a report to Council giving the reasons.

4850. In addition to salary, is any official in your department in receipt of any additional allowances or perquisites, and, if so, please state particulars?—No official in the Marine Department is in the receipt of any allowances or perquisites except the allowance of \$3.50 a day, when travelling, and he may save something out of that, and I think he does when not in large cities.

4851. Is it possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and, if so, state in what way?—In some cases in the outside service where a vacancy occurs and a salary has been fixed at a higher rate, then the salary is sometimes reduced to the one who comes in, and we do not always give the same salary to the successor as we did to the predecessor, as it is better to give them a few years' trial, and then promote them gradually afterwards; but I do not think we could reduce the expenditure of the department without impairing its efficiency. During the last three or four years, when all accounts have been sent up here to be paid instead of being paid by the agents, a great

many reductions have been made. A table herewith submitted will show what savings have been effected within the last few years, which have been very great, as the present Minister is a great economist and vigorous administrator of public affairs; and I do not think any more reductions can be made in the department, so far as I can see at present.

4852. In your department have any abuses prevailed in connection with the supervision of payments?—I feel quite sure that no abuses have prevailed in the Marine Department in connection with the supervision of payments.

4853. Have you any suggestions to make with a view to possible amendments to the Audit Act?—I have no suggestions to offer, as I think the Audit Act works very well.

4854. Do you think one rule as regards salaries should be applied to all Deputy Ministers, or should nature of the work, length of service, different responsibilities, or like circumstances, be taken into account?—I certainly think that the intention of the Act should be carried out. The Act was altered to allow deputies to receive from \$3,200 to \$4,000; but I find that in practice some deputies get much more than others. I think that when a deputy is first appointed he should be paid \$3,200, and he should get some increase every year until his salary reaches \$4,000. I think that was the meaning of the Act when it was framed. An annual increase of \$50 or \$100 might fairly be allowed.

4855. Do you think the deputy should have the power of suspension when the Minister is present at Ottawa as well as during his absence?—No. My opinion is that the deputy and the Minister should be one. I do not hold the opinion that the deputy should have powers irrespective of the Minister. If a Deputy Minister under the present Minister of Marine were to act irrespective of him or contrary to his wishes, I do not think he would hold his position very long. In that respect I think the law is all right, because the Minister has to take the responsibility of deferring everything. The deputy is only the deputy of the Minister, and not an authority independent of the Minister.

4856. Have you any knowledge of the feelings of members of the British Parliament in regard to the abolition of the patronage system there?—Yes. I have had conversations with a number of them on that subject. I asked them how they liked the change, and without exception they told me that they were glad that it had taken place, because it relieved them of a great deal of responsibility and trouble. At present, when they are approached on behalf of any one seeking an appointment, all they can do is to obtain from the Civil Service Commission copies of the papers and send them to their friends, with an explanation of the course they will have to pursue. The members of the Civil Service Commission there are not examiners; they are a board composed of three or more high class men to carry out the law, and they employ examiners.

4857. You believe, then, that the persons who had formerly exercised the patronage in England would not revert to the patronage system even if they could?—Not if they could. I asked them what their opinion was of the working and result of the system which deprived them of patronage, and their reply was, "It is the very best possible system, because it relieves us from having to spend a large portion of our time, as was formerly the case, in writing letters in response to applications for office. We get rid of that trouble now by sending the papers to applicants and telling them that we will see that they get a fair chance if they pass the examinations."

4858. We understand that you have a plan of your own for the reorganization of the service?—I have prepared the following memorandum on the subject:—

MEMORANDUM.

(Written previous to the printed Questions being issued.)

With reference to discipline and duties, including hours, extent of service and business, I agree with the views generally expressed by the Honourable Premier that the Civil Service should be conducted upon a business basis, as under present circumstances it presents too many attractions to people who are not willing to exert themselves very much for a living, and I have understood that members and even Ministers are besieged with applications for situations.

I think more hours of service should be exacted, and for ordinary talent of the commonest kind, such as copying and mechanical work like that, no high salary should be paid. For instance, I do not think that mere length of service should entitle an ordinary copying clerk to rise to \$2,400. I think \$1,000 is enough for that class of persons, and it should be some distinction that should take them out of that class. I think the hours of work are not long enough as compared with clerks employed in outside business. I think the hours should be 9.30 a.m. to 5.30 p.m., with an hour interregnum for lunch or dinner. This would make 7 hours a day of work, which is not a long day's work as compared with the hours in mercantile establishments, which are usually longer than these hours.

The printed regulations in the attendance book are very misleading. It says the attendance to be given is 9.30 a.m. to 4 p.m., but no permission to go out of the office for lunch; but if a clerk does not come at 9.30 a.m., but comes a minute before 10 o'clock, when the book is closed, he is not considered late. I think he is late when he comes after 9.30, and the book should be closed then, and no later; and if he does not come by 9.30, when the book should be closed, he should be fined some small sum to ensure prompt attendance. This will remedy all the late attendance of clerks who usually have an excuse ready for being late, and the amount of that small fine would bring them to time. I recommend that the hours on Saturday should be 9.30 a.m. to 3 p.m., with an interregnum for lunch, as in my experience the business part of Saturday is after one o'clock, when the letters come in to be examined and signed, and if the clerks all leave at one o'clock, it throws many of the letters back two days.

I think they should not be allowed more than three weeks' leave of absence, or eighteen working days. The working day should be mentioned in the law, as a great deal of misapprehension prevails upon this question; what constitutes a week where they take the leave in broken periods. If an employee is absent by sickness he should furnish a certificate from the doctor who attends him, but should not be obliged to furnish a certificate from another doctor for which he would have to pay.

I think no person should be superannuated under 65 years of age, unless on strong evidence of incapacity or ill health.

I think the present system of promotion is not altogether right, as a clerk who has nothing against him expects to be translated from the third into the second-class immediately he reaches the top of his class, and if he does not receive it he considers himself aggrieved; but there is a certain class of clerks who when they get up to \$1,000 for doing mechanical work or copying are well paid, and should not be taken out of their class unless they show some merit.

I think clerks who break down occasionally and unfit themselves for their work should not be moved out of their class.

I think technical work should be better defined than at present, because anyone may make his own interpretation of it. I have applied to the Auditor General for an explanation of what he considers technical work, but I did not get any information from him. My idea is that shorthand and type-writing should not be considered technical work; it should be considered ordinary clerk's work. My plan of promotion would be this:

I would take the present list of persons in the service and grade them according to their salaries and length of service—that is to say, all those who have a certain salary should be put down on the list *seniores priores*; then I would take the next class of persons and would put them on this list *seniores priores*; and having established a list of this kind, something like the Navy List, I would that on every vacancy in the service each one be moved up on the list, provided there were no objections against him. If there were any objections against him he should remain where he was, and the next one would step over him. Then I would keep the list as it stands at present, and add no more permanent clerks to it, unless to fill vacancies, and anybody that was required after that to fill vacancies at the bottom of the list should come in at \$400 a year, and should not be confirmed until he has served six months' probation. The vacancies in the permanent list might be filled by persons who had passed the examination, and were on the list of temporary clerks, and might be selected for their merit.

The way the service is conducted at present is too expensive, as the cost of it I believe is constantly increasing by the system of giving \$50 of increase every year, and then moving them from one class to another without merit. This plan of mine would give everybody promotion on every occasion when a vacancy occurred, so that all would be interested in a vacancy and still cost the Government nothing. I think men with large salaries should not be brought into the service unless on account of professional acquirements, but persons should be selected for duties in any department for which they are capable; the incompetent man would remain in his present position, and the one below would step over his head. This is very much the plan of the British Navy, except that in that service it sometimes happens that persons of great influence are taken out of their grade and put in a higher grade on account of such influence, or on account of having served as flag lieutenant to an admiral.

I think no person should be admitted into the service until he has passed an examination in type-writing and shorthand writing.

I think the salaries are too high for low class work. I think boys or young men just from school should come in at about \$250, in the same way that they come into some of the banks, because it should be kept in mind they are not trained, and some time must elapse before their services are of much value. When I was Comptroller of Customs at St. John, N.B., I had a long list of names of young men who were waiting to come into my office without salary, for the purpose of being trained, and I believe I could now have a number of such persons in the office without salary, on the chance of being appointed to a vacancy on the permanent list.

I think the salaries of the clerks in the Civil Service should be graded on a business basis.

I think no superannuation should be granted to anybody who has less than fifteen years' service, and no permanent pension should be awarded to any young man, although temporarily sick; he should be given leave for a year or two without pay, with the privilege of coming back when his health is recovered.

I strongly urged this plan of grading the clerks on the notice of the Civil Service Commission in 1869, of which I was a member, but I could not get my colleagues to recommend it. If it had been taken up it would have saved a great deal of money to the country.

I am entirely opposed to adding ten or any number of years to any person's service when granting superannuation, on account of special attainments. I think the pensions should only be granted on length of service and payment of the superannuation tax.

I think the payment to permanent or extra clerks for extra work should not be allowed, as it might have a tendency to let the work fall behind so as to secure extra pay to bring the arrears up.

I think no work should be given to clerks to take home with them to do; if a pressure of work comes on, extra clerks should be selected from the list of those who have passed the examination to do it. I understand there are many on the list waiting for employment.

4859. To carry out your plan would involve having a detailed Civil Service organization framed on a theoretical plan?—Yes, I would have that, and let the service work towards it. I would have one list, and let men either serve where they are now or move them from one department to another. I think there is a great advantage in moving men from one department to another. In a short time, if they are clever, they become thoroughly conversant with the business; and with each death or retirement from the service, every man below who would be worthy would move up one step. There would be no increase of expense, but the salaries would be fixed, and there would be no promotions except through vacancies occurring.

4860. If there was no promotion in the service unless a vacancy occurred, your system would be carried out now?—No. The service is divided into departments.

4861. Suppose there was one general rule, and no promotions took place except in case of vacancies, your system would be carried out now?—Yes, but at present I think there may be favouritism about promotions. I would not increase the number, but when

vacancies occurred the number would be kept up from men employed as writers or as extra hands, and in that way you would get a very superior class to fill the vacancies as they occurred.

4862. Is it your opinion that the Civil Service Commission in England is accepted as being entirely free from political influences?—I believe so.

4863. You do not understand that the Civil Service Commission there make the appointments?—I think they furnish the men to the department that asks for them.

4864. They furnish the names?—No, they furnish the men, who are put on probation, and if they are not satisfactory, they are sent away.

4865. Is it not the fact that the Civil Service Commission simply report to the department, the names of the men who have passed the examinations, in the order of merit?—They put them on the list according to their examination.

4866. Then the responsible Minister selects the best man on the list?—No, it is not done in that way, as I understand it. The head of the department applies to the Civil Service Commission for one or two clerks, saying what they are wanted for, and the Commission selects the best men in that branch and sends them to the department.

4867. We understand the system to be competitive, so that the Board of Civil Service Commissioners stamp the men as being No. 1, No. 2, and so on, and the position is offered to the man at the head of the list?—I understand they take the man who stands at the top of the list.

4868. The Commission has no patronage—it is the system that selects the man and not the Commission?—The system selects the man who is at the top of the list. I will read you a portion of a letter which I received in December, 1891, from a high Government official relating to this matter:—"Nearly all Government appointments are now competed for, and candidates have to pass an examination. The Civil Service Commissioners regulate the examination. The enclosed extract from an examination book which I borrowed from the assistant secretary will give you some idea of the Customs' rate of pay. Of course, boatmen and watchmen do not pass the Civil Service Examination. Copyists pass a modified examination, and their names are placed on the list. When required, application is made to the Civil Service Commission, and in the application the special requirements of the office are mentioned. For instance, if we particularly wanted a man accustomed to figures, or an exceptionally good writer, we would say so. Copyists are somewhat like what used to be termed extra clerks, but they are not pensioned. A new class termed abstractors has recently come into existence. It is a sort of half-way between second division clerks and copyists. They go up from £150 to £180 in some offices, and are pensioned."

4869. We understand that the Civil Service Commissioners have no patronage, and do not control a single office beyond the examination?—I do not say that they have any patronage. If the department wants say ten men, it sends to the Commissioners and asks what men they have, and the Commissioners send the ten men who stand first on the list. They have no patronage, because everything is done by examinations and marks. I understand this to be their system.

4870. You state that extra clerks have sometimes come into your department, and you did not know anything at all about them until they came to the office. Are you aware of the law relating to the employment of extra clerks?—I know it well—that they are to be taken from the list of persons who pass the Civil Service Examinations, and that they are to get at the rate of \$400 a year.

4871. Are you aware also that they can be employed on the requisition of the deputy head?—Yes; but when I have asked for an extra clerk, I think that is all I can do.

4872. Did these men come on your requisition?—Yes, they came on my requisition to the Minister, and he directs them to be employed.

4873. Did they come on your requisition?—I never wrote a requisition. When I want an extra clerk, I apply to the Minister, and he sends me one.

4874. Are extra clerks ever employed in the department without your requisition?—Without my requisition for a particular individual.

4875. Does the Minister put them there without your asking for them?—If the Minister wishes anybody employed, I never make any objection; I accept them. They have sometimes come there without my knowing who they are.

4876. And without your asking for them?—We want a person to fill such a vacancy.

4877. Does it happen that you are asked to take a man when you do not want any?—I have always had work for them, but sometimes I have not liked the style of men appointed or employed.

4878. Are extra clerks given to you without your asking for them?—If a Minister said to me, "I want you to take on that man as an extra clerk," I would take him.

4879. Even if you did not want him?—I will not say we do not want them, because we are always behind, but without my asking for them. I have acted on the principle that the Minister and the deputy are one; and if the deputy said "I will not take that man" he would not be deputy long.

4880. Does not the law throw upon you the responsibility of determining when an extra clerk is necessary?—It does, but I am glad to get him, generally. I have always had work for them; but I would not like to say that a man that I did not want has been thrust upon me.

4881. But you have had persons appointed without your requisition?—I have had persons put on without being consulted.

4882. And without your taking the initial action?—Without my taking any initial action at all, I have had people put in.

4883. You have dropped the expenditure on account of the Montreal Water Police and the Quebec Water Police?—The Quebec Police are still in existence.

4884. Have you any scale or system of payment of the salaries of lighthouse-keepers?—We have no scale. We estimate the value of a place as to its advantages in the way of accommodation, the importance of the light, and the number of lights to be attended to. We have frequently applications from Members of Parliament on behalf of some friend of theirs who wants to have his salary increased, and I look into the case and consult with our officers who know the circumstances, and if I find that the man has been there a number of years and has a small salary and is a good officer, I recommend a small increase; and if the Minister approves, he submits the recommendation to Council. In the case of a death, we sometimes reduce the salary, so that the new appointee will not begin with the same salary, but will have to grow up to it by attention to duty and by a number of years' service; and perhaps every five years, if there were no complaints against him, and he proved to be a good man, I would recommend giving him \$50 increase on his application.

4885. What are the minimum and maximum salaries?—We appointed a man last week at Miminegash, P.E.I., at \$40 a year to look after one of the two range lights in the harbour. The man who had charge of that light went to the States and left a young man 16 years of age in charge of it. This information reached the department, and I got a report made upon it. Finding that it was true, we asked the Hon. Mr. Howland, who was an unsuccessful candidate for the constituency in which the light was situated, to recommend some one for the place, and he recommended another person who was appointed by Order in Council. He now attends to the light, and if he were to neglect it we would put him out.

4886. The light is in operation only six months in the year?—Seven months; he lives close by. We have also six light-keepers on Lake Memphremagog. The men who look after these were appointed at \$1.50 a week; but the pay of two of them was afterwards increased to \$2.50 a week, because they were obliged to go in a boat to attend to the lights.

4887. What is the maximum?—We pay a man \$1,500 a year for attending to the Bird Rocks lighthouse. Out of that he has to pay two assistants and to fire a gun, and every now and then one of them is injured or killed. It is a powerful French dioptric light of the second class. The lighthouse there was built in 1869. The rock is about 100 feet above the level of the water, and the light is about 30 feet above that. At Sable Island we have a complicated service to which the British Government contributes £400

a year. That is not exactly a lighthouse service, though we have a lighthouse at each end, one with a French dioptric light and the other with a large revolving catoptric light.

4888. At Sambro you pay \$1,000 a year?—There is more than one light-keeper there; but we have done away with the steam-fog alarm, and have placed it on Chibucto Head.

4889. When the Trinity House appointments become vacant you revise the salaries?—Yes. These appointments were made a great many years ago, and many of these holding them have died. The salaries were fixed on too high a scale, and we try to keep them down.

4890. How is the local inspector appointed when you do the work of construction yourself?—One of our officers inspects the work. But in contract work, the Member usually recommends a person to act as inspector, if the member is a friend of the Government.

4891. You keep store books at such places as Halifax?—Each agent is instructed to keep a store book.

4892. In supplying the Dominion steamers, does the requisition go from the captain to the agent?—Yes; the captain sends a written requisition to the agent stating what he needs.

4893. You have had correspondence with the Auditor General in 1890 respecting revenues derived from the several wharves, in which he gave a list of wharfingers who have made neither returns, deposits nor remittances?—Yes; that practice prevails still to a small extent. At some of the wharves the revenue amounts only to a few dollars, and we find it very difficult to get some of these men to make any returns, more particularly below Quebec, where the people were not accustomed to pay dues. But we had a loss at Sault Ste. Marie at the hands of a man who was appointed to look after a wharf which he handed over to the Government. He kept all the collections, giving as his reason for doing so that it was understood that he was to be paid for certain improvements. We simply handed over the papers to the Department of Justice, and the other day we got \$800 with a promise of more.

4894. Your department performs very much the same functions as the Board of Trade in England?—In all matters connected with shipping we control what they do. We do more. The Trinity House of England manages all the lights of England. The Commissioners for lights for Scotland manages all the lights for Scotland. The Commissioners for Irish lights in Dublin manage all the lights for Ireland. But we have more lights in Canada than all these three bodies combined. We do not do things so thoroughly as they do, nor nearly so expensively.

4895. In addition to shipping and fishing matters the Board of Trade has the direct management of railways, corn returns, patents, standards and gas inspection?—Yes.

4896. In England there is one Minister who attends to all these matters, the President of the Board of Trade?—Yes. Lord Stanley was President of the Board of Trade, and knows all about it.

4897. The President of the Board of Trade finds no difficulty in administering all these services, and even more?—Not at all, because he has under him a secretary and an assistant secretary for every branch, and a political under-secretary in one of the Houses of Parliament.

4898. In England there is an Inspector of Fisheries?—Yes.

4899. Who answers the purpose that Mr. Whitcher did here?—Yes.

4900. Professor Huxley held that post until the last few years?—Yes. Until Mr. McLelan divided the department we were very much in need of a good professional man to take charge of our salt water fisheries, as Mr. Wilmot does of the inland fisheries. We want a man something like Prof. Baird, of Washington, to issue bulletins, and to give the fishermen some instruction in putting up their fish. Newfoundland has such a man in Mr. Neill, whom the Newfoundland Government got from Norway.

4901. You think there is still need of an expert to look after our sea fisheries?—I am of that opinion.

4902. When a department is created, it has always a deputy head and a chief clerk to replace the deputy if he is absent?—Yes.

4903. And a first class clerk to replace the chief clerk?—Yes.

4904. As a consequence, the creation of a new department must necessarily increase the cost of the public service?—Oh yes, because you have separate machinery, and a separate staff—two salaries instead of one, and this must increase the cost.

4905. Presuming that the two departments were by any chance re-amalgamated, what would be in your opinion a good distribution of the work?—I do not see much use of a secretary to the department. My idea is that it is rather a drawback in some respects because the secretary signs letters relating to a great many things the deputy should have cognizance of. I do not think there should be two officers in charge, I think the Minister of Marine would probably divide the work of the department as follows:—

DEPARTMENT OF MARINE AND FISHERIES.

Minister,
Deputy Minister,
Secretary,
Correspondence Branch and Records,
Engineer's Branch,
Marine Branch:—(a) Steamboat Inspections; (b) Registry of Shipping (c) Nautical Advisers.

Accounts Branch.

Fisheries Department:—(a) Commissioner or Expert Adviser; (b) Bounty Branch; (c) Fish Culture; (d) Fishery Protection Service and Supervision of Enforcement of Act and Regulations.

4906. Your opinion is that an expert should be got for the salt water fisheries?—Yes. We want an expert from Europe, whose name would be known and whose writings would command respect, who would write bulletins from time to time for the instruction of the fishermen in the catching and curing of fish.

4907. You think this would gradually lead to economy?—I believe so.

4908. How do you control the stores distributed among the lighthouse men? Have you any system by which they are made to account to you for them?—They make out an application once a year for what they require, and we know pretty nearly what a lamp will consume. They send this application to the inspector of the district. Then we advertise for tenders, and we send a steamer to every place. We use our own steamers, except in Ontario, where we advertise for the charter of a steamer. This costs \$3,200, and we find that is a great deal cheaper than it would be to bring up a steamer for the purpose. That steamer occupies six weeks or two months in taking supplies to all the lighthouses. The inspector goes with the steamer, and takes two assistants with him, who are employed at \$2 a day. The steamer calls at each lighthouse and gives the supplies to the lighthouse-keepers, and gets a receipt. One provision of the contract is that the work shall not be done from 9 o'clock at night to 4 o'clock in the morning, so that they have daylight for work.

4909. Has any settlement yet been made with the St. Lawrence Steam Navigation Company?—No. They disavow all responsibility, and we do not think we could recover in law. They have a claim against us, and we submitted it to arbitration, and if we push it further, I think it would perhaps be against us.

4910. You have three chief clerks in your department?—Yes.

4911. If you had a clean slate, and were preparing a theoretical organization of your department, would you consider three chief clerks necessary?—Oh no. My plan would be not to increase the expense every year, but only to make promotions when vacancies occurred.

4912. How many chief clerks would be necessary?—I think one would be enough.

4913. You have only one first class clerk now; how many first class clerks do you think you would need?—One.

4914. How many second class ?—One or two.

4915. And you would do the rest of the work with third class clerks ?—I would do the rest of the work with third class clerks and writers.

4916. That is, by reason of the lapse of time the organization of your department has got to be higher than it would be if you had a clean slate ?—Yes, because they get up every year by \$50.

4917. If vacancies occurred, you would not fill them ?—If vacancies occurred I would not fill them.

4918. You would have the theoretical organization, and let the department gradually grow into it ?—Yes.

APPENDIX "C."

Department of Marine and Fisheries.

Minister.

Deputy Minister.

Secretary.

Correspondence Branch and Records.

Engineer's Branch.

Marine Branch.

(a.) Steamboat Inspection.

(b.) Registry of Shipping.

(c.) Nautical Advisers.

Accountant's Branch.

Fisheries Branch.

(a.) Commissioner (or Expert Adviser.)

(b.) Bounty Branch.

(c.) Fish Culture.

(d.) Fishery Protection Service, and Supervision of Enforcement of Acts and Regulations.

Mr. MARTIN J. GRIFFIN, Parliamentary Librarian was examined :—

4919. You are one of the Joint Librarians of Parliament ?—Yes.

4920. When were you appointed ?—In 1885, I think.

4921. You were secretary of the last Civil Service Commission ?—I was.

4922. Therefore you have views on the Civil Service generally ?—I cannot say that I have any very serious views on the subject, but I have a certain amount of information.

4923. You had an opportunity of examining the questions sent to you, indicating the general scope of our enquiry ?—I have read them. A number of them do not apply to the library, but I have prepared the following memorandum dealing, as far as I am able, with the questions raised :—

MEMORANDUM.—The undersigned, having been but a few years in the civil service, and having taken very little interest in its conduct and organization, is unable to speak with any degree of confidence on most of the topics suggested by the commission.

The memorandum concerning the cost of the permanent and extra staff is herewith submitted, with the necessary explanations.

The constitution of the board of examiners is of small consequence ; any two or three intelligent persons accustomed to examine would suffice. As to the powers of the

commissioners--these should be strictly confined to the duty of examination, the totting up of candidates' marks, and the signing of certificates.

I have no faith whatever in competitive examination; and look upon it as being simply one among many quack remedies prescribed for evils which they do not cure. The system of competitive examinations in England was originally a purely political system, when adopted in 1854. The report of that year was a purely political report, brought about by Sir Stafford Northcote and others with the object of weakening the influence of the Tory party in relation to appointments to the Civil Service.

No appointments should be made to the lower ranks of the service (3rd class) without some preliminary examination, or some high school or college certificate as a substitute.

With regard to the limit of age, I have no very definite opinion. As a rule no one but a young man will likely accept a place in the lower ranks of the inside service; and if an appointment is made for special qualification in the second or first class, the age, provided the appointee has good health, activity and capability, is of small consequence.

The appointment of deputies should in my opinion be made during good behaviour; these officers are the essential means of keeping up the continuity of public policy and public business.

I am unable to offer any suggestion as to the extension of the powers of deputies. These powers and responsibilities are now many and great; and the only remark I have to make is that on no account should the powers of the deputies be extended so as to lessen the supreme authority of the political head of a department.

I think I should favour the maintenance of the third class clerks; and should not disturb the rule which makes \$1,000 the limit of the class. For the reason, that a man who is weak enough to sell out his chances in life for a third class clerkship, must look on \$1,000 as a fair object of ambition, and will likely be content with his lot. If you introduce a new class between \$400 and \$1,000 you are likely to have a discontented lot of men who cannot get beyond the intermediate salary unless there are vacancies in the next class.

I may add that I think the annual increase should be given as a matter of course (unless there is a report from the deputy to the contrary), up to the salary of \$1,000; because any sort of work done by an educated man, in a public or private office, and demanding a certain degree of skill and experience is worth \$1,000. But as among salaried people all incomes over \$1,000 are looked upon as prizes of more or less value. I would not advise the giving of the "annual increase" as it is now called without good reasons and proper certificates. The granting of such certificates, would involve the deputies in inevitable disagreements with the staff however.

Appointments to the Library are made without examination and on the advice of the Premier.

I have the same objection to promotion examinations that I have to competitive examinations. They prove nothing except smartness in making replies.—An exception might be allowed perhaps in the case of promotion to positions requiring scientific knowledge or such knowledge as involves the interests of the revenue.

In my judgment it is not necessary, nor is it expedient, to make any report of vacancies to the Civil Service Board. The subject is one entirely within the control of the Minister who, if a strong man, would not tolerate for an instant any such proposition, that is, with any view of such positions being filled by the board.

Promotions in all departments should be made by Order in Council (in view of our federal system and varied interests), on the report of the Minister, who would obtain his informations as he pleased—naturally, in most cases, from the deputy.

So far as my experience and study go, the existence of the extra clerk at present, is an evil to be cured as far as possible; and the creation of a class of copyists would be simply the creation of a new class of importunate paupers utterly untrustworthy and likely to be mischievous.

No women clerks are employed in the Library; and in my opinion the employment of women in the public service is not generally desirable.

It would be difficult to establish an equitable leave of absence based on the inequalities of the rank of the clerks. Leave of absence should be controlled by the Minister, in all cases where extra leave is asked for. The regular leave should be arranged by the deputy to suit the convenience of the department. I see no need for making leave of absence compulsory.

The imposing of small fines on people with small incomes for small offences, would, in my judgment, be detestable, and would produce no good result. A rigid exercise of the powers of dismissal for serious offences, particularly for absence without leave, and frequent drunkenness on or off duty, would do away with all necessity for small punishments.

--No attendance book has been kept in the Library; and no such book is necessary, the staff being so small and the duty at times being so irregular.

No difficulties have arisen that I know of in regard to the Civil Service Act.

No one at present on the staff of the Library is objectionable or ineligible "from any permanent cause."

With regard to travelling expenses, a fixed sum per diem is the most economical for the Government. The present scale is somewhat too small in the case of officers on any species of duty requiring any exchange of official courtesies or any personal relations with other governments.

With regard to superannuation, the undersigned has no opinion of any value to offer. It is only necessary to point out that in all services, public and private, the tendency is to reward faithful services by retiring allowances. But putting the benevolent aspect of the case aside entirely, it may be said that it must be an obvious advantage to a Government to be able to retire an old servant whom it could not decently dismiss, but whose usefulness was in a measure gone, from a total change of system in the conduct of business, for instance.

General Observations.

1st. With regard to appointments to the public service, I am strongly of opinion that these should be controlled entirely by Ministers, acting as Ministers have always done, on the suggestions of Members of Parliament or other persons of influence in state affairs.

2nd. An examination of all persons appointed to the lower class should be made to test their ordinary fitness for clerical work. The certificate of any recognized educational institution should suffice as a substitute for examination.

3rd. All such appointments should be made, in the said lower class, on probation for a given period, and no appointment to be finally made without a certificate from the deputy minister of the candidates's fitness.

4th. All appointments above the rank of second class should be retained in the hands of the Ministers with power to appoint, at their own will, and of course at their own risk too, fit and proper persons to fill them.

5th. The deputies should, in the public interest, be taken from the outside world without any restriction on ministerial power of appointment.

The undersigned is aware of all the evils alleged against what is called the system of political patronage, and is not ignorant of the existence of these evils in the service, in a degree, however, that has been grossly exaggerated.

But he ventures to point out that the system existed for many centuries among all the nations of the world, and still largely prevails among them, that the public service in every country has always, under that system, maintained a high character for ability and loyalty and faithfulness to duty; and finally that all the weaknesses due to the system are in reality due to weaknesses in human nature which will infallibly affect all laws and orders and systems that ingenious people may frame as the substitute for those ancient customs.

The system of examination and competitive examination, which is now so much in vogue as a theoretical reform, is not much older than the Playfair Commission of 1874-75, though adopted in part in 1854. This system has not in my opinion produced in England

a contented service, it has not given an abler service, it has not produced a more loyal service. And the indirect effects of the system on the general educational system of the country have not been wholly admitted to be good.

(Signed)

MARTIN J. GRIFFIN,

Parliamentary Librarian.

January 3, 1892.

SALARIES OF THE LIBRARIANS, CLERKS AND MESSENGERS EMPLOYED IN THE LIBRARY OF PARLIAMENT DURING THE YEAR 1891.

Regular or Permanent Staff.

A. D. DeCelles, General Librarian, at the rate of \$3,000 a year from 1st January to 30th June, and \$3,200 from 1st July to 31st December.....	\$ 3,100 00
M. J. Griffin, Parliamentary Librarian, at rate of \$3,000 a year from 1st January to 30th June, and \$3,200 from 1st July to 31st December.....	3,100 00
A. H. Todd, first class clerk.....	1,800 00
L. P. Sylvain, first class clerk.....	1,450 00
M. C. MacCormac, second class clerk.....	1,350 00
E. S. Thayne, second class clerk.....	1,150 00
John Smith, third class clerk.....	1,000 00
F. A. Gordon, third class clerk, paid at the rate of \$650 a year. Resigned 30th June.....	325 00
C. A. Martin, third class clerk.....	450 00
T. C. Gilmour, third class clerk, appointed in September at \$400 a year instead of F. A. Gordon, resigned..	122 20
L. J. Casault, chief messenger.....	900 00
J. H. Dunlop, messenger.....	700 00
Thomas Lynton, messenger.....	500 00
A. Beaudry, messenger, at the rate of \$390 a year from 1st January to 30th June, and \$420 a year from 1st July to 31st December.....	405 00
	<u>\$16,352 20</u>

Extra Clerks.

Faucher de St. Maurice, employed during Session of Parliament preparing catalogue of American History, 155 days at \$4.....	\$ 620 00
Lucien Bance, employed during Session of Parliament 156 days at \$4.....	624 00
	<u>\$ 1,244 00</u>

Sessional Messengers.

Joseph Lafontaine, 155 days at \$2.50.....	\$ 387 50
Ralph J. Smith, 155 days at \$2.50.....	387 50
	<u>\$ 775 00</u>
Total.....	<u>\$18,371 20</u>

SALARIES OF THE OFFICERS OF THE LIBRARY OF PARLIAMENT DURING THE YEAR 1886.

A. D. DeCelles, General Librarian	\$ 3,000 00
M. J. Griffin, Parliamentary Librarian	3,000 00
A. H. Todd, first class clerk, at the rate of \$1,600 a year from 1st January to 30th June, and \$1,650 a year from 1st July to 31st December	1,625 00
James Fletcher, first class clerk, at the rate of \$1,400 a year from 1st January to 30th June, and \$1,450 a year from 1st July to 31st December	1,425 00
L. P. Sylvain, second class clerk, at the rate of \$1,100 a year from 1st January to 30th June, and \$1,150 a year from 1st July to 31st December	1,125 00
M. C. MacCormac, second class clerk	1,100 00
E. S. Thayne, third class clerk	1,000 00
John Smith, third class clerk	1,000 00
F. A. Gordon, third class clerk	400 00
L. J. Casault, chief messenger	900 00
J. H. Dunlop, messenger	700 00
J. M. Rattey, messenger	700 00
Thomas Lynton, messenger	500 00
	<u>\$16,475 00</u>

Sessional Messenger.

Norman Mitchell	\$ 250 00
	<u>\$ 16,725 00</u>

SALARIES OF THE REGULAR STAFF OF THE LIBRARY OF PARLIAMENT DURING THE LAST HALF
OF THE YEAR 1882.

Alpheus Todd, Librarian	\$3,200 00
A. D. DeCelles, Assistant Librarian	2,400 00
A. Laperrière, clerk	1,800 00
A. H. Todd, clerk	1,350 00
James Fletcher, clerk	1,050 00
James Campbell, clerk	1,050 00
L. P. Sylvain, clerk	950 00
E. S. Thayne, clerk	800 00
L. J. Casault, chief messenger	850 00
J. H. Dunlop, messenger	700 00
J. W. Ryan, messenger	700 00
J. W. Rattey, messenger	700 00
W. Ternent, messenger	600 00
	<u>\$16,150 00</u>

There is no record in the Library of the salaries paid in 1882, except the "stubs" of an old cheque book, commencing 1st August, 1882, from which I have compiled the above.

I may add my opinion that a deputy minister requiring scientific or technical qualifications should be chosen by the Minister with great care, and that the possession by the candidate of proper certificates from scientific bodies, or bodies having the power to grant such certificates, should be deemed evidence of such qualifications. I would not, for instance, take the average man and make him Chief Engineer of Railways, or

the average politician and make him Minister of Finance or Minister of Justice. In these cases, it is of course necessary to choose men for their professional qualifications.

4924. Take the case of a commission nominating twenty men who are subjected to an examination to test their fitness, followed by probation, can you suggest anything better than that?—That is a departure from the view laid down in my memorandum. I speak entirely with the reference to the necessity on the part of the Minister of retaining all the patronage and power he can in his own hands. In the case suggested the Minister would save himself much trouble by making a nomination of one man, without wasting the time of nineteen others in examination.

4925. Do you not suppose that even in the case of a Minister having a dozen applications, it would be desirable that there should be an impartial board to which they could send them?—Personally, I do not think so, but the Minister might. A man who is a Minister is supposed to be a man of some strength of will and determination of character; he should be in a position to choose whom he thinks would be best for the position.

4926. A Minister holds a public trust, which he administers for the public good?—Yes, in the first place for the public good, and next for the benefit of his party, and I may add, thirdly for the benefit of his purely personal following.

4927. And he should appoint the man best fitted for the position?—Yes.

4928. And what objection is there to a system that would enable to select the best man out of a dozen?—I would say that if I were a Minister I would prefer the other plan. I would, of course, assume it to be my duty, before appointing a man to an office, to obtain, through confidential sources or otherwise, some idea of his ability to fill the office. I would not appoint him if he were a bad character or an ignorant man; but character and knowledge being taken for granted, if he had rendered important services to me personally and my party, I would then think he was fitted to discharge the duties of the office.

4928½. How can you explain the fact that so many political appointments have been inferior—in some cases men being appointed to office who could hardly read?—Of course this is a gross violation of the first duty of any public man. But I think I should safely challenge, on the whole, an examination of the appointments to the public service since Confederation, most of which have been made for political or quasi-political reasons. I think the Civil Service of Canada for the last twenty-five years would fairly compare with that of any country in the world.

4929. Do you not think the service as good as it is because Ministers have sought the best men they could get, irrespective of political influence?—I cannot speak of the considerations that may have influenced Ministers, but I believe that the great mass of the appointments to the Civil Service have been made for personal or political reasons. I think some of the most conspicuous and useful officers in the public service at Ottawa to-day, the men who have most notoriously been striving for efficiency and economy in the service, are men who have been appointed for political reasons.

4930. Your idea is that a Minister administers his department?—My idea is that the Minister ought to administer the department, when, as in Canada, the departments are so small.

4931. That is contrary to the system in England, where the Minister lays down the policy, and the secretary administers the department?—We have not in this country an officer corresponding to the under-secretary in England. The under-secretary is a political officer.

4932. In each department in England there is a permanent under-secretary as well as a political one?—That is true. I should doubt, however, that his control of the department is free from the authority and influence of the Minister.

4933. Do you not think it would be better if the deputy had the administration of the department, and the Minister confined himself to the dictation of matters of policy?—In a country like this, having a federal system and a great variety of interests, I would hesitate to place the power of patronage in the hands of deputy ministers.

4934. We do not mean that the deputy should have the power of patronage?—I have no experience of the administration of large departments.

1935. You must admit that in England there is no apparent tendency as yet to go back to the old system of patronage as against the merit system?—No doubt it is hardly possible to go back to the old system now. At the same time I am not prepared to admit the success of the competitive system. The men having the control of it naturally endeavour to extend their area of authority.

1936. You know that the competitive system is gradually extending, simply on its merits, by virtue of meeting public approval?—I would not be prepared to admit that without further examination. As the system is more and more extended you will notice that it extends more and more the discontent.

1937. That is among the service, but the people of England themselves are gaining more confidence in it from year to year?—That is quite possible. It is increasing also under protest from men of more or less authority, especially in the educational world, on the ground that the system of competitive examination has to a certain extent altered the system of education in England—that the system of education has been gradually turned into a machine to prepare youths to pass the Civil Service Examinations, and in the nature of things there are many men who do not consider that to be a good thing.

1938. Was not that protest rather against the system of education that now prevails, of which the Civil Service examination is an incident? Was it not a protest against too much cramming?—Yes.

1939. Is it or is it not a fact that young men from the public schools have been generally most successful in the examinations?—I have not followed the examinations to that extent.

1940. And is it not also a fact that the young men who have passed the Civil Service Examinations most successfully have not entered the service, but have obtained high positions outside?—I fancy that is true.

1941. Frankly, you look on the Civil Service as a reward for political services?—That is putting it very baldly. I limit my views about ministerial control to officers of the first rank. My meaning is, simply that, no system being perfect, you will get as efficient officers when the choice is made by Ministers acting with ordinary propriety, as you will after a competitive examination; and I am disposed to think you will get a more loyal and trustworthy service, with more interest in public affairs and more in touch with the public feeling.

1942. The consequence would be that after a time, when the opposition party came into power, there would be a fight to put out one set of men and to put others in?—Not at all.

1943. It has come to that in the United States?—In the United States they are not limited as we are by a Civil Service Act. The extent to which political changes are made in the United States is much exaggerated, I think. I do not think that after the Liberal party came into power in 1874, there were many dismissals from the public service, except those in Prince Edward Island who may have been appointed irregularly and improperly. When the Conservative party came into power in 1878, I do not remember any cases of dismissal that raised any cry or agitation. In England, the system adopted there in 1854, was adopted in the face of a large body of protest.

1944. That would naturally come from the fact that until then the public offices were occupied largely by the aristocracy and the upper middle class, while the competitive examinations opened the Civil Service to the whole country?—In opening it to the whole country, you do not necessarily raise the character of the service.

1945. If the competitive system has won its way in England it has won it in spite of all these adverse conditions to which you allude?—England is a different country from Canada, and the influences that go to make the Civil Service aristocratic are as active as they were before.

1946. The reports show that the large body of those who pass the examinations are the sons of tradesmen and not the sons of the nobility. You know this to be the fact, that the London and Westminster Bank, the Bank of England, the railways and the clearing houses and other establishments, have followed the Government in establishing competitive examinations for their own appointments?—I dare say it saves them a good deal of trouble.

4947. And gets the best men?—I do not think they can get any better men than they could by selecting.

4948. Are you not aware that the very fact of a man being in the Civil Service before 1854, was a bar to his getting employment outside of the service, and that the new system has so changed matters that now men in the service are sought out for appointments outside?—I have not heard of that. I have not seen any evidence yet to prove that business men go into the public service to seek persons for employment.

4949. Will you please explain how books are bought for the library? Do you and your colleague give the orders conjointly?—No. I select all the English books and blue books, works on political economy, etc., and Mr. DeCelles looks after the French books and what are technically called the 'Americana.'

4950. What arrangements have you in regard to the purchase of books?—We have the usual trade arrangements. I have an agent who buys books on the usual trade discount of 25 per cent. He sends us out books, gets them bound, selects books from catalogues, and performs other services, for which he charges us 5 per cent on all purchases. In the United States, the discount varies from 25 to 33½ per cent, according to the class of books. On the lighter literature we get 33½ per cent; but on books of a better character, such as biography and history, I think the discount is 25 per cent. I may add that in the accounts of the library, we have two systems of audit: that is, we have two audits, one by the Auditor General from week to week and the other by a Parliamentary Committee, which attends very strictly to its duties. In our accounts there are two columns, one showing the publisher's price, and the other the trade discount; and it is possible, by reference to the advertisements, to ascertain whether the price of a given book has been correctly charged.

4951. You are acquainted with Eaton's work on the Civil Service in Great Britain?—Yes; it is some years since I have read it.

4952. You know the opportunities he had to make enquiries before he wrote his book?—Yes.

4953. We find in it the following remarks:—"In 1854 an English officer of great experience used this language: 'I am assured that the fact of previous service in the Government offices has, in reality, operated as a powerful objection to candidates for employment in commercial houses. * * * It would be practicable to reverse the present general condition of the Civil Service, and to make the fact of service in a public office a recommendation not only for any social standing but for efficiency.' And after six years' experience of competition, another officer made this prediction: 'I have no doubt that private persons will find it for their interest by and bye to institute competitions of this kind in order that they may get the best clerks; indeed, very large numbers of public and private persons, merchants, bankers, directors of railroads, and managers of public companies have signed a declaration approving of the scheme of examination.' * * * These anticipations have already been fully realized. Not only has the Government been much troubled by reason of private persons and corporations endeavouring to get away the superior men and women which the new system has brought into the public service, but the Civil Service Commission has been compelled to refuse the applications of persons who, for private ends, have sought the honour and advantage of an examination before it. Nor is this all; for large corporations, whose employees are too numerous for intelligent, personal selection, have adopted the methods of examination and competition, which the success of the Government has commended to their attention. For example, the great London printing house of Spottiswoode instituted examinations for its clerks as early as 1854. The Bank of England has not only established a system of examination for clerkships, but it has found its advantage in a gradual increase of salary and in a superannuation allowance on retirement, according to fixed regulations, in close analogy to those which prevail in the public service. The Railway Clearing House, employing nearly fifteen hundred clerks, has examinations for their admission (so rigid that sometimes fourteen out of fifteen applicants have been rejected at a single trial) and a system of competition for promotion to the higher grades; and to these it has added a superannuation fund and a savings bank, in aid of both economy and

efficiency in its clerical force. The London and Westminster Bank, employing about four hundred and fifty clerks, has adopted competition for admission to its employment; and, abandoning favouritism, it has also established a regular system of promotion for merit; and, like many other great establishments, it has found its profit in graded salaries and retiring allowances." You have no reason to doubt that Mr. Eaton made sufficient enquiries before making this statement?—I have no doubt of its correctness, but I do not see the force of his argument, because, even admitting that all he states is true, the number is small compared with that of the financial institutions that have not adopted that system, but still maintain the ordinary business method of appointment.

4954. But business houses are not subjected to the same influences in appointments as the Government?—Yes, there are a great variety of influences brought to bear in connection with appointments in railway companies, banks and other large institutions—social influence, financial influence, the influence of directors, the influence of stockholders.

4955. Not quite so direct as political influence?—I think quite as much. I am quite sure that the influence of bank directors and bank shareholders and the private friends of bankers and others in the appointment of young men is very great. I am not prepared to accept the pessimistic view of political influence.

4956. Have you had the practical experience of the working of any department?—Not a large department. I have had experience of the working of the public service for many years. There is no department at Ottawa, where I have not been on confidential terms with the Minister, not only on the conservative side, but in some instances on the other side; and I can only express my belief that any man showing sufficient ability and influence to be useful to a Minister or a party has *prima facie* sufficient knowledge and skill to be worthy of appointment to the public service in a great many cases—not necessarily, of course, in those places requiring technical knowledge.

4957. What are the rules of the library in regard to sending books to persons in different parts of the country?—Any Member of Parliament who wishes to obtain a book from the Library for his own personal use, writes to the Librarian and asks him to send such book.

4958. You have rules?—Yes, very strict rules, and we keep them as strictly as possible. We have printed rules, and we have also many which are not printed. There are certain lines which we draw very strictly in regard to sending books out to Members. For instance, we do not send copies of Imperial Blue Books, of which we have not duplicates; nor do we send illustrated books or books of reference; we do not send law books, as a rule, nor a certain class of books which, though necessarily kept in a library, are not permitted, on grounds of morality, to be taken out. If a Member wants a book merely for a constituent or a friend, it is invariably refused; but anything that a Member wants in reason we send.

4959. What rule do you follow in regard to lending books to the people of Ottawa?—They are lent, under strict limitations, on the recommendation of a Minister or a Member. We have stopped the circulation of fiction altogether, and we never lend illustrated books or books of reference or any work that we consider of special value.

4960. We suppose some of the books are lost occasionally?—Not many. In the last five years we have lost a very small percentage.

4961. What do you do when they are lost?—We have no power to enforce the payment of the cost. If a man explains that he has lost a book, we simply strike it off his account, and get another copy.

Mr. ALFRED D. DECELLES, Parliamentary Librarian, was examined :

4962. You are one of the Joint Librarians of Parliament?—Yes.

4963. You are also one of the Civil Service Examiners?—Yes.

4964. You have prepared a statement in answer to the questions submitted to you?—Yes. My statement is as follows :

LIBRARY OF PARLIAMENT,
OTTAWA, 5th January, 1892.

To the Civil Service Commission,

GENTLEMEN :—I have examined the series of questions submitted to me, and in compliance with the request of your Secretary that I should answer them, I have the honour to say that, but few of them bear on the Library of Parliament, on account of the particular nature of this department, having only a staff of seven clerks, whose duties are of a special nature.

This being the case, it would perhaps be better for me to indicate the changes, which, if carried out, would in my opinion improve the working of this department.

The Library of Parliament, which was first established as an adjunct to both Houses, has outgrown its primitive destination and has become with time practically a national library. It originally contained only such books as were considered useful to Members of Parliament, but to-day, its different sections are well supplied with works bearing on all branches of human knowledge.

It is obvious that all clerks connected with this department should possess qualifications above the ordinary requirements of the Civil Service. Clerks in the Library should be able not only to hand the books asked for by the public, but also in a position to supply information, to advise and to direct members and students in their researches, whether the subject be history, science or law.

To attain this object, all appointments to this department should be preceded by an extended examination, unless the candidate can furnish a B. A. Certificate. As a matter of course, the entrance salary should be raised. In 1881, when the Library staff was under the control of the Speakers and Joint Committee of both Houses, a resolution was passed by Parliament fixing at \$800 the salary of junior clerks, but when this department was placed under the direct control of the Privy Council, the scale of salaries of the Civil Service and classification (with one exception) was substituted to the scale determined by the Library Committee. I think it would be wise to revert to the old system.

In introducing the Civil Service classification, no first class clerkship was created presumably, because the staff was very small, but it seems to me that it would be desirable to create a first class clerkship in the Library in order to give our clerks the same chances of promotion which exist in the Civil Service.

Competitive Examination.

Sec. 10.—Being one of the Civil Service Examiners, I have given a good deal of attention to the question of competitive examinations. I do not think that competition will secure the best men for the service. It would bring to the front young men fresh from school, who when put to practical work, would be found deficient. I have consulted gentlemen at the head of important departments and they have all agreed on this point: that employees theoretically best qualified were the worst at practice. I remember that the Collector of Inland Revenue at Montreal, told me that clerks having secured the highest number of marks, had been sent there on trial, and could not fulfil the duties as well as ordinary clerks. Besides, it is very doubtful whether, in a given case, the candidate scoring the highest number of marks would be the best man. The nature of the duties must be considered. Suppose that in a certain department, a clerk is required to do special work as correspondent, or to draft reports. On looking over the list of candidates, we find A and B, the former having secured more marks, should get the appointment, but on looking over the scores, it is evident that B would have been the fitter man.

	A	B
Writing.....	90	60
Grammar.....	75	90
Composition.....	60	90
History.....	75	80
Arithmetic.....	100	45
Geography.....	80	85
Orthography.....	100	100
	580	550

It is evident that in this case, the candidate having the best score in grammar, composition, history and geography would be better qualified for the position.

In several instances, I have been requested by Ministers and deputy heads to point out to them the candidates most eligible for a given employment; I selected them by consulting their record, having in view the nature of the work to be required from them.

Complaints have been made against the large number of men, who have passed the Civil Service Examination. I see no remedy to this state of things. Still, if the Government would indicate in advance the probable number of vacancies to be filled, both in the inside and outside services, it would have the effect to check, to some extent, the zeal of those who are under the impression that there is an unlimited number of situations in the gift of the Government.

It would not be fair to omit here an important statement. It is this: that Ottawa contributes to swell the list of candidates more than any other city in the Dominion. Two years ago, the number of successful Ottawa candidates almost equalled that of all the other cities of the Dominion taken together.

Superannuation.

The law governing superannuation of civil servants, seems to require reform. The pension fund is made up of a certain sum contributed by the Government and of abatements on the salaries of public officers to the amount of $2\frac{1}{2}$ per cent. It exists to the exclusive benefit of those who have long enough in the service to be placed on the retired list either on account of disabilities resulting from sickness or from old age. It seems unjust that one should be called on to contribute fourteen, fifteen or thirty years to the fund without any advantage to himself or family, if he should die on duty. A case in point is that of the late librarian, Mr. Todd, who died in the service after having contributed to the fund from its introduction. Many other cases of similar nature can be found. On the other hand, employees are sometimes pensioned after a few years' service and live for the remainder of their days on that fund.

It has been said that the very same law exists in England; yes, but with this very important difference: That in England the Government pays the whole amount of the fund, and can therefore dispose of it as they think fit.

If the employees were made to contribute $4\frac{1}{2}$ per cent to the fund, so as to ensure, in case of their demise while in the service, a certain sum to their families, a serious objection against the present law would be removed. It is impossible in a paper of this kind to give the subject all the consideration it deserves.

Library Expenditure.

The expenditure in the Library was as follows in 1882 and 1891:—

	Salaries.
1882.....	\$16,150 00
1891.....	16,352 00

Two clerks being added to the staff in 1885.

The illness of one of the clerks necessitated the employment of an extra clerk during the last session. A second extra clerk was also employed during the same period to compile the American catalogue.

I have the honour to be, Gentlemen,

Your obedient servant,

(Sgd) A. D. DECELLES,

General Librarian of Parliament.

4965. You do not approve of competitive examinations?—No. Of course, they would have the effect of checking a large number of the candidates, but I do not think the country would be prepared to accept that system, with our seven provinces, and our differences of race and religion, each section claiming its share of the patronage. I think it would be very difficult to introduce the system.

4966. You disapprove of the system because of the extent of the Dominion?—Yes, and also because I do not think it would always bring in the best men, and most qualified.

4967. But as a rule, all things being equal, are you of opinion that the young men who pass before you as an examiner, and who receive certificates, are about as fair a class to be appointed in the Civil Service as those nominated by the old plan of political influence?—I think so. I think the present system is better than what existed formerly, because there was then no examination at all.

4968. You believe in examinations to some extent?—I believe in entrance examinations to test the fitness of candidates seeking government situations.

4969. Is it not a fact, even in the case of these examinations which you hold, that many people try time and again before they succeed?—Yes, I have seen candidates come before the Board as many as four times. At every examination we have dozens of candidates coming up again who failed in one or all subjects at previous examinations.

4970. Are these candidates who try repeatedly, employed as temporary clerks?—Some of them have been; others, the larger number, are trying to be qualified to get in.

4971. Are they employed temporarily until they do pass?—A few have been employed to my knowledge.

4972. Then there is a hiatus of about a month, and they can come up at the next examination?—They can come up at the next examination.

4973. What percentage of candidates come up a second time?—In the whole list of candidates about 50 per cent succeed, and out of the 50 per cent that fail, there would not be more than 6 per cent that come again. I may remark that a good many of the candidates who come for examination do not intend to enter the Civil Service, but come in order to obtain a certificate. For example, the School of Dentistry of Ontario require their candidates to pass our examination.

4974. You are aware that your examinations open to the candidates doors that would otherwise be shut, even in the commercial world?—Yes.

4975. Have you any reason to suppose that the 6 per cent of those who fail are employed in the public service?—I am not aware of that.

4976. You generally hold the Civil Service Examinations in Montreal?—I have not done so for the last few years, because it interfered with my duties in the Library. I have not been in Montreal for the last five years for that purpose.

4977. Does much copying prevail in the examinations?—There were a few cases. At the last examinations held last November there were two cases, one in Ottawa, and one in Montreal.

4978. You have had some cases of personation also?—Yes, two cases of personation.

4979. We suppose, now that you have seen these things done, you will try to get identification?—Those who tried personation were found out. It is very hard to detect personation when the examination opens, because the examiner or sub-examiner does not know the candidates personally; but it is generally found out by comparing the writing, or by some of the candidates informing the examiners.

4980. Candidates can select the examination in their own language?—Yes.

4981. So that a French-Canadian can be examined in French?—Yes.

4982. Must he know English too?—It is not necessary.

4983. You have the superintendence, we presume, of the translation papers from English into French?—Yes.

4984. Is due precaution taken that these papers are kept secret while being printed?—Yes, we take all the precautions at our disposal. Of course, every year we ask the proper authorities to have more stringent precautions taken because there were two or three cases in which the papers were taken out of the printing office.

4985. Has there been any difficulty during the process of translation?—No. It is not the same translation that is given to the English and to the French candidates. We take two different papers.

4986. In the case of a promotion examination, when there is an English deputy and a French-Canadian clerk, the papers set by the deputy on the duties of the office go to you for translation, do they not?—Yes.

4987. And they are kept under your control until the candidate appears for examination?—As soon as the translation is completed, I hand it to the Secretary, Mr. LeSueur.

4988. You have no reason to believe that any of these papers have got out in the interim before the examination?—No. We have always taken the greatest precaution to prevent that.

4989. During the process of printing, certain papers have got out?—Yes. We have asked the Queen's Printer, as the best means of preventing a re-occurrence of that, to have a few cases sent over to our office, so as to have the printing done there. But the department could not consent to that; so, in the case of the last examination, we sent Mr. LeSueur's assistant to the printing office, where he remained while the type were set up and while the papers were printed. He remained there to read the proofs and to count the number of papers struck off; and as soon as they were printed he had them packed up and sent to Mr. LeSueur, so that we had no reason to suspect that the papers were sent out this year. Some of the printers sold the examination papers, although every effort was made in the department to prevent them. One took an impression on his shirt cuff. Others tried to remember them and write them out afterwards.

4990. Do you know what process is adopted in England to maintain the secrecy of the examination papers?—No. In France I think a large number of questions are prepared, and the examiners do not use them all. These questions are placed in a box before the candidates, and a certain number of questions are there and then drawn out.

4991. You buy a certain portion of the books in the Library?—Yes, my duty is to buy all old books on the history of Canada and the history of America, and all the French books in the Library.

4992. Do you get a discount on your purchases?—On the old books we do not, but on ordinary books we get from 15 to 20 per cent discount. We pay our agents 7½ per cent commission.

4993. How is the choice of books made that are to be bought? Is it left entirely to the librarians?—Entirely; during Mr. Todd's time several Senators and Members objected to this mode of selection, although I think he made the best selection that could be made. One year it was suggested that catalogues should be sent to them for the purpose of advising him in his work; but it was found out that all works indicated by these Members had already been bought by Mr. Todd. Since then the selection has been left entirely to the Librarians. The way I proceed is this; I get catalogues of books and I read the reviews of the different works in the magazines, and in this way I learn what books are of such value as to be worth purchasing.

4994. What kind of reviews do you refer to?—There are several periodicals that make a specialty of reviewing and criticizing books, such as the *Athenæum* and the *Academy*, the *Polybiblion*, *La Bibliographie*. It is easy to distinguish between a puff or advertisement and a serious review. Then, the name of the author is a good guide. Our rules limit us to one copy of each work, except in the case of Canadian publications, of which we can buy two copies. This is a wise rule, because the moment an author publishes a work in Canada he expects the Library to buy fifty or a hundred copies of his work.

FRIDAY, 22nd January, 1892.

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

4995. In your last examination you stated that there were other points which you would like to notice ?—Yes ; more especially with reference to my own department.

1st. Each department should attend to and complete in all respects the business which has been assigned to it, and the department should assume the responsibility and not leave it to be done piecemeal in the several departments, occasioning thereby great delay and inconvenience.

2nd. All payments by departments should be made by cheques, as far as possible, as I am opposed to the handling of cash in my department. Such cheques should be signed by the deputy head or some other officer appointed by Order in Council as a substitute for him ; and another officer whose duty it should be to ascertain the correctness of the accounts. This necessarily means the abolition of certificates. The deputy should not be laid open to certify to anything which may not at all times be true.

3rd. If the Civil Service Act should be retained in its present form, I would suggest the following changes :—

Section 47, requiring temporary clerks to present themselves for examination, should be amended by inserting at the end of the first subsection the words " if the department so determines."

I would further suggest an amendment concerning the salary paid to temporary messengers, which should be limited to a sum no greater than the maximum paid to a permanent messenger, instead of limiting it to \$400, as at present. Temporary messengers should be only required to pass such an examination as the department determines also.

4th. In my various answers to the questions placed before me, I have made no allusion to the confidential character of the Privy Council work, which is all of an exceptionally confidential nature. And this consideration should have great weight in dealing with the Privy Council Office.

4996. You think it should be optional with the department to decide whether temporary clerks should go up for examination or not ?—Yes ; because in my office there are men thirty-five or forty years of age who are first-rate officers, and I would not wish to be obliged to put them out if they failed to pass the examination.

4997. Is it not better to adhere to a good system instead of changing the system in order to make provision for certain individual cases ?—You know my views. I would wipe out the Civil Service Act, and build up a good Act from it. It is possible legally to get over that Act by dismissing a man who fails to pass the examination, and in a few days afterwards employing him anew. A temporary messenger should only be required to pass such an examination as the department determines, because a messenger needs to be a reliable man rather than a man of attainments.

4998. Have you said anything about the employment and classification of technical officers ?—I do not think so.

4999. What is your view on the subject ?—I consider that a permanent technical or professional man should be appointed by the Governor in Council, and that the employment of a temporary technical man should be determined by the Civil Service Board such as I suggested. I make that distinction. What I say in regard to requiring temporary clerks to present themselves for examination, I say in view of the retention of the present Civil Service Act. My remarks would not be at all applicable to a new system such as I think ought to be inaugurated. I am opposed to extra remuneration of every kind, even to the special votes by Parliament for any services rendered, with the exception of what may be authorized by special statutes or by the Civil Service Act.

Mr. H. H. BAILEY was re-called and examined :—

5000. Have you prepared your statement, showing the number of clerks in the Patent Office, their duties, etc ?—I have, and I submit the statement. The figures I got

from the clerks themselves. In the Patent Office there are no divisions, strictly speaking, but there are separate rooms, each with a first class clerk or some other clerk in charge, and half a dozen men under him. That is called a division.

STATEMENT SHOWING NAMES, DUTIES, RANK, YEARS IN SERVICE, AND SALARIES OF PATENT OFFICE EMPLOYEES.

Room No. 1.—1. R. Pope, Deputy Commissioner.

Room No. 2.—2. J. F. Dionne, Chief of Correspondence. First class clerk ; 24 years in the service, \$1,800.

3. A. Lévesque, registering all actions, and indexing patent cases. Second class clerk ; 17 years in service, \$1,200.

4. J. W. D. Verner, endorsing applications for patents, and classifying for examiners. Third class clerk ; 10 years in service, \$950.

5. J. W. Walsh, endorsing general correspondence, etc., for examiners. Third class clerk ; 10 years in service, \$550.

6. W. O. Tremblay, assorting amended mail and acknowledging documents. Third class clerk ; 11 years in service, \$780.

7. L. C. J. Veilleux, assistant to No. 6 and No. 3. Third class clerk ; 7 years in service, \$450.

8. Mrs. Bowden, assistant to No. 2, and in his absence does his duties. Extra clerk ; 7 years in service, \$547.50.

9. Miss H. Hamilton, index and note correspondence. Extra clerk ; 1 year in service, \$400.

10. Miss F. S. Armstrong, copying reports of examiners and other copying. Extra clerk ; 1 year in service, \$400.

Room No. 3.—11. W. J. Lynch, Cashier for Patent Office. First class clerk ; 25 years in service, \$1,550.

12. J. Gleason, assistant to No. 11. Extra clerk ; 3 years in service, \$365.

Room No. 4.—13. J. H. Lyster, registrar of assignments of patents. Second class clerk ; 13 years in service, \$1,100.

Room No. 5.—14. H. Casgrain, examiner of caveats. First class clerk ; 31 years in service, \$1,800.

Room No. 6.—15. W. Hanright, chief of comparing duplicate applications and examining if in form. Third class clerk ; 10 years in service, \$950.

16. E. Copping, assistant to No. 15. Third class clerk ; 7 years in service, \$950.

17. G. Bourret, assistant to No. 15. Extra clerk ; 8 years in service, \$547.50.

18. V. Doran, assistant to N. 15. Extra clerk ; 1 year in service, \$365.

19. —. Boissonneault, mails the Patent Office Record monthly. Extra clerk, \$456.25.

Room No. 7.—20. D. Routhier, chief of this room and care of all original patents. First class clerk ; 31 years in service, \$1,500.

21. A. Taché, making Patent Record and translating titles of inventions. Third class clerk ; 12 years in service, \$900.

22. Miss Reiffenstein, clerk of indexes of patents. Third class clerk ; 11 years in service, \$700.

23. J. Morrison, making out patent deeds and general work. Third class clerk ; 10 years in service, \$780.

24. F. Desjardins, photographer and blue print copyist. Third class clerk ; 11 years in service, \$700.

25. H. Ross, the same as No. 23. Extra clerk ; 20 years in service, \$912.50.

26. M. Casey, proof corrector, Patent Record. Extra clerk ; 9 years in service, \$730.

27. Miss Dorion, copying. Extra clerk ; 10 years in service, \$547.50.
 28. Miss Morency, copying. Extra clerk ; 8 years in service, \$456.25.
 29. C. Judd, copying and comparing. Extra clerk ; 1 year in service, \$400.
 30. T. B. Bassett, copying and comparing. Extra clerk ; 1 year in service, \$547.50.
 31. J. Kilgallion, copying and comparing. Extra clerk ; 1 year in service, \$400.
 Room No. 8.—32. T. McCabe, examiner of patents, first class clerk ; 19 years in service, \$1,400.
 Room No. 9.—33. H. H. Bailey, examiner of patents, first class clerk ; 7 years in service, \$1,400.
 Room No. 10.—34. A. E. Caron, examiner of patents, third class clerk ; 6 years in service, \$700.
 Room No. 11.—35. T. H. Morgan, model receiver and examiner. Extra clerk ; 3 years in service, \$600
 36. E. Armstrong, care of secret models and repairer. Extra clerk ; 1 year in service, \$456.25.
 Room No. 12.—37. J. Thomson, care of model rooms. Extra : 9 years in service, \$600.
 38. D. Côté, messenger. 10 years in service, \$500.
 37 persons, not counting Deputy Commissioner.

PATENT OFFICE—PRESENT SYSTEM AND PROPOSED SYSTEM.

Present System.—The regular course of travel of an application for a patent.

1. To cashier.
2. To Verner, to endorse.
3. To Levêque, to enter in record book.
4. To Hanright, to compare.
5. To Dionne, to note action to be taken.
6. To Tremblay, to acknowledge and send receipt for fee.
7. To Walsh, to attach.
8. To Levêque, to note action in record book.
9. To Walsh, to classify for examiners, and charge to each examiner.
10. To examiners, respectively.
11. To Walsh, to check off examiners' books.
12. To Casgrain, for caveat examination.
13. To Levêque, to ascertain if model received.
14. To Morgan, to compare with model.
15. To Walsh, to note "Patent, May Issue."
16. To Deputy Commissioner to sign.
17. To Levêque, to note allowance in receipt book.
18. To Routhier, to be engrossed and indexed.
19. To Minister of Agriculture to sign.
20. To Deputy Commissioner to sign.
21. To Routhier, to number.
22. To Bowden, for mailing.
23. To Levêque, to note, "Mailed to applicant."
24. To Taché, one copy for preparation for *Patent Record*.
25. To Routhier, for filing for future use or reference.

Proposed New System.—The regular course of travel of an application for a patent.

1. To cashier and receipt for fees.
2. To endorse, attach and check off to examiners, respectively.
3. To examiners, respectively.
4. To Walsh, to check out of respective books.
5. To Routhier, to index and prepare for printer.
6. To return from printer to Routhier.

7. To Commissioner or Deputy Commissioner for signature.

8. To Routhier, to number and mail.

Remarks.—The general correspondence room will take care of the general business. Reports of the examiners of patents will be signed by the Deputy Commissioner, and be mailed in the general correspondence room. All of the minor details are simple and thoroughly practical. Number of persons, 22.

5001. Do you mean to say that every patent application has to pass through this channel?—Yes, every patent—that is, provided the application is in perfect form when it comes to the office. If it is found imperfect at any point it has to go back to the applicant, and when it returns it has to go through the same routine again. In the proposed system I reduce the process to nine.

5002. How many clerks would be required for that?—I do not recommend that that should be done immediately, because under this new system there is no question that the receipts from applications would be doubled, and with the same force or nearly the same force as at present. For the business we are doing at present I estimate that 22 clerks would be required instead of 37; and in that estimate I make allowance for doubling the number of examiners. That is the weak part of the whole system at present, because three examiners have to do all the business which this routine leads up to, much of which is perfectly useless and would not be allowed in any business establishment. I submit also a statement showing the cost of obtaining a patent in Canada under the present system, what the cost would be under the proposed system and the cost in the United States.

Cost of Obtaining a Patent.

Present system in Canada:—

1st. With application.....	\$20 00
2nd. Term of 5 years.....	20 00
3rd. Term of 5 years.....	20 00
Patent 15 years.....	<u>\$ 60 00</u>

Disclaimer.....	\$ 2 00
Re-issuer, for each unexpired year.....	4 00
Caveat.....	5 00
Copy of patent (very expensive),.....	
Certified copy for seal.....	4 00
Applications rejected, return.....	10 00
Models furnished unless specially dispensed with.	

Proposed system in Canada:—

With application.....	\$25 00
Patent, 17 years.....	<u>25 00</u>
Disclaimer.....	00
Reissue.....	25 00
Caveat.....	5 00
Copy of Patent (in print).....	25

Out of printed cost.

Certified copy for seal.....	2 00
Applications rejected, return.....	<u>15 00</u>

Models dispensed with unless specially called for.

United States Sytem:—

With application.....	\$15 00
After allowance.....	20 00
Patent, 17 years.....	35 00
Disclaimer.....	10 00
Reissue.....	30 00
Caveat.....	10 00
Copy of patent (in print).....	25
Application rejected, return.....	00

Models dispensed with unless specially called for.

Remarks.—The proposed changes in the Patent laws and fees I am prepared to back up with sound reasoning. I may say here that I have thoroughly thrashed out every change proposed with some of our best solicitors of patents. One solicitor of about thirty years' standing said, "If the Civil Service Commission can cause these changes to be made, they will earn the gratitude of the country, of the Government, and of the patent solicitors. Yes, and of all the inventors, too." Another prominent solicitor said that it would take about one year to thoroughly advertise, and the second year would see the receipts of the office nearly, if not fully doubled. A copy of patent obtained from the Canadian Patent Office sometimes costs large sums, varying according to the number of pages, and number of drawings. Our provision, calling for a model in every case, imposes a very heavy expense upon inventors. It is only once in a great while, when a model costs an immense sum of money, that it is dispensed with.

5003. Would there be any objection to making the fee for a patent \$35, as in the United States? It is a big jump from \$60 down to \$25?—At present we charge \$20 for five years, and most of the applications stop there.

5004. What objection have you against the fee of \$35, as in the United States?—We would not get so many applications and consequently the revenue would not be as great. Even at \$25, we would add about \$16,000 to the revenue on the present business alone. The solicitors with whom I consulted, and myself, went carefully into the question in regard to its effects on inventors, on solicitors, and on the Patent Office, and our conclusion was that \$25 was enough. In the United States patent reports, published weekly, the drawings are printed on the same page as the claims, so that both are found together, instead of being separated and the drawings put at the back, as in our Patent Record. The Auditor General's report for 1889-90, page B—170, shows that the printing of 1,103 copies of 3,727 patents cost \$16,369.43, or about \$4.40 for each patent printed. The United States *Official Gazette* for 1890, page 8, shows that the printing of 7,000 copies of 26,292 patents cost \$156,503, or about \$6 for each patent printed; and for this sum the whole specification is printed as well as single copies of each patent, with the drawings all complete; thus avoiding the necessity of a large body of clerks, copyists, comparers, &c., such as we have in the Patent Office here. These single copies of patent are sold to the public at 25 cents each; coupons are also sold at the rate of 10 for \$1.00, each coupon being good for a copy of a patent, which brings the price down to 10 cents each. For the \$6 they print a book with the claims alone, the single patents, giving the specifications and drawings complete, and all the patents with specifications and drawings in book form for reference. In Canada only the claims are printed in the Patent Record. We do not print the specifications. If a man wants a complete copy of a patent it has to be copied by hand, and he is charged 50 cents for the first page and 25 cents for each subsequent page. I tried to get an estimate from a printer of the cost of printing patents here in the same way as they are printed in the United States, and with the same quality of paper. He said he would not give me a minimum figure, but he would give me a figure which would not be exceeded; and his figure for printing each patent, with the specifications and drawings complete, was \$5 each, which is only 50 cents more than the present average cost, while at the same time

a great deal of the present routine in the office would be done away with. He finally said that there was no doubt that he could do the work for the same money. With that system, it is only three days after a patent is issued at Washington that it is laid on my desk in printed form in Ottawa. The patents are issued on Tuesday, and they are laid on my table on Friday. Our patents are printed in Montreal, and we are unable to get them in less than a month. The officials in the Patent Office may be working hard enough in their way, but under an improved system the work could be done with a much smaller staff. This could be easily brought about by not making any new appointments for a while, and the natural increase in the business of the country would level matters in a short time, and the business would be better done and a great saving effected.

MR. LOUIS N. COSTE, called and examined :—

5005. You are the acting Chief Engineer of the Public Works Department ?—Yes.

5006. What was your experience as an engineer before you went into the department ?—After following the courses of the Polytechnique School in France, I went to England to practice my profession. There remained three years with Sir James Brunlees, then President of the Institute of Civil Engineers of England, being engaged in railway and dock works ; came back to Canada in March, 1883 ; was engaged for a short time on the staff of the Canadian Pacific Railway, and entered in the Department of Public Works in October, 1883, as assistant engineer in charge of a district, and acted as such until Mr. Perley fell ill, and have been acting Chief Engineer since, nearly two years.

5007. You have under your charge the construction and repairs of harbours and wharves, dredging, and construction of dry docks ?—Yes.

5008. You have the supervision of contracts ?—Yes ; those relative to the works above mentioned.

5009. Contracts are invariably let to the lowest tenderer ?—Generally, not invariably.

5010. You have some ideas with regard to the letting of contracts ; would you kindly state them ?—I believe that it has often been conducive to bad work, to let contracts to the lowest tenderers. I admit that it may be difficult to the head of the department to do otherwise ; but from an engineering point of view, it is a mistake, and not likely to result in good work being done, when the lowest tender is too low. I might be permitted to cite an example : In 1883, I submitted an estimate showing that a certain piece of work would cost \$18,000 ; the contract was given to the lowest tender for a trifle more than \$7,000. The result was that the work was not built in accordance with the plan and specification, and had to be rebuilt later on by day's labour. I contend that when the difference between the estimate of the engineer and the amount of the lowest tender is so great, the lowest tender should not be accepted, in spite of the security offered.

5011. Has that happened often in your experience with the lowest tender ?—It has happened several times, three or four times at any rate, during the short period that I have been acting chief engineer.

5012. Would you give the department the option of varying from the lowest tender ?—In all advertisements for tenders we state that the lowest tender will not necessarily be accepted ; but the difficulty lies with the Minister who does not care to assume the responsibility of giving a contract to any, but the lowest tenderer. Contractors are required to place in the hands of the department a certain security for doing good work, but although it does happen that a very low tenderer actually completes the work, it is my experience that generally the work is not done in the best possible way. The material is of poorer quality than should be the case, and the workmanship, although not actually bad, is far from being first class. A contractor with a good fair price for a piece of work does not try to furnish inferior material or workmanship.

5013. You have resident engineers to inspect the work during progress?—Yes, we have district engineers.

5014. The difficulty you speak of is one that has been well recognized generally in regard to the rule of accepting the lowest tender?—Yes.

5015. And the rule is adhered to, notwithstanding that, in order that Ministers may be free from any suspicions of favouritism?—I believe that is the principal reason. My experience in Europe has been absolutely different. For example, in England, any company calling for tenders for a work would leave the tenders in the hands of their engineer, and generally accept his conclusions as to the advisability of accepting any one of the tenders. The same thing is done in the Public Works Department of France. Public tenders are called for, but they are awarded, not according to their respective value, but on their merit, on the report of the Chief Engineer. This system may place a great deal of responsibility on one man, but it is a question of confidence in the integrity and ability of the officer who deals with the tenders. To relieve the Chief Engineer of this great responsibility, it might be advisable to select two engineers on his staff who would with him make a joint report to the Minister on the relative value of the tenders, stating which one should be accepted.

5016. That could be done under Order in Council under the present system?—I suppose so, and if it was done it would, I think, relieve the Minister of all responsibility in regard to the awarding of the tenders.

5017. The Government do sometimes, by Order in Council, accept tenders which are not the lowest?—Yes; but very seldom, and only when the lowest tender is absurd, or when the lowest tenderer has on one or two previous occasions failed to do the work for which he had tendered.

5018. Do you effectually protect yourselves against contractors using inferior material through your district engineers?—We protect ourselves by close attention to the work. The district engineers and inspectors are instructed to look very closely after the work.

5019. And you are kept informed?—Yes.

5020. And if the work stops you carry it on yourselves?—Yes, generally; sometimes it is let again by public tender.

5021. Are the parties compelled to pay a fine?—They are supposed to lose their deposit, their security.

5022. Is it to your knowledge that they do lose it, or is it returned?—Contractors have lost their security in many instance, to my knowledge. Other times it has been returned to them.

5023. Is it returned for sufficient reasons, as a rule?—Yes; as a rule it is returned because the Government is not actually losing anything by the fact that the contractor fails to carry out the work for which he has tendered. Should it happen, for example, that a work is estimated at \$18,000, and the lowest tender is for \$7,000, the contractor may, after commencing the work, claim to have made an error in his tender, and in submitting his case begs that his contract be cancelled and his security returned.

5024. Is not that a sort of invitation to the man to come in again with another low tender when he loses nothing?—I should think that it is.

5025. Then you would advise that the deposit be forfeited in all cases?—Invariably.

5026. Do you not think, also, that if contractors knew that the penalty would be exacted, and that they would be kept to the specification, it would not be long before responsible contractors would cease to tender below a fair price?—I think it would be a very good thing to enforce the provisions of the contract in every way. As a rule responsible contractors do tender for work at fair prices; but there are a number of small contractors who tender for works without visiting the site of the proposed work, and who prepare their tenders absolutely with the help of the Auditor General's annual report, in which they find prices of material and labour. Some of these contractors have given the department a great deal of trouble. Others, however, to my knowledge, have completed their work at a loss sooner than throw it up and beg for their security to be returned to them.

5027. In these cases is it within your knowledge that the Government allows them something in the way of extras?—Not unless for good reasons, though some contractors have tendered very low on the supposition that changes would be made in the work, and that by means of extras they would get something to make the contract pay.

5028. Is it to your knowledge that a contract has been so altered?—Yes; but not for the purpose of giving the contractors an advantage, but generally because the plans have not been made correctly, the borings and soundings not showing actually the amount of work to be done. For instance, an engineer who is compelled to take his soundings or borings on the ice may estimate that a work will settle one and a-half feet, whereas the nature of the bottom is such that during construction for a cause or another, it actually settles five feet or more. In strict accordance with the contract contractors are liable for this settlement; but they always make claims, and in many cases of this kind their claims have been allowed. Personally I contend that it is not fair to hold a contractor responsible for a thing which he is not supposed to know, and which he is not capable of discovering beforehand any more than the engineer who makes the original survey of the work, and I consider that all the information should be given by the department in connection with all their works.

5029. You would guarantee it to the contractors?—I would guarantee that anything that is not shown on the plan or specified in the specification would be paid to the contractors at a fair rate—that of their contract, for example.

5030. You think that in the beginning the specifications and plans should be more perfect?—Yes, I believe that the original studies made for a proposed work should be made in such a way as to enable the department to get up plans and prepare specifications that would be almost absolutely perfect.

5031. If it were well known that the attitude of the Government was that a contract would admit of no loopholes and no unforeseen accidents, the contractors would soon fathom the matter?—Yes, undoubtedly, and the result would be that no claims could be made.

5032. And in building a railway would it be possible for the engineers to take such borings as would infallibly show the nature of the soil?—I believe it could be done on a railway, but I am dealing especially with the kind of work under the control of the Public Works Department, and I claim that if the surveys and examinations were properly made at the outset, there would be no occasions for extras in ninety-nine cases out of one hundred.

5033. Who makes the surveys?—The surveys are made by the engineers of the department, or by surveyors engaged for the purpose.

5034. Are they not competent?—The engineers are as a rule perfectly competent, but some of the surveyors, especially the land surveyors, have not generally sufficient experience to make surveys in connection with the construction of public works. It is not generally a question of competence, however. The fault lies in this: That the engineers or surveyors are not given enough time to do their work, or are asked to do it at a wrong time of the year.

5035. Who has the responsibility of ordering these things without giving adequate time for the service?—The responsibility is difficult to place. Circumstances have arisen where the survey had to be done just before the session in order that an item for the work be placed in the estimates. The item having passed, the construction plan is made from the original survey and mistakes are discovered when it is too late.

5036. Are tenders very much lower than your estimates?—In the department, the tenders are as a rule 25 per cent lower than the estimates of the engineers, although these estimates are made without calculating on any profit, so that it is evident that the contractors either hope from some changes which will give them a chance to recoup themselves, or that they intend to use material of an inferior quality than what is specified.

5037. Unless your estimates are too high?—As a rule our estimates may be taken as fair average estimates of the cost of a piece of work without profit, because the department doing a large amount of work by day's labor the district engineers are well posted with regard to prices of material and value of workmanship.

5038. It is not so much the fault of the engineer making the survey, as the short time at his disposal and the wrong time of the year in which the survey is made?—Quite so, for example, to send an engineer to-day into Shelburne County or Queen's County, or anywhere on the Atlantic coast, with orders to make a survey for the construction of a wharf in a week or less, is asking him to do something very difficult. There may happen to be a storm, and he may be obliged to take soundings or borings without the accuracy necessary to prepare plans.

5039. Do you make any representations on that point to those who ask you for these hasty things?—Yes, it has been my practice to do so, but persons not of the profession are liable to be a little severe on complaints of this kind.

5040. Do you let any contracts, giving the contractor a percentage on the capital he has expended?—I do not think that it has ever been done in the department.

5041. You have some idea about the employment of a purchasing agent?—I had when I was a district engineer in Ontario, where nearly all the works are easily accessible by railway or water communication, but since I have had charge of the Chief Engineer's Branch in the Public Works Department, I have come to the conclusion that a purchasing agent would be an impossibility. One man could not do a tenth or a fifteenth of the purchasing we have to do. The department does a great deal of work in remote districts, especially in Nova Scotia, New Brunswick, British Columbia and Prince Edward Island, small works, repairs to wharves or breakwaters, for which from \$1,000 to \$5,000 is voted. Most of these works we find impossible to let by contract for the reason that it is difficult, even impossible to an engineer to prepare a plan and specification which would cover all the work required, however careful he may be in making his examinations. For example, in repairing a wharf it often happens that we have to cut it up considerably and take it to pieces before the amount of repairs required is determined. Doing work of this kind by day's labour makes it imperative for us to purchase materials. We find generally that we can do work of this kind just as cheaply, if not more cheaply, by day's labour than we could by contract, especially when the work is of small magnitude, as then the whole of the appropriation is actually spent on the work, and no portion of it goes to a contractor for profits. All the material necessary for work of this kind is generally purchased by the foreman in charge of the work under the superintendence of the district engineer who prepares a bill of the materials required, and instructs the foreman to purchase them as near as possible to the work, and at as reasonable prices as possible. The prices are looked over by the engineer. The accounts duly certified are sent to Ottawa, where they are examined by the Chief Engineer, who certifies also to their correctness, and when it happens that prices seem exorbitant to him the accounts are returned to the district engineer for explanation. This system works very well, because the foremen appointed by the Members of Parliament or persons who have the patronage in the county where they work is being performed are as a general rule honest and competent mechanics. However, I am compelled to say that my experience has been that if good foremen are generally appointed to take charge of work done by day's labour, such is not the case with regard to inspectors appointed to look over the work done by contract. These inspectors are, as a rule, political supporters of the persons having the patronage, and that is their only qualification, and yet it is very important to have good inspectors on works which are done by contract, because in a large district where the engineer has twenty or thirty works to look after it is not possible for him to give very much of his time and attention to one particular piece of work.

5042. What do you mean by the patronage you mentioned just now?—When a work has been decided upon, and the contract has been let, it becomes necessary to have an inspector placed in charge of the work who will give the whole of his time to the work in order that the contractor may be made to carry out the work in strict accordance with the plans and specification. The appointment of this inspector is the "apanage" of the Member or of another person who is said to distribute the patronage. Some of these persons are very conscientious in the choice of these inspectors. Others neglect to make themselves fully cognizant of the capacity of the inspector which they recommend.

5043. Does the work suffer materially in consequence of that?—Yes, sometimes it does. It happens that the work has been going on for three or four weeks before the district engineer is able to visit it, and when he does he finds that certain alterations have been allowed by the inspector, which necessitates the work being undone. And this enables the contractor to make a claim on the ground that he had been permitted by the inspector to make the alterations in question.

5044. Can you suggest any remedy to cure that evil?—The only remedy would be to leave the choice of the inspectors to the district engineers, as they generally know the character and ability of the men they would employ.

5045. Are there any suggestions which you would like to make from your past experience in the interest of the department and of public expenditure?—I believe that the present organization of the department is good, but that certain changes might be made which would assure better work and better control of the expenditure. The Chief Engineer has in my opinion too much clerical work to do to the detriment of a close superintendence of the most important works. The Chief Engineer should simply superintend the office work in turn with a good competent assistant chief engineer, and should have time to inspect personally the greater part of the works. Without proper inspections by the chief or a competent assistant, it is evident that too much discretion and power is left to the district engineers; and to demonstrate the necessity of these inspections, let me cite an example: It happened lately that certain works, which were under the superintendence of a district engineer, were placed under charge of another district engineer. A certain contract work was just about completed when the second engineer inspected it for the first time, being called upon to give a final estimate. After a minute inspection he reported that in his opinion the work had not been built in accordance with the contract, and that he could not conscientiously accept this work. The first engineer was then asked to make the final inspection, and reported that in his opinion the work was built in accordance with the plan and specification, and that he was prepared to sign the final estimate notwithstanding the objections of his colleague.

5046. In a case of that kind do you not think that when made cognizant of the facts you should send a more responsible officer to examine the work?—The step I took was similar to the one you have suggested. Having no assistant chief engineer, I sent an engineer whom I considered a competent man, to report the facts. He is making his examination at the present time. But had not the change of districts taken place the mistake, if there has been one, would never have been discovered.

5047. In final estimates, should you accept the decision of the district engineer without having him to a certain extent controlled by another man?—In my opinion the Chief Engineer and the assistant chief engineer should make the inspection of all works, and if they could not suffice to do the work, an assistant from headquarters, or one entirely foreign to the work, should make the inspection of the work before a final estimate is given.

5048. There is an expenditure of about \$160,000 for dredging. Do you think any reduction could be made in that?—No, in fact I believe that in the interest of navigation it will be necessary at no distant date to materially increase this expenditure. In the Maritime Provinces, the department owns all the dredges. And although the dredging may appear to cost a great deal, it must be remembered that dredging in any of the ocean ports in the Maritime Provinces is a very uncertain venture. It may happen, for instance, that a dredge is compelled by storm to lie idle for weeks, or that she may not be able to work more than two or three hours a day owing to the state of the tide, so that the expense is necessarily very great.

5049. In the Bay of Fundy, you can work only as the tide allows you?—Yes, sometimes not more than one hour per day. The dredges are, however, giving good results, and generally the men are kept fully employed.

5050. Do you have them keep a diary and report to you?—The captains of the dredges report every week, stating what the dredge has done day by day.

5051. Is your engineering staff at headquarters too large, or can you make any reduction in it or some change that would promote economy?—With the present system

of district engineers the staff is not too large. In my opinion however, the district engineers in Ontario and Quebec should be abolished, and a staff of good, competent engineers established at Ottawa. They might have a little more travelling to do, to go on their respective works; but the department would control them much better and could utilise their services at any time for inspection of works in the other provinces. I may mention here that my present Minister has asked me to give him a project for the reorganization of the branch of the Chief Engineer, embodying these ideas, which he believes would assure a better control of the works and expenditure; and to show the necessity for a reform of this kind I might say that the works carried on by the district engineers in British Columbia have never been inspected by an officer at headquarters. I believe that this district engineer is a competent, honest and able engineer, but the fact remains that hundreds of thousands of dollars have been spent in British Columbia under his superintendence, and that his works have never had an inspection. Mr. Perley went to British Columbia, but only in connection with the Esquimault Graving Dock, and not in connection with the general works done in the province.

5052. By this system of district engineers might it not be supposed that a great deal of their time that is paid for by the Government is not employed to advantage?—Yes, and it is very difficult to do otherwise. If an engineer is steadily employed for eight or nine months, and work becomes a little slack in his district for the next three or four months he cannot very reasonably be asked to leave and give up his salary.

5053. These men are paid an annual salary?—They are paid the whole year round, some by the month, others at so much per day.

5054. If you had an assistant chief engineer would you need a chief clerk in your branch?—Yes, at the present time the chief clerk, Mr. Steckel, does work both for the chief architect and the chief engineer.

5055. He does the estimates?—He prepares all the estimates.

5056. But your assistant chief engineer would be really an officer standing in the position of chief clerk?—I would keep the chief clerk; the assistant chief engineer would look after the draughting branch when not inspecting works or engaged on a special important piece of work.

5057. The chief clerk would look after the correspondence?—Yes, as well as after the estimates of the chief engineer's branch.

5058. You would not need more than one first class clerk?—One first-class clerk would be sufficient if assisted by two second class clerks and two third class clerks.

5059. You would organize your branch so as to have an Engineering Branch, a Correspondence Branch and a Draughting Branch?—Precisely.

5060. Do you need all the draughtsmen you have at present?—We can employ them all the time, but if they were first class draughtsmen, I believe the number could be reduced by four or five.

5061. Are the salaries high enough to get first class draughtsmen?—In this country it would be necessary to pay higher salaries to get first class draughtsmen. In England or France the salaries paid here would be considered very high. In Canada a good draughtsman considers himself a professional man. The Canadian Pacific Railway have paid as much as \$3.50 to \$4 per day to good draughtsmen. The highest paid in the department is \$3 per day.

5062. You say some of your draughtsmen are indifferent men?—Yes.

5063. How came they into the service? Was it by the recommendation of the Chief Engineer?—I cannot say; with the exception of two they were all in the service before I came to the department, but I do not think many of them were appointed on on the recommendation of the Chief Engineer.

5064. The salaries you quoted as being paid by the Canadian Pacific Railway Company are paid only during employment, not all the year around?—All the year around in the office at Montreal, but they are only paid for first class men. My opinion is that some of our draughtsmen are overpaid, and that others might be paid a little more.

5065. Is there any difference in draughting in railway work and in the engineering work in your department, or any reason why the one should command a higher price

than the other?—No, most of the work they have to do is copying plans on tracing cloth or paper. The standard for draughtsmen is not as high in Canada as it is in England or France. There an engineer makes a sketch, hands it to the draughtsman, who gets up a good plan from it. That could not be done here with the average draughtsman. As a matter of fact, I believe that only one of our draughtsmen in the department could undertake a work of that kind. The others are mere copyists, and some of them receive \$2.25 per day, which I consider ample pay for the class of work they do.

5066. A dollar a day is the initial price of a draughtsman on the Canadian Pacific Railway, coming from the Military College?—I believe that it is.

5067. Is there any necessity of making the draughtsmen permanent officers, or would it be better to employ them temporarily and pay them by the day according to the value of their work?—Three or four competent draughtsmen should be permanently employed, and the others might be put on and off as required. At times, especially when the contract plans and the estimates are being prepared, extra draughtsmen would be required, but a good half a dozen men would do the whole of the work of the office in ordinary times. In this way five or six might be dispensed with.

CHIEF ENGINEER'S BRANCH.

Name.	Position.	Salary.
		\$ cts.
L. Coste	Acting Chief Engineer	3,000 00 per annum.
<i>Permanent Staff.</i>		
R. Steckel	Chief Clerk—Estimates	2,350 00 do
F. C. Lightfoot	1st Class Clerk	1,650 00 do
D. C. Taché	1st do and chief Draughtsman	1,400 00 do
S. E. O'Brien	2nd do Index	1,300 00 do
I. C. Blais	2nd do	1,100 00 do
R. J. Robillard	3rd do and Draughtsman	750 00 do
<i>Non-Permanent.</i>		
James Howden	Superintendent of dredging	2,500 00 do
F. M. Hamel	Assistant Engineer	5 50 per day.
E. D. Lafleur	do	5 50 do
G. L. Bourchier	do	5 50 do
W. B. Snow	do	4 00 do
F. W. Cowie	Hydrographic Surveyor	100 00 per month.
Emile Smith	Draughtsman	3 00 per day.
Joseph Aubé	do	3 00 do
Israel Marion	do	2 75 do
J. H. Roy	do	2 75 do
N. Moffatte	do	2 50 do
P. Drapeau	do	2 50 do
A. E. B. Lane	do	2 50 do
C. F. Chaloner	do Estimates	2 50 do
V. Bélanger	Checking Clerk	2 25 do
J. McG. DesRivières	Draughtsman	2 25 do
H. J. Friel	Clerk—Estimates	2 25 do
J. A. Chabot	Draughtsman	2 00 do
C. C. Hampshire	Checking and Copying Clerk	2 00 do
Joseph Gobeil	Type-writer	2 00 do
J. W. Fraser	Draughtsman	2 00 do
E. Juneau	Junior Draughtsman	1 00 do

PUBLIC WORKS STAFF.—ENGINEERS.

Name.	Place.	Salary.	Position.
<i>Maritime Provinces.</i>		\$ cts.	
E. G. Millidge	Antigonish	5 00 per day	District Engineer.
C. E. W. Dodwell	Halifax	150 00 per month	do
J. C. Allison	St. John	5 00 per day	do
J. B. Hegan	do	5 00 do	do
E. T. P. Shewen	Cape Tormentine	150 00 per month	Engineer in charge.
Rupert Greenwood	Halifax	50 00 do	Accountant to Mr. Dodwell.
G. A. Day	St. John	100 00 do	Assistant.
W. D. McCordock	do	150 00 do	Superintendent of dredging
T. H. Adams	do	72 00 do	Clerk.
D. H. Waterbury	do	80 00 do	do
Joseph Ewing	do	85 00 do	Paymaster.
<i>Quebec.</i>			
Joseph Rosa	Quebec	5 50 per day	Resident Engineer.
Thos. Breen	do	5 50 do	do
C. E. Michaud	St. André de Kamouraska	5 50 do	do
Thos. Berlinguet	Three Rivers	5 50 do	do
John Bourgeois	do	50 00 per month	Assistant Engineer.
<i>Ontario.</i>			
Wm. Murdoch	Port Arthur	185 00 do	District Engineer
G. E. Perley	Ottawa	150 00 do	Assistant do
E. B. Temple	Toronto	170 00 do	Engineer in charge.
Kelly Evans	do	120 00 do	Assistant Engineer.
H. A. Gray	do	6 85 per day	District do
W. G. Warner	do	4 00 do	Assistant do
<i>Manitoba.</i>			
W. F. Gouin	Winnipeg	5 50 do	District Engineer.
Arthur St. Laurent	do	4 00 do	Assistant do
<i>British Columbia.</i>			
F. C. Gamble	Victoria	186 66 per month	District Engineer.
C. N. Macdonald	do	130 00 do	Accountant.
Reginald Gunn	do	65 00 do	Clerk.

SAGUENAY SLIDE.

Name.	Position.	Salary.
		\$ cts.
*Arthur Boulanger.....	Superintendent.....	475 00 per annum.
Calixte Fortier.....	Assistant Superintendent.....	30 00 per month.

ST. MAURICE.

*Chas. Lajoie.....	Superintendent.....	1,200 00 per annum.
*J. B. Normand.....	Assistant Superintendent.....	3 00 per diem.
N. Dagneau.....	Paymaster.....	50 00 per month.
C. Lymburner.....	Foreman.....	565 00 per annum.
Jos. Page.....	Boom-keeper.....	469 50 do
*Arthur Rousseau.....	Deputy Slidemaster.....	3 00 per day.
Louis St. Onge.....	Assistant Slidemaster.....	365 00 per annum.
Charles Langlois.....	Foreman.....	535 00 do
*Théo. Larue.....	Boom keeper.....	2 00 per day.
*F. Lacroix.....	Assistant keeper.....	469 50 per annum.
Arthur Pellerin.....	Boom keeper.....	365 00 do

* NOTE—Before a name implies that this officer contributes to the Superannuation Fund.

OTTAWA RIVER WORKS.

*G. P. Brophy.....	Superintendent Engineer.....	2,500 00 per annum.
*D. Scott.....	Assistant and Accountant.....	1,500 00 do
C. Leduc.....	Paymaster.....	1,200 00 do
T. Kent.....	Measurer and Draughtsman.....	850 00 do
J. C. Scott.....	Clerk.....	700 00 do
W. Kane.....	Messenger.....	500 00 do
J. Soulière.....	Foreman Carpenter and Deputy Slidemaster.....	800 00 do
NOTE—The above form the staff at headquarters.		
John Harvey.....	Deputy Slidemaster, Arrprior.....	500 00 do
*A. McEwan.....	do Roche Capitaine.....	480 00 do
*J. S. Rowan.....	do Petewawa.....	480 00 do
*J. G. Poupore.....	do Black River.....	480 00 do
*Duncan Carmichael.....	do Calumet.....	480 00 do
*David MacFarlane.....	do Chate.....	480 00 do
Patrick Barry.....	do High Falls.....	469 50 do
John Middleton.....	do Carillon.....	438 20 do
*Wm. Thomson.....	do Mountain.....	391 25 do
*D. McLaren.....	do Portage du Fort.....	391 25 do
*John McDonald.....	do Hull.....	391 25 do
*Alex. Proudfoot.....	do Coulonge.....	313 00 do
*Hugh Grant.....	do Dumoine.....	300 00 do
H. R. Downey.....	do Des Joachims.....	300 00 do
J. J. French.....	do Upper Petawawa, for 3½ months.....	200 00 do
A. Lacroix.....	do do do.....	200 00 do
Isidore Lafrance.....	do do do.....	200 00 do
A. H. Johnson.....	Boommaster, Cheneaux.....	500 00 do
*D. Noonan.....	do Gatineau.....	500 00 do
Joseph McCrea.....	do Springtown.....	300 00 do
Joseph Dufault.....	do at mouth of Dumoine, for 3½ months.....	200 00 do
G. F. Johnston.....	Assistant Boommaster, Cheneaux.....	350 00 do
One Supernumerary.....		350 00 do

* NOTE—Before a name implies that this officer contributes to the Superannuation Fund.

TRENT WORKS.

R. B. Rogers.....	Superintendent.....	By P. W. Dept.	600 00 per annum.
G. H. Giroux.....	Clerk.....	do	300 00 do
C. Armstrong.....	Slidemaster.....	do	200 00 do
John Ingram.....	do.....	do	200 00 do
W. H. Hall.....	do.....	do	100 00 do

LEVIS DOCK.

Name.	Position.	Salary.
		£ cts.
W. Valiquet	Dockmaster, salary.....	\$1,800 00
	House rent	200 00
Henri Lamontagne.....	Foreman	2,000 00 per annum.
W. Macdougall.....	Mechanical Engineer.....	83 33 per month.
Nap. Lemelin.....	Assistant Mechanical Engineer.....	75 00 do
Marc. Lemelin.....	Fireman.....	45 00 do
Jos. Morin	do	32 00 do
Thos. Chabot.....	Night Watchman	32 00 do
		45 00 do

ESQUIMALT DOCK.

John Devereux.....	Dockmaster.....	166 66 per month.
A. C. Muir.....	Engineer.....	100 00 do
Wm. Muir.....	Assistant Engineer.....	75 00 do
A. D. Grieve.....	Carpenter.....	80 00 do
F. N. Jones.....	Stoker.....	60 00 do
A. McNiven	do	60 00 do
John Boyle.....	Labourer.....	60 00 do
Wm. Young.....	do	50 00 do
John Stock	Night Watchman.....	50 00 do

OTTAWA, 29th December, 1891.

SIR,—In reply to your letter of the 21st instant, I have the honour to transmit herewith, for the information of the Civil Service Commissioners, replies to their questions respecting the working of the Civil Service Act.

I have the honour to be, Sir,

Your obedient servant,

(Signed) S. P. BAUSET,

Acting Deputy Minister of Fisheries.

J. H. FLOCK, Esq.,
Secretary, Civil Service Commission,
Ottawa.

5068. Give the number and cost of permanent staff at Ottawa, of the department of which you are deputy, in 1882 and 1891, respectively. Also, the number and cost of extra clerks or other officials in all its branches, whether paid out of Civil Government funds or otherwise, in 1882 and also in 1891?—A comparative statement showing the number and cost of the permanent and outside staff of the Fisheries Department; and number and cost of extra clerks in 1882 and 1891 is attached. (Appendix A.)

5069. How should the Board of Civil Service Examiners be constituted, and what should be their power?—The Board of Civil Service Examiners should, in the opinion of the undersigned, be composed of persons who are not members of the Civil Service. Their duties should be the same as now.

5070. Should all appointments be the result of competitive examination?—All appointments should be the result of competitive examination.

5071. What, if any, appointment should be made without examination? Should there be an age limit in the case of all appointments; and state what, in your opinion, the maximum and minimum ages should be?—There should be an age limit; the maximum 35 or 40 and the minimum 18.

5072. Should deputies be appointed during pleasure or during good behaviour?—Should the responsibilities and powers be extended, and if so, in what direction?—

deputies should be appointed during good behaviour. Their responsibilities and powers should remain as they are now, and not be extended.

5073. Should there be any third-class clerks at all? If so, what should be the limitation as to salary? Is the present maximum (\$1,000) too high? Should there be an intermediate class, ranking lower than second and higher than third?—The present classification is all that is required.

5074. In adding for optional subjects should there not be some understanding that the optional subjects were necessary in the duties of the office to which the appointment is made?—Certainly.

5075. Are the recommendations for increases of salary always made with due consideration, or are they in a very large measure perfunctory?—There may possibly be room for improvement on this point, although I do not see any in this department.

5076. Is it desirable to have an annual fixed date at which all increases of salary should take effect?—No.

5077. Should there be general preliminary examinations for all departments, or should there be special preliminary examinations for each department?—There should be general preliminary examinations. Special preliminary examinations would only complicate matters, without corresponding benefit.

5078. How and by whom is the selection made from the list of qualified candidates in your department?—By the Minister.

5079. Did you ever report against an official during the term of probation, and was another trial allowed, as provided in section 36, sub-section 2?—Not to my knowledge.

5080. What is the practice in your department in regard to the appointment of persons having professional or technical qualifications, and have you ever had an examination held in any such case?—No such appointments have been made in this department.

5081. Is it desirable to have promotion examinations, or if not, what would you recommend to be substituted?—Promotion examinations are very desirable.

5082. Is it desirable to make to the Civil Service Board a yearly estimate of the vacancies likely to occur during the year?—No; as these estimates are very seldom realized.

5083. If promotion examinations are deemed desirable should the officers earning the higher number of marks be the successful candidates, or should the promotions be made on the report of the head of the department, based on the recommendation of the deputy head?—On the report of the head of the department, based upon the recommendation of the deputy head, having regard to length of service and merit.

5084. Should not promotions be made by Order in Council?—Yes, on the report of the head of the department to such effect.

5085. Did the head of the department ever reject any man who has been promoted?—No officer of this department was rejected, after being promoted.

5086. Has any officer in your department after being promoted turned out to be incapable, and was the attention of the head of the department called to the case, and was such promotion cancelled?—Neither has any turned out to be incapable after being promoted.

5087. Are exchanges ever made for the convenience of officers, and not for the benefit of the departments concerned?—No exchanges of positions are made in this department.

5088. Should the temporary clerk or writer class be extended, or limited or abolished?—Temporary clerks should not be abolished.

5089. Have you given any thought as to the desirability of having a junior division or boy copyist class?—A boy copyist class is undesirable.

5090. Under the present system, in what manner do you ascertain the necessity of employment of extra clerks?—Extra clerks are employed when the pressure of office work imperatively demands it.

5091. Do you invariably select from the list of passed candidates; if not, are enquiries made as to the fitness of persons who are on such lists?—Extra clerks are selected by the head of the department. I cannot say whether extra clerks are invariably selected from the list of passed candidates.

5092. Have you any women clerks employed in your department?—No women clerks are employed in this department. There is no place where they could be advantageously employed.

5093. Should there be a general provision for equal leave of absence for all classes, or should not length of service, nature of appointment and responsibility of office be factors in considering the extent of leave to be given?—Leave of absence should be equal for all classes.

5094. Should not leave of absence be compulsory?—The matter should be left to the discretion of the head or deputy head of the department.

5095. Should there be a limit, and if so, what, in the case of leave on account of sickness?—Prolonged leave of absence on account of sickness after a certain period, say six months, should be dealt with by the Treasury Board.

5096. Has the business of your department suffered, and to what extent, through the granting of leave of absence to officers on account of sickness or otherwise?—This department has occasionally suffered through the absence of officers on account of sickness.

5097. In your department have any abuses prevailed as to the granting of leave of absence?—No abuses prevail in this department with regard to the granting of leave of absence.

5098. Should there be a system of fines for small offences?—A system of fines for small offences is undesirable.

5099. Is it desirable to reinstate an official who has resigned his appointment without the recommendation of the deputy head?—An official who has resigned should not be reappointed without the recommendation of the deputy head.

5100. Should any test of competency to perform the required duties be shown, and is it necessary to appoint at the same salary?—Test of competency should be given, and the applicant to the vacancy appointed at the same salary.

5101. Do you strictly observe the law regarding the attendance book?—The law regarding the attendance book is strictly observed in this department.

5102. Do all your officers sign the book?—All the officers sign the book.

5103. How do you deal with those who are late in attendance?—None are late in attendance.

5104. Have you any suggestions to offer regarding the Civil Service Act in general or as to your own department in particular in connection therewith?—I have no suggestions to offer in connection therewith.

5105. Have many changes in the character and extent of the service required in your department occurred since the passage of the Civil Service Act, and have, as a consequence, the duties in your department or of any branch or any officer of your department been varied?—The duties of this department have more than doubled since its formation in 1884.

5106. Have any persons found their way into the service of your department who either from defects existing at the time of their appointment or from advanced age or from bad habits are ineligible for retention in the service?—No.

5107. Are the number of persons employed in your department out of proportion to the increase of work?—The number of persons employed in this department is insufficient for the increase of work.

5108. Has the work of your department increased beyond the capacity of the permanent staff, and if so, has it led to the employment for lengthened periods of temporary clerks, and has the rate of remuneration of these temporary clerks been increased from time to time?—The work of this department has increased beyond the capacity of the permanent staff. It has led to the employment for lengthened periods of temporary clerks. Their rate of remuneration has not been increased.

5109. Is it desirable for officials to sign the attendance book when leaving the department for any purpose?—There is no occasion for officials signing the attendance book when leaving the department, if the necessary permission be obtained from the deputy head.

5110. In your opinion, are the office hours, 9.30 to 4 p.m., sufficiently long, or could they be extended in your department with advantage?—The office hours, 9.30 a.m. to 4 p.m., are sufficiently long, if no intermission occurs. Officers in this department work until 5 p.m., and even later when required to do so.

5111. Is it desirable that the officials should leave the department for luncheon?—The undersigned is of the opinion that going out for luncheon is undesirable.

5112. Do all your officers leave for luncheon at the same time? If that is the practice, is an arrangement made whereby the business of the department does not suffer through their absence? What length of time is given for luncheon?—Only a few of the officers of this department go out for luncheon. The business does not suffer during their absence. They stay about one hour, and make up after four.

5113. Do you take care to ascertain that the length of service recorded in the Civil Service List is correct in the case of the officials attached to your department, and that in case of those officials who come under the provisions of the Superannuation Act such service is only entered as would be counted for superannuation?—Particular care is taken to ascertain the actual length of service entitling officers of this department to superannuation.

5114. In your department are the officials generally aware of the Treasury Board Minute of the 28th of January, 1879, respecting the use of political influence; is its spirit generally observed; and in case of infraction has the attention of the head of the department been called thereto?—The undersigned is not aware of violations of the Minute of the Treasury Board of 1879 respecting use of political influence.

5115. Is it desirable that a fixed daily allowance should be given for travelling expenses, or would it in your opinion be preferable to reimburse the actual outlay incurred?—It would be preferable that travelling expenses be paid on the basis of the actual outlay incurred.

5116. Do you make in your department the same allowance for travelling expenses to all classes of officials and for all services, or do you discriminate, and to what extent?—In this department inside officers are paid in accordance with the rules of the Treasury Board; outside officers are on the actual outlay incurred.

5117. In your opinion is a Superannuation Act necessary in the interest of the public service? If you deem it necessary, do you consider it advisable to restrict the operations to certain classes of officials having distinctive duties or otherwise?—As superannuation is in the interest of the public service, it would be inadvisable to restrict its operation to certain classes of officials.

5118. Do you consider the ten-year term sufficient, or would you increase the number of years to be served before an annuity be granted?—The term of years to entitle one to an annuity might with advantage be increased.

5119. Do you consider as a rule the age of 60 years to be a proper age for retirement?—The age of 65 is a proper one for retirement.

5120. Would you deem it advisable to have all officials retire at a certain age, and what would be your view as to the age?—It is not desirable that all officials be compelled to retire at a certain age.

5121. Would you grant the option of retirement to any official who wishes to retire from the service, and at what age should this option be fixed?—Retirement from service should be made optional, such option being fixed at the age of 60.

5122. Should any term, in your opinion, be added to the actual term of service of any official to be superannuated, however he may have been appointed?—No term should be added to the actual term of service of any official to be superannuated, except for very exceptional reasons.

5123. In your department has the additional term or portion of additional term been granted solely to officials appointed to high offices for technical qualifications, to

officials whose office has been either abolished or who have been retired for reasons of economy; or has the additional term been granted in any case to officials who entered the service after the age of 30 years, and who never did anything but clerical work?—No additional term has been granted in this department.

5124. Do you consider it proper that abatement for superannuation purposes be deducted from the salaries? If so, do you consider the present percentage sufficient, or do you consider that it would be desirable, in the interests of the public service, to increase the percentage, in order to provide (a) that if no superannuation takes place through death or any other cause the official, or his representatives, should be reimbursed for the abatements deducted from the salary; or (b) that the officials who are superannuated might have the alternative of accepting a commutation in lieu of superannuation to the extent of the abatements paid by them?—The abatement for superannuation purposes should be deducted from the salaries, as at present arranged. The percentage is sufficient.

5125. Would it be desirable to have a system of insurance in connection with superannuation?—An optional system of insurance should be established, separate from the Superannuation Act.

5126. In cases of dismissal or resignation, in your opinion should the abatement deducted from salaries for superannuation purposes be refunded?—After an approved term, say 20 years, no civil servant, whether dismissed or resigning, should totally lose his interest in superannuation, unless his offence is of the gravest character.

5127. In your department has it ever been recommended that a diminution of the allowance should be made on account of the services of an official having been considered unsatisfactory?—No such recommendation has ever been made in this department.

5128. Do you deem it advisable to allow any extra term of service to any officers removed to promote efficiency or economy, or for any reason at all?—No; unless for every exceptional and well founded reasons.

5129. When once a superannuation is effected, do you consider it desirable to retain the power to call back to the service the person superannuated, and at what age would you place the limit?—There seems to be no necessity for retaining such power. If there be, it would appear difficult to name any limit of age.

5130. Are there any suggestions you would wish to offer with respect to the Superannuation Act, or the working thereof?—I have no further suggestions to offer regarding the Superannuation Act.

5131. Is your department divided into branches? Give particulars, including the name of the person in charge of each branch, the number of officials in the same, grading them, and describing generally how the duties are allotted in each branch?—There are four branches in the Department of Fisheries, divided as follows:—

1. Chief Clerk's Branch.

S. P. Bauset, chief clerk	\$2,400 00
R. N. Venning, first class clerk	1,500 00
J. S. Webster, second class clerk	1,300 00

Mr. Bauset, as chief clerk, has general control of this branch, and acts as Deputy Minister during the latter's absence. Mr. Venning attends to correspondence generally and to the preparation of reports to Council, answers to Imperial despatches, etc.

Mr. Webster looks after the issue of fishery licenses and keeps a record of the same.

2. Correspondence and Record Branch.

C. Stanton, second class clerk	\$1,400 00
A. H. Belliveau do do	1,200 00
J. A. Murray, third do	850 00
J. W. Watson, extra do (8 years)	730 00

Mr. Stanton, as officer in charge of this branch, has the oversight of the work coming under the head of correspondence and records.

Mr. Belliveau does general work and prepares the statistics for the annual report.
 Mr. Murray, register clerk, records all correspondence.
 Mr. Watson, type-writer.

3. Accountant's Branch.

F. H. Cunningham, accountant, third class clerk.....	\$1,000 00
B. F. Burnett, third class clerk.....	700 00
W. A. Makinson do	600 00
E. W. Gilbert, extra clerk (8 years).....	547 50

Mr. Cunningham, as accountant, has a general oversight of all the work pertaining to this branch.

Mr. Burnett prepares cheques, writes letters, makes out monthly statements of expenditure for Auditor General, and monthly statements of paid and outstanding cheques.

Mr. Makinson keeps ledger and checks accounts.

Mr. Gilbert has charge of revenue, and assists generally in this branch.

4. Fishing Bounty Branch.

S. B. Kent, second class clerk.....	\$1,300 00
T. Aumond, third class clerk.....	1,000 00

Mr. Kent has charge of this branch and superintends the distribution of the annual grant to fishermen.

Mr. Aumond assists generally.

An enormous amount of clerical work, connected with this branch, was in past years done by means of extra clerks. Last year the larger portion of this work was performed by the permanent staff, after the regular office hours, for which they received extra pay, a special vote being granted by Parliament each year for this purpose.

Mr. Winter, third class clerk.....	\$850 00
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acts as secretary to Deputy Minister, and assists generally in the correspondence.

5132. What is the method employed in your department for the collection and deposit of public money?—Outside officers, who collect money on account of licenses, fines or confiscations, are required to deposit the same in a chartered bank to the credit of the Receiver General and forward the certificate of deposit, together with a statement giving the names of the persons from whom it was received, direct to this department. Officers in small towns or villages where there is no bank may send a post office order payable to the Deputy Minister, and if they cannot obtain even a post office order, then the amount may be sent in cash per registered letter. The registered letters are received and opened by the accountant, who deposits the money to the credit of the Receiver General, provided the sums received through the day amount to \$25, or over; if not they are placed in the safe and held over until they reach that amount. In the Maritime Provinces where the service is under the direct control of inspectors, the system is somewhat different. The deposit receipts, post office order, or cash, are sent to the inspector, who deposits them to the credit of the Receiver General and forwards the receipt to this department, together with a statement giving the names of the different fishery overseers from whom he received the amounts, and a schedule from each overseer giving the names of the persons from whom they collected money. These statements are forwarded to the Auditor General every month. A statement of deposit receipts is also made and sent with them to the Deputy Receiver General at the expiry of each month.

5133. Give a general idea of the method employed in controlling the expenditure of your department?—The expenditure of this department is controlled by officers in charge of the different services. Mr. Wilmot, as superintendent of fish culture, is responsible for the correctness of charges in connection with the fish-breeding expenditure. Lieut. A. R. Gordon, R.N., as commander of the fisheries protection service, is responsible for the expenditure connected therewith. The travelling expenses of

fishery officers are based upon a regular tariff; the accounts are all sworn too and certified by the inspectors of fisheries for the respective districts. They are afterwards carefully examined and checked in the department before being paid.

5134. What system of purchase is adopted in your department?—Supplies required for the fish-breeding and fisheries protection services are purchased on the authority of the officer having charge of each service, such purchase being previously sanctioned by the Minister or Deputy Minister. These are the only two services requiring purchases to any extent.

5135. What is the system followed in the issue and receipt of stores?—Owing to the nature of the work carried on by this department, it is not necessary to keep in stock a supply of stores.

5136. How are contracts generally awarded in your department?—The only contracts awarded are for building new hatcheries, vessels, and charter of vessels for fisheries protection service. Tenders are asked by advertising, and the contract awarded to the lowest tenderer, provided all other requirements in connection with the work to be performed are complied with.

5137. In addition to his salary, is any official in your department in receipt of any additional allowances or perquisites, and if so, please state particulars?—Permanent clerks employed in this department are allowed to perform extra work in connection with the distribution of the fishing bounty, for which they receive extra pay from a special fund voted by Parliament for this purpose.

5138. It is possible, in your opinion, to reduce the expenditure on account of the services under the control of your department without impairing their efficiency, and if so, state in what way?—The expenditure of this department could not be reduced without impairing its efficiency.

5139. In your department have any abuses prevailed in connection with the supervision of payments?—No abuses prevail in connection with the supervision of payments.

5140. Have you any suggestions to make with a view to possible amendments to the Audit Act?—I have no suggestions to offer regarding amendments to the Audit Act.

APPENDIX "A."

STATEMENT showing Cost and Number of Permanent and Extra Clerks employed in the Department of Fisheries in 1881-82, compared with 1890-91.

1881-82.

8 Permanent officials.....	\$7,214 67
3 Extra clerks.....	1,353 00
Total for year.....	<u>\$8,567 67</u>

1890-91.

14 Permanent officials.....	\$16,800 00
13 Extra clerks.....	2,543 75
1 Extra messenger.....	200 00
Total for year.....	<u>\$19,543 75</u>

NOTE.—The present Department of Fisheries was only organized in 1885. In 1881-82 it formed a branch of the Department of Marine and Fisheries. Ten of the extra clerks employed in 1890-91 were only engaged for a period of two months in connection with the distribution of fishery bounty. On the completion of this work their services were dispensed with; so that the number of extra clerks remained the same as in 1881-82.

JOHN THORBURN, LL.D., Chairman of the Board of Civil Service Examiners, was examined.

5141. You are the chairman of the Board of Civil Service Examiners?—Yes.

5142. And have been since the board was organized under the Civil Service Act of 1882?—Yes.

5143. Be good enough to state to the Commission the views you have formed in regard to the duties of the board under the Act, and whether anything could be done to promote the efficiency or economy of the service?—I should judge that the board has been of considerable service, but from the beginning I did not consider that it was thorough enough. I have always been under the impression that a competitive examination is what is required to secure an efficient Civil Service.

5144. That is, in addition to the general preliminary qualifying examination, you think that no one should be appointed without special examination for the office?—Yes.

5145. And that that examination should be open either to the public generally or to the applicants for the office?—I think it would be necessary to make it open to any one at first. The list might be reduced by a preliminary examination, such as they have in England, but it might cause umbrage to confine the examination to a select few.

5146. But even a Ministry might find it difficult to adopt a complete competitive system at once, whereas if it were the rule to examine all applicants for an office and to give the office to the best, the system would have an opportunity to grow, as it has done in England, where the competitive system was not adopted at once; but you believe in adopting the competitive principle as far as possible?—I do certainly. I think it would be decidedly advantageous for the service, and my impression is that it would also be advantageous for the Government.

5147. Tell us why?—For this reason. I presume that it is pretty well known that appointments are generally made on the recommendation of members of Parliament. Very frequently, if not in most cases, these are given as rewards for services rendered. Now, one can easily see that if a member of Parliament gives a promise to a man who works for his election he will naturally try to get an appointment for him, irrespective of his qualifications. There have been cases in which members have written to me in reference to individuals, stating that they had appointments ready for them if they succeeded in passing the examination. I think that is objectionable. Further, in cases of malfeasance of any kind, my experience leads me to the conclusion that the Government cannot, in all cases, deal with these as they ought to be dealt with; they cannot afford to do it. There have been instances of this kind, where individuals holding positions in the Civil Service have been guilty of very grave offences, and for some reason or other they have still been retained in their positions.

5148. To what cause do you attribute their retention?—I think very likely it will be found that if a man holding a position in the Civil Service in a certain constituency, where he has a large number of influential friends, does anything wrong, he naturally applies to the member to shield him, or at least to minimize his offence; and the member, finding perhaps that his political life depends on the assistance he gets from this individual and his friends, may be forced, however reluctantly, to comply.

5149. Therefore, not only is the consequence of that kind of political nomination the appointment of objectionable men, but their retention after they are found to be objectionable?—Yes. I might cite an instance of that kind. There was a case of personation in Toronto at the November examination of 1885, one candidate writing for another at the qualifying examination. I suspected that there was something wrong, and I sent my assistant round among the candidates to verify the names; but before he reached the particular candidate—there were about 80 writing in the room at the time—the candidate had finished his paper and handed it in. At the close of the examination I told this candidate that I wanted to speak to him before he left. I took him into another room, and charged him with having passed at a previous examination, and I wanted to know why he was back again. He denied that he had been up before, got into a passion, asked how I dared make an assertion of this kind, but finally said he would go down to the Queen's hotel and get a friend to identify him. He went away, but failed

to turn up with his friend; so I came home without having caught the "coon." I decided, however, to take further steps, and not to be beaten in that way; so I wrote to the postmaster of the district where the candidate professing to have written came from, and asked him if he would be good enough to give me a description of the candidate's appearance. In due course I had a letter from the postmaster, stating that he knew the gentleman very well, and that he was thoroughly competent to pass the examination, and expressing his wonder why I should suspect that there was anything wrong. However, he gave me the description I asked for, and it was a minute and accurate sketch of the man who wrote. I wrote him a letter, thanking him for the trouble he had taken; but before sending it away, it struck me that there was something in the assurance of his letter that was not entirely satisfactory. So I went to the office of the Civil Service Board and looked up the applications of the two candidates, that is, the one who had written, and the other who should have written, and I found that they were both in the same handwriting. I took the papers to Col. White, who was then secretary of the Post Office Department, and asked him if he thought they were in the same handwriting, and he said he was sure they were. I gave him briefly a statement of the case, and asked him to send it to the post office inspector of the district. The result was that after a great deal of trouble and correspondence it was found that the individual in question had written for the other candidate, who was an altogether illiterate man, and had been well paid for doing so. When the postmaster found how he had compromised himself by misleading and deceiving the board, he wrote a most apologetic letter to the authorities in Ottawa, expressing his regret that out of his good will to the man, who was a friend of his, he had done this foolish act.

5150. Is that postmaster still in the service?—Yes, he is still in the service.

5151. He became a party to the offence after the fact?—Yes, probably so, if not before.

5152. If the person who wrote had been a total stranger, he would have perhaps escaped, and you might not have detected the personation?—That is true enough.

5153. Why might not that happen at any examination?—It might, if the man had not been up before.

5154. Does not that suggest that you should adopt some better means of identification?—Possibly, instead of requiring one man to give a testimonial as to character, we might require three; and that, if I am not mistaken, is what is done in the United States and in England.

5155. After he got the three, the man might hand the certificate over to somebody else?—That is true. It is very difficult to see how cases of this kind could always be obviated and deception prevented.

5156. Would it not be possible to have the handwriting of the application certified by a justice of the peace or a notary?—Yes, that might be done, but even that might prove insufficient, as it is not always an easy matter to distinguish between different handwritings. Our method has hitherto been to send out "forms" to be filled up by the candidate, and when this has been done, these are returned to our office, where they are kept on file. These "forms" contain the necessary information required as regards health, age, moral character, place of residence, etc.; and when a candidate gets his certificate he signs his name across the certificate in the presence of a justice of the peace, so that we have his signature there to compare with his signature to his application.

5157. How do they sign the examination papers? Do they simply number them?—Yes, each candidate gets a different number; no name is allowed to be given.

5158. But would it not be well to have the original signature verified by a justice of the peace or a notary public?—That would be a very difficult matter. The candidates at Toronto, for instance, come from Barrie, Orillia and other places, where it would be difficult to get one to certify to them, and the same is true with regard to other places where examinations are held.

5159. The case you mention is not the only case of personation?—That is not the only case.

5159½. Indeed, you have been obliged to have the statute amended since 1882 to meet the very cases of personation?—Yes.

5160. Do you think the examination has provided a better class of men to choose from than there was before?—I am perfectly certain of that. The system does not necessarily secure the best men, but it cuts off the incapables.

5161. Have you cut off many incapables?—Oh, yes. At the last qualifying examination I think only 42 per cent of those who entered succeeded in passing.

5162. Has it happened that persons who you know would have otherwise had employment as temporary or extra clerks have had to leave the service because they could not pass the examination?—Yes, there was a case in Winnipeg in connection with the Department of the Interior, and there have been others. I have documents in my possession, stating that if certain persons did not pass the last examination they would lose the positions which they hold at present.

5163. In a number of cases?—Yes.

5164. Are they simply put off the pay-list for a month or so, and then taken on again?—I cannot say.

5165. Do you find them coming up again and again—are they given another chance?—Yes.

5166. Those in the service?—Yes.

5167. Time and again?—Time and again.

5168. Have you had people come up as many as eleven times?—I could not say positively without consulting our records. I am disposed, however, to think that this has never happened.

5169. Has it happened in some cases that where they have come up several times they have been able to pass?—Yes.

5170. Is that because they have really made advances in fitting themselves for the examination, or because they have had the good luck to get an easier test?—I think in most if not in all cases it is because they put themselves under a coach who prepares them for the examination. There are several schools in the city having special classes to prepare candidates for this examination.

5171. Have these coaches any idea of the line your examination will take?—I think not.

5172. You try to give a variety to the papers?—We do.

5173. The papers are not framed on the lines of previous ones?—No, entirely new questions are given at every examination.

5174. So that the coach would have to coach them, not merely on the past papers, but in the subject?—Yes.

5175. Your good nature is frequently appealed to, to recommend a coach?—Yes. I have been asked by individuals if I knew of any one who could give them private lessons.

5176. That is extensively practiced in England?—It is, and it is found to be of great advantage. Candidates thus prepared are said to come out ahead of those who have taken the highest honours at the universities.

5177. Have you any means of knowing how many of your passed candidates have entered the service?—I could not say just now. Mr. LeSueur made an estimate of this last year in our report.

5178. As a matter of fact, you only know the number that have written at each examination?—Yes.

5179. You can let us know the number that have written since the Act passed?—I cannot just now, but I will send it.

5180. Your report states that the total number who passed the preliminary examinations from 1882 up to November was 2,771?—Yes, that is the number for the preliminary examinations, and 2,286 have passed the qualifying examinations, but a considerable proportion of these had no intention of entering the Civil Service, but wish to have the certificates of the board as vouchers of character, health and ability, so as to secure other appointments.

5181. You do not make the examinations too difficult, generally, do you?—I think not.

5182. We can understand that a very rigid examination should be imposed for certain subjects, such as writing, arithmetic, geography, etc., but are not some of the other subjects gone into perhaps heavily?—I do not think so. Comparing our papers with what are given in the United States and in England, I find that they are very much easier.

5183. They are not very much more difficult than the entrance examinations to the ordinary high schools?—I do not consider that they are more difficult. Our examinations apply to all the different departments, but the Finance Department and the Auditor General's Department require men well up in figures, and we have been in the habit of putting a few more difficult questions specially to test the candidates for those two departments.

5184. The paper for the Auditor General's Department seems to be a pretty stiff one?—It has his approval.

5185. Where do you usually superintend?—I generally superintend at Toronto. I was asked to go there in the first instance, as it was supposed there would be a large number of candidates there, and Mr. LeSueur would be more serviceable at Ottawa to give information if necessary.

5186. Who superintends at Ottawa?—Mr. LeSueur, generally. Once or twice, however, he has gone to Toronto.

5187. Where does Mr. DeCelles superintend?—At Montreal.

5188. Montreal has a sub-examiner?—Yes. There are also sub-examiners at all the other places where examinations are held.

5189. Who is the sub-examiner at Montreal?—Mr. Dansereau was till recently, but when he was appointed postmaster Mr. F. Benoit was appointed in his place.

5190. Who names the sub-examiners?—As a general rule the members of Parliament are consulted, but not always. In the case of Kingston, for example, I applied to Sir John Macdonald, and he asked me to communicate with a gentleman in Kingston, who was not a member, to recommend an examiner. I should say, however, that the general practice is to get the concurrence of the member representing the district.

5191. That is to say, the appointment of a sub-examiner is a political appointment?—I should say so.

5192. What test of age do you get from the candidates? Do they fill in a declaration?—We either get an extract from the birth register, or a declaration of the age is made before a magistrate.

5193. And health?—We get health certificates made out and signed by a medical practitioner.

5194. In the scheme of promotion examinations a certain percentage will pass from third class to second class?—Yes.

5195. And a certain higher percentage will go on to first class?—Yes.

5196. And a higher percentage will go on to chief clerk?—Yes.

5197. Was it not understood originally that the promotion examination had reference to the class next above?—I have always understood it to be so. The question has been put to us, in the case of a third class clerk, whether he could not qualify himself for a chief clerkship by passing the necessary examination and securing the requisite marks without having to be examined again. That is not the view I take of it. I think the promotion should be step by step, from one class to the next highest.

5198. Is it not a fact that persons have been promoted to the second or third step on account of the percentage they obtained in their original promotion examinations?—I am not in a position to answer that question, because we have to deal only with those who come before us for examination. We do not know what is done in the departments.

5199. Have you ever been asked by a candidate for a statement of the percentage of marks he has obtained in an examination?—Not to my recollection, in the case of promotion candidates. We are often asked for the standing of preliminary and qualifying candidates.

5200. These are to qualify for entrance into the service, and cannot be used further?—No. Although the claim has been made that one holding a lower grade appointment, such as messenger, need not undergo the qualifying examination to fit him for entering a higher grade as clerk.

5201. You return the percentage of marks to the Secretary of State?—Yes.

5202. And that goes to Council?—Yes.

5203. You do not know anything officially of what becomes of the candidates after you return the list of passed candidates to the Secretary of State?—No, nor do we want to know.

5204. If the present system is continued, do you not think it advisable that you should change about, and go to other places besides Toronto?—I think probably it might be advisable, because we find that a considerable amount of copying takes place under some of the sub-examiners, notwithstanding the strict instruction is given them to prevent this.

5205. You can detect the copying by finding the answers in the same terms?—Yes, very readily; I have copies of examination papers here, showing the answers of different candidates to be in exactly the same terms. Even with the greatest care exercised by the examiners it is almost impossible entirely to prevent copying. I have seen, for instance, a candidate write on a piece of paper, roll it up and throw it from him as if it were waste paper. If . . . were allowed, information might be conveyed from one candidate to another. All such practices should be promptly stopped. You can easily imagine one candidate, having an understanding with another in regard to helping each other, might throw a piece of paper containing the answer to a question in his neighbourhood, where he could pick it up. There are various other modes of getting assistance which require the constant watchfulness of an examiner to detect and prevent.

5206. When cases of copying occur, what action does the board take?—We cancel the examination of those found copying. Frequently, however, when papers are cancelled, I have been written to, and waited upon personally, by friends of the candidates, in some instances by members of Parliament, interceding in their behalf. I might further mention in this connection that in cases where candidates have failed to pass, not obtaining the requisite number of marks, the board has been repeatedly importuned to reconsider the decision arrived at. Of course, if any injustice should by an oversight or mistake on the part of the board be done to any candidate, it would be rectified at once without the intervention of any one.

5207. A candidate can select the papers in his own language—a French-Canadian, for instance, can select papers in French?—Yes.

5208. The papers are prepared in English first?—Some are, and some are not. The English grammar and composition papers, for example, are not translated. For French candidates the questions in grammar and composition are taken from French works and specially prepared for them.

5209. The arithmetic is a common subject?—Yes; also geography, history, précis writing and book-keeping.

5210. The duties of the office are common?—Yes, but these are required from the promotion candidates only.

5211. If any translation is required it is given to the French member of the board?—Yes.

5212. Does he give it to any one else to translate?—I am not in a position to answer that question. It would be a dangerous thing to get outsiders to touch examination papers.

5213. You have had trouble about papers getting out of the Printing Bureau?—We have had a great deal of it.

5214. Kindly tell us the nature of the trouble and how it arose?—We had a case some years ago which confirmed the suspicions of the board that candidates had, by some means or other, access to the printed questions before the examination. When I was examining the papers in arithmetic I found that one of the questions, a simple multiplication question, had been worked out by two candidates, by means of logarithms.

Now, people do not carry logarithms about in their heads. Any one knowing the nature of logarithms would tell you this would be impossible. So I put the two papers aside, and, on enquiring I found that they belonged to a brother and sister, one of whom had written in Montreal and the other in Ottawa. It struck me that very likely they had separated, so as to throw the board off its guard. We summonsed both to appear before the board, but both of them took sick simultaneously after the examination. Their elder sister came and assured us that she had taught them logarithms and that they carried a large number of them in their heads, &c., &c. I assured her this was impossible - She left seemingly deeply offended because her statement was not credited. I suppose she afterwards thought better of it, for on the following week she came to my office, and very humbly apologized for trying to mislead me. She brought the book of logarithms with her in which the one that had been used was marked, and told me that her brother had the offer of a set of the papers and had come to her and asked her advice, and she advised him to have nothing to do with them. She subsequently said, when being examined, that it was she and not her brother who had the offer. After the brother and sister got well, we examined them under oath. I took a book of logarithms to test them and gave them a question to look up, but I found they knew nothing about logarithms. They said this was not the kind of logarithms they had been accustomed to. I said, "Very well, bring the book of logarithms you have been accustomed to using." They did so, but I found that they were utterly ignorant of any knowledge of logarithms. My contention was, and we so reported to the Secretary of State, that they had access to the papers before the examination took place, and that some one had worked out that question for them. That was one instance. At the recent examination for promotion, it came out that a candidate who was going up got a set of papers in advance from a man in the Printing Bureau, for which he agreed to pay \$50. He and another candidate used these papers, paying each \$25 for them. The one who got the papers acknowledged this to us. The man in the Printing Bureau who sold the papers left the city for the time being, when the investigation was going on. He afterwards came back and appeared before the board, but refused to give any evidence lest he should incriminate himself.

5215. Is he still employed at the Bureau?—I think not. I have no means, however, of knowing definitely what has become of him.

5216. Would it not be possible, in some subjects at all events, to put the questions on the black-board?—This would be impracticable. The best way would be to have them printed under the supervision of the board.

5217. When the candidates write their answers, what kind of paper do they use?—They use paper with a printed heading, giving directions regarding the examination.

5218. Were the arithmetic answers you have spoken of written on that?—Yes. They must have copied them from papers which they had in their pockets.

5219. What space is there between the candidates at the examinations?—There should be 5 feet, but there is not always so much.

5220. In the House of Commons do the candidates sit side by side?—No, there is only one seated at each desk.

5221. Can they look over each other's shoulders?—I think not.

5222. Do the candidates select their own seats?—I cannot say in every case; where examinations are held they should not be allowed to do so.

5223. With you, do they select their own seats?—No. I place them alphabetically.

5224. If the examinations were competitive would there be the same danger of candidates helping each other?—Certainly not. I feel certain there would be no danger then.

5225. Is there any change or improvement you would suggest to perfect the system?—I think the examination papers ought to be printed under the control of the board and not in the public Bureau. And, besides, a classified list of the standing of the candidates might be published with advantage, showing who are the most capable ones.

5226. You would need to have a man to set up your papers?—Yes. We would need a confidential man, a man who would be thoroughly trustworthy.

5227. Is it left to the board themselves to choose the questions to be put to the candidates?—Yes, except the questions on the duties of the departments.

5228. And to modify them according to circumstances?—This is left to the discretion of the board in most cases. On one occasion there was a reduction made in the percentage of one of the papers after it passed out of our hands, and, on another occasion the board was asked to set an easier paper on arithmetic for the candidates of one of the departments.

5229. Do you publish the results of the promotion examinations?—No, they are confidential.

5230. You publish the question papers?—Yes, except those of the Inland Revenue Department.

5231. Have not the promotion examinations been in many instances purely perfunctory, something that a child could pass?—The candidates seem to think they are too stiff.

5232. Have you not in many instances had papers from the departments on the duties, that a child could pass?—I could not answer the question as it is put to me. I might say, however, that there is a great disparity in the promotion papers sent by the several deputies, as regards both quantity and quality. Then as regards the marks of "efficiency," which used to be 300, we found that, in some cases, the candidates were passed indiscriminately at 300, while in other cases they were obviously arranged according to their merit. We recommended therefore that the efficiency marks should be reduced from 300 to 100, and this of late has been done. I find that in 1890 seventy-five per cent of the candidates passed the promotion examination in the Excise Department when all the papers were prepared by the department, whereas in the other departments, when all the papers except the one on "duties" were prepared by the board, seventy-four per cent passed. In that year, of the qualifying candidates who wrote forty-nine per cent passed. In 1891 forty-two per cent of the same class passed. It will thus be seen that under the present system of examination, a large number of inferior candidates fail to qualify for the public service.

5233. Are there any other suggestions you have to make as regards the working of the Civil Service Act?—Perhaps you will allow me to read a copy of a letter which I sent to Senator McInnes, in response to an enquiry from him bearing on the same subject. It expresses my views more fully and in a more connected form than I have been able to give in my answers to your questions. Leave having been granted, Dr. Thorburn read the following letter:—

(Copy.)

19th August, 1891.

Hon. Senator DONALD MCINNES,
Ottawa.

DEAR SIR,—I subjoin herewith, as desired by you, my views on certain points in connection with Civil Service examinations for appointments in the public service. I have no hesitation in saying that I fully agree with you that the patronage system of appointment is liable to great abuse, and undoubtedly is abused to a large extent wherever it is in operation. Appointments, when made on political grounds, almost necessarily tend to lower the public service, to degrade the electorate and to bring discredit upon the management of the affairs of the country. I have sometimes heard members of Parliament complain of the worry and annoyance to which they are subjected, and the great sacrifice of time and patience they have to submit to in foraging for positions in the departments for supporters whose claims it is not always safe to ignore. Probably, however, they have themselves to blame for this. Not unfrequently, as we know, in a close contest, when every vote counts, promises are made, either by candidates or by their friends, of positions in the Civil Service. When appointments are made merely to please some political supporter, the question of the candidate's fitness for the position is very apt to be overlooked or kept in the back ground.