

PROVINCE OF BRITISH COLUMBIA

Civil Service Commission

REPORT

FROM JANUARY 1ST TO DECEMBER 31ST

1947



VICTORIA, B.C. :

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THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

PHYSICS 309

LECTURE NOTES

BY

To His Honour C. A. BANKS,
Lieutenant-Governor of the Province of British Columbia.

MAY IT PLEASE YOUR HONOUR:

The undersigned respectfully submits the Report of the Civil Service Commission,
Province of British Columbia, from January 1st to December 31st, 1947.

GEO. S. PEARSON,
Provincial Secretary.

Victoria, B.C., January, 1948.

*The Honourable Geo. S. Pearson,
Provincial Secretary,
Province of British Columbia.*

SIR,—In conformity with the provisions of section 7 of the “ Civil Service Act, 1945 ” (chapter 11, British Columbia Statutes of 1945), we have the honour to submit herewith the report of the proceedings and work of the Civil Service Commission from January 1st to December 31st, 1947.

We have the honour to be,

Sir,

Your obedient servants,

CIVIL SERVICE COMMISSION.

J. V. FISHER,

Member.

E. W. GRIFFITH,

Member.

Victoria, B.C., January, 1948.

INDEX.

	PAGE.
Report of Civil Service Commission	7
Report of Chief Personnel Officer	8
Appendix A.—New Position Classifications.....	13
Appendix B.—Order in Council—Cost-of-living Bonus	15
Appendix C.—Order in Council—Salary Consolidation	16
Appendix D.—Order in Council—Amending Sick-leave Regulations for Veterans.....	17
Appendix E.—Order in Council—Regulations <i>re</i> Overtime	18
Appendix F.—Statistics	19
Address by Dr. H. M. Morrison, Chief Personnel Officer	22

INDEX

1	Report of Civil Service Commission
7	Report of Chief Research Officer
8	
13	Appendix A - New Position Classifications
15	Appendix B - Order in Council - Post-Office Living Allowance
16	Appendix C - Order in Council - Salary Constabulary
17	Appendix D - Order in Council - Transfer of Public Health Officers to the Service
18	Appendix E - Order in Council - Regulations for Officers
19	Appendix F - Statistics
22	Address by the Rt. Hon. Chief Research Officer

Report of the Civil Service Commission

Pursuant to Section 7 of the "Civil Service Act, 1945," from
January 1st to December 31st, 1947.

During the year 1947 the deliberations of the Civil Service Commission were concerned mainly with position-classification salary surveys, investigated and reported upon by its Personnel Division. In all, the Commission had thirty-nine formal meetings, many of which were attended by Departmental and Branch heads and Employees' Association representatives, semi-weekly meetings being the general rule for extended periods of time.

Two obvious factors made concentration upon salaries necessary. First, there was the unstable economic living base throughout Canada with which to contend. Wage and salary gains made, in an uneven pattern, by various organized and unorganized Provincial occupational groups resulted in a distorting pressure upon the Civil Service classification structure. This distortion, of course, affected the structural relationships effected in the classification of 1944. In the second place, there was the general rise in the cost of living, as reflected by the Dominion Bureau of Statistics Index. This, from a salary-classification view-point coupled with the rather unsatisfactory cost-of-living bonus system in effect, caused another problem upon which the Executive Council called upon the Commission for advice.

In addition to reviewing the entire Civil Service salary structure, the Commission, upon the request of the departments of the Government concerned, reviewed salaries of the Provincial Police, Game Commission, Oakalla Prison Farm, outside staff of the Department of Public Works, and employees administered under the "Provincial Elections Act." As a result of these reviews of Civil Service and non-Civil Service positions, upward revisions were granted by the Executive Council.

The report of the Chief Personnel Officer outlines in more detail the work accomplished during the year. In addition, in the Appendix to this Report we reproduce an address delivered by the Chief Personnel Officer to the convention of the Employees' Association. This address presents in brief outline the progress of the Commission to date, and also gives an insight into the nature of the work and problems of the Personnel Division.

A reading of this Report will indicate that, in respect to its tasks, this Commission still is in a transitory period. The objective of achieving a settled classification structure was impeded by a fluctuating economic base. However, we have reason to believe that this now has been effected. As a result, the coming year should witness greater forward steps. Classification definitions should be completed, and a beginning should be made toward a more scientific system of recruitment.

Some progress was achieved regarding the recommendations made by the Commission in its 1940 Report. Order in Council No. 2409, 1947, resulting from recommendations from the Commission to the Executive Council, established a definite and uniform policy in respect to compensation for overtime.

Investigation, including the seeking of advice from all Departments of Government, has been completed in connection with the problem of effecting a uniform policy in respect to payment of transportation and living costs to employees when transferred within the Province.

No great advance was made in respect to the formal recognition of Departmental Personnel Officers. The Departments of Finance, Public Works, and Forests have Assistant Deputy Ministers or leading officials acting as such. In the other Departments, the Deputy Ministers manage personnel matters in the course of their duties. The recognized Departmental Personnel Officers, besides handling competently their own personnel problems, at times have been of assistance to the Commission on special problems.

No progress can be reported this year in regard to in-service training. A good start in the expansion of this field would be the establishment of a small stenographic and typist pool in the offices of the Commission under the supervision of a female personnel assistant or an experienced senior stenographer. Such a pool should consist of trainees and experienced stenographers. As far as practicable, requisitions for stenographers and typists would be filled from this pool.

As with all employment, pay-rolls are at present on a rising curve. The Civil Service is no exception to this trend. Under such circumstances we feel that the greatest care should be taken against the ever-present danger of overstaffing and duplication of duties, as well as ensuring that each Government servant gives adequate service for the adequate remuneration he is receiving. Deputy Ministers should exercise the greatest caution in enlarging their staffs, even if their estimates might permit them to do so. It is respectfully suggested that consideration might be given to having each Department file with the Commission before or on July 1st, 1948, a detailed list of its establishment, including all sundry positions paid from bulk votes. After that date, additions, even if provided in the estimates, should be effected only through Order in Council.

It is with profound and sincere regret that the Commission has to report the death in September last of its Chairman, Mr. A. Norman Baker. The late Mr. Baker has left his mark on the public service of the Province. He was well known throughout the Province, chiefly for his achievements in the superannuation field. The "Civil Service Superannuation Act," the "Teachers' Pensions Act," and the "Municipal Superannuation Act" were nursed and administered by him. Being also Civil Service Commissioner for many years, he was Chairman of the Civil Service Reorganization Committee of 1942, and from 1945 until his death was Chairman of this Commission. In October, 1946, he was elevated to the position of Deputy Provincial Secretary.

A noteworthy event involving a recognition of the advance in Civil Service research was the selection of Victoria by the Western Region of the Civil Service Assembly of the United States and Canada for its final-day session of its annual conference held in July last. The staff of this Commission, with the co-operation of the British Columbia representatives of the Dominion Civil Service Commission, arranged a programme dealing with Canadian procedures and problems. The results were highly successful. This was the first time the Western Region met on Canadian soil—a fact to be taken as a recognition that our Civil Service administration is being conducted along scientific and modern lines of endeavour.

REPORT OF THE CHIEF PERSONNEL OFFICER,
HUGH M. MORRISON, M.A., PH.D.

I. GENERAL.

As at December 31st, 1947, there were 5,425 temporary and permanent employees enrolled in the Civil Service. Compared to 4,664 reported as at December 31st, 1946, the former figure indicates an increase of 760 employees. Part of this expansion is accounted for by the transfer of some 300 employees from the outside staff of the Department of Public Works into the Civil Service. A further increase of approximately 225 employees was accounted for by the adoption of the forty-four-hour week in institutions. Further, the new Jericho Unit under the Division of Tuberculosis Control was opened in 1947, and two new 100-bed units attached to the Essondale institution were opened in the same period. The expansion of public health nursing services involved the establishment of several new positions for public health and travelling clinic nurses.

Table 1 in the Statistical Appendix to this Report presents a Departmental analysis of the 1947 enrolment.

The national transition from a war-time economy to a peace-time economy was reflected in turnover in personnel of the Civil Service. During the year 2,048 appointments of a temporary and probationary nature were made to the Civil Service. In the same period 815 employees were brought into the permanent staff of the Civil Service. This figure of 2,048 new and temporary appointments amounted to 37 per cent. of the total Civil Service enrolment. Of this number, there were actually 459 new appointments. Table 2 in the Statistical Appendix gives the number of temporary and permanent appointments made during the year. Of this number, 740 or 31 per cent. were appointees with military service. .

During the year five employees were reinstated after service in World War II.

For the year 1947 the number of separations from the Civil Service in all categories amounted to 1,589. Of this number, 58 were retired in accordance with section 69 of the "Civil Service Act." In accordance with the "Civil Service Act Amendment Act, 1946," 43 retiring-leave payments amounting to \$21,922.28 were granted. A total of 1,499 persons resigned, and there were 23 dismissals, and 11 deaths.

As at December 31st, 1947, there were 877 Provincial Government employees covered by fidelity schedule bond for a total amount of \$1,602,650.

II. RECRUITMENT.

Recruitment was governed strictly by the principles of merit and open competition. After consultation with the Department of Government concerned, all appointments were approved and made by the Civil Service Commission. Wherever possible, examination of applicants took the form of an interview, checking of references through confidential channels, weighing of qualifications and experience, and oral and (or) written examinations when desirable. Strict attention was exercised in effecting section 79 (1) of the "Civil Service Act," which extends preferential selection to applicants with service in His Majesty's Forces to their credit. Vacancies were extensively advertised in the metropolitan daily press and in local newspapers for positions outside the Victoria and Vancouver areas. In only a few occupations, for example, medical, library, and engineering, was it necessary to seek recruits in other Provinces.

All vacancies in institutions not involving direct promotion within the establishment were openly advertised in the institution concerned. The Inspector of Institutions assisted in the recruitment of personnel for the various sundry institutional positions. As the filling of these sundry positions, to some extent, is of a transitional nature, definite Civil Service probationary appointment is not extended until after a month of continuous service.

As the demand during the past few years generally has been greater than the immediately available supply, no eligibility lists in accordance with section 48 of the "Civil Service Act" were maintained. However, there are indications that in some classifications, especially in the steno-clerical group, the improving supply will make it advisable to reintroduce written examinations for establishing eligibility lists.

The Personnel Division has exercised a high degree of selection in its screening of applicants, with the result that, upon the whole, a good grade of employee is being recruited into the service. In this respect, all Departments have been of great assistance, especially in connection with the technical and professional vacancies, their knowledge and evaluation of the source of supply at the training institutions being comprehensive in their respective fields of endeavour.

Promotions were effected upon Departmental recommendation, but care was exercised by all Departments and the Commission that seniority within the service was respected where the employee possessed the necessary qualifications, satisfactory service record, and was deemed capable of adequately filling the position. In one case, that of a promotion to chief clerk, when doubt arose as to the merits of several experienced applicants, a written examination was conducted by the Commission.

III. INVESTIGATIONS.

By far the greater part of the time of the technical staff was taken up with work of an investigational nature, particularly in respect to salary schedules, pay plans, questions of individual employee classifications, and the classification of new positions.

Investigation of Salary Schedules.

In consequence, with the rise of union rates of pay for skilled tradesmen throughout the Province, an investigation into the adequacy of similar trades positions in the Civil Service became necessary. In order to achieve a comparable monthly salary basis, a year's gross salary arrived at by hourly rate was reduced by 14 per cent. The benefits justifying this reduction are:—

- (1) Sick-leave (up to eighteen days per year and cumulative to six months).
- (2) Vacation leave (up to two weeks in excess of the legal one week for hourly rate tradesmen).
- (3) Government contributions to Civil Service Superannuation Fund.
- (4) Government coverage of all civil servants in Workmen's Compensation Fund.
- (5) Security of tenure.

The application of the above formula resulted in salary increases for the majority of tradesmen in the Civil Service.

A survey also was conducted of the so-called sundry male positions in the institutions. As a result, such personnel as orderlies, cleaners, cooks, and kitchen help received salary increases. Janitorial positions throughout the Service were resurveyed and a basic increase of \$10 per month granted. Shortly afterwards, definite classifications were established for chief janitors performing supervisory duties.

A survey which took a great deal of consultation and investigation was one covering administrative and professional positions in all Departments. The rising national demand for this type of personnel threw our salary ranges out of line. This was evidenced by (1) the difficulty of recruiting for such vacancies, (2) the migration of qualified Canadians to the United States, and (3) the findings of the Federal Royal Commission on Administrative and Professional Positions in the Dominion Civil Service. As a result of this survey, increases in the majority of these classifications, roughly averaging \$300 per annum, were effected. Some of the larger groups receiving increases were Education Department officials, nurses, social workers, engineers, foresters, Agriculture Department officials, Attorney-General's Department officials, Finance Department officials, officials of the Bureau of Economics and Statistics. Other groups, such as teachers, Labour Department officials, Land Registry officials, medical personnel, and Deputy Ministers, had received increases in 1946.

Toward the latter part of 1946 and the beginning of 1947, recruitment difficulties reflected that the Civil Service typist, stenographer, and lower clerical classifications needed revision. As well as the difficulty in recruiting, resignations from these positions began to rise. A common complaint received by Commission officials was that there was a tendency for the Civil Service to be used as a training-ground of junior personnel for private industry and other Civil Service systems. Hence a survey was conducted, with the result that some increases were made and some ranges were reduced, so as to effect a quicker promotional progression. The basic beginning salary for stenographers was raised by \$5 per month, and a new Grade 2 stenographer classification was established, promotion to which would be achieved through certification by the Chief Personnel Officer.

A survey resulting in increased salaries also was conducted for stationary engineer and firemen positions. Qualifications were revised in line with the 1947 amendment to the "Boiler Inspection Act." Farm positions also were surveyed. In addition, as the result of a survey, adjustments were made in salary ranges and training requirements for attendants at the mental institutions.

In addition to surveys of regularly constituted Civil Service positions, surveys also were conducted for non-Civil Service establishments. Upon the request of the Department of the Attorney-General, all positions in the establishments of Provincial Police, Game Commission, and Oakalla Prison Farm were surveyed. General salary increases were granted to the Police and Game Commission staffs, and improved promotional channels were established with respect to the Oakalla staff. The extensive survey of the outside staff of the Department of Public Works also was completed, and a definite classification system with improved salaries and certain Civil Service benefits came into effect on May 1st. Over 300 positions were transferred into the Service, coming under the jurisdiction of the Civil Service Commission. Promotion, but not selection, of employees in the outside staff requires the approval of the Civil Service Commission.

During the year, investigations were conducted which resulted in the establishment of the new position classifications shown in Appendix A attached to this report.

Numerous investigations resulted from individual employee or Departmental representations requesting revision of classifications on the grounds of increased responsibilities or prior error in classification. In addition, revision of certain steno-clerical classifications required some investigations of individual cases.

Upon the whole, the reclassifications with consequent salary increases effected during 1947 did not keep pace with the accelerated rise in the national cost-of-living index. As a result, the Commission was called upon by the Executive Council for advice in view of representations from the Employees' Association. The Personnel Division, with assistance from Treasury officials, conducted the necessary investigation into the cost-of-living bonus system. After investigations and study by the Commission, the Government was pleased to adopt the following measures, effective November 1st, for all Government employees:—

- (1) The 1947 bonus system was incorporated, with certain additions, into basic salaries, thus effecting new basic salaries of approximately 125 per cent. of 1939 levels.
- (2) A new bonus of 10 per cent. of salary up to \$16 per month was granted.
- (3) Distinction between householders and non-householders was eliminated.

(Copies of Orders in Council effecting these changes are shown as Appendices B and C to this Report.)

It may be asserted that a sound classification basis now has been established, and that henceforth only reclassifications of a minor nature should be necessary. The immediate classification tasks in the future should be the completion of all position-classification definitions, the charting of Departmental establishments, and a re-examination of our system of classification coding.

IV. RECORDS AND IMPLEMENTATIONS.

The application of a scientific system of classification and pay plan naturally has imposed a heavy load on the clerical staff of the Commission. In addition to the necessity for issuing new classification notices to the hundreds of civil servants affected by reclassification, the staff also was engaged in completing the transfer of employee records, which for years the institutions had been handling themselves. Furthermore, in co-operation with the Bureau of Economics and Statistics, a beginning was made to put such records, including the issuing of notices, on a modernized key-punch and I.B.M. system. This has not yet been completed, as the checking for accuracy and the securing of the proper forms involves a great deal of time and effort. However, when it is accomplished, future operations will be greatly simplified and economy of time and labour will be effected. Also much additional information concerning the Civil Service will be more readily available.

The following figures on the number of official notices issued during 1947 gives an idea of the load placed upon the staff because of salary revisions and reclassifications:

815 notices of permanent appointment, 2,048 notices of temporary appointment, 2,400 notices of change in position for permanent employees, 788 notices of change in position for temporary employees, totalling 6,051 notices of various categories. This figure does not include the many instances where two or three change notices were given to an individual employee.

It is opportune to express keen appreciation to the various officials at the institutions for their ready co-operation in supplying the requested information on their staffs, which was essential in centralizing Civil Service records.

V. SICK AND SPECIAL LEAVE.

During the year the number of days sick-leave granted was 29,679, which involved 3,770 civil servants, making an average of 7.6 days per employee drawing leave, and an average of 4.9 days per civil servant enrolled on December 31st, 1947. Of this sick-leave, 26,805½ days were with pay and 2,873½ days were without pay.

Special leave for the purpose of training and study was granted to twenty-one civil servants.

Upon the recommendation of the Civil Service Commission, the Executive Council was pleased to amend section 9 of the Civil Service Regulations, governing sick-leave, in order to distinguish between non-pensionable and pensionable disabilities in respect to war veterans receiving sick-leave with pay. A copy of the Order in Council pertaining to this change is shown as Appendix D to this Report.

VI. GRIEVANCES.

During the year one grievance presented by the Employees' Association on behalf of an employee was heard by the Board of Reference. The Board upheld the classification decision of the Commission with a recommendation that an upward adjustment of \$300 per annum should be made within the established salary range because of claimed retardation of salary advances prior to the general reclassification of 1944, the Executive Council being pleased to accept the recommendation.

Experience with this case, the only one to reach the Board of Reference, revealed that earnest consideration should be given to revising appeal procedure. The fact that under present regulations the Board is forced to follow a *de novo* procedure, with full legal conventions, tends to duplicate the work already accomplished by the Commission at a hearing. In addition, the use of court procedure endangers the consideration of true classification principles. It is felt that the Board of Review first should sit *in camera* and examine all written material dealing with the case, including the transcript of the Commission hearing. Failing to arrive at a decision, an open hearing then should be called, at which the Board, in order to secure the additional information needed, should call and question upon oath all the witnesses it needs.

VII. OVERTIME.

A definite and uniform policy relating to overtime was formulated, and as a result of recommendations to the Executive Council the Order in Council shown as Appendix E to this Report was approved.

One addition was made to the technical staff during the year. After a very thorough open-competition examination, involving an oral examination, Mr. Joseph Roberts, M.A., was appointed a Personnel Officer—Grade 1. Mr. Roberts served eight years as a high school teacher in the Province, four years in the Navy, and, prior to entering our service, was Personnel Officer with the Dominion Civil Service at the Esquimalt Dockyard.

In concluding this report I wish to express appreciation for the loyal support received from the staff and for the co-operation received from all Departments of Government throughout the year.

APPENDICES.

APPENDIX A.

POSITION CLASSIFICATIONS ESTABLISHED DURING 1947.

Position.	Department, Branch, Group, etc.	Salary Range.
Assistant to Deputy Minister of Railways.....	Administrative.....	\$4,800-5,400
Field Representative, Regional Development Division.....	Investigational and inspectional.....	2,400-3,000
Elevator Operator and Part-time Janitor, Government Agent, New Westminster.....	Labour, unskilled.....	1,560
Chief Orderly.....	T.B. Unit, Vancouver.....	170-195
Steward's Clerk—Grade 1.....	All institutions.....	150-175
Driver and Assistant Technician.....	T.B. Unit, Jericho.....	125
Home Supervisor.....	New Westminster.....	110
General Mechanic, Essondale.....	Essondale and New Westminster.....	150
Home Economics Teacher.....	Educational.....	1,680-2,280
Attendant, Museum and Library.....	Labour, unskilled.....	1,440
Window-cleaner.....	T.B. Unit, Vancouver.....	120
Director of Regional Development Division.....	Administrative.....	3,540-4,140
Senior Nurse Aide.....	Tranquille.....	90-110
Public Health Educator—Grade 1.....	Medical and Nursing.....	1,440-1,740
Public Health Educator—Grade 2.....	Medical and Nursing.....	1,620-1,980
Public Health Educator—Grade 3.....	Medical and Nursing.....	2,100-2,400
Director of Public Health Education.....	Medical and Nursing.....	3,000-3,600
Public Health Nutritionist—Grade 1.....	Medical and Nursing.....	1,560-1,860
Consultant, Public Health Nutrition.....	Medical and Nursing.....	1,800-2,280
Cabinetmaker.....	Labour, skilled.....	2,340
Public Utilities Investigator.....	Professional.....	3,000-3,600
Clerk—Stores.....	T.B. Unit, Jericho.....	1,500-1,800
Clerk—Stores.....	T.B. Unit, Vancouver.....	1,500-1,800
Secretary, Industrial Relations Board.....	Administrative.....	3,300-3,900
Maintenance Engineer.....	Essondale.....	185
Maintenance Engineer.....	Essondale, Colony Farm.....	185
Fireman (Fire-fighter).....	Department of Public Works—T.B. Unit, Jericho.....	125
Kitchen Help—male.....	New Westminster.....	100
Gardener—Assistant Head.....	Essondale, Colony Farm.....	145
Herdsmen—Assistant.....	Essondale, Colony Farm.....	140
Repairman.....	Essondale, Colony Farm.....	125
Farm and Garden Labourer.....	Essondale, Colony Farm.....	95
Farm and Garden Labourer.....	Mental Hospital, Colquitz.....	95
Farm Foreman—Assistant.....	Tranquille Farm.....	150
Feeder.....	Tranquille Farm.....	100
Gardener—Head.....	Tranquille Farm.....	150
Departmental Comptroller.....	Administrative (Department of Health).....	3,600-4,200
Business Manager, T.B. Control.....	Administrative.....	3,000-3,600
Live Stock Inspector.....	Agriculture.....	2,700-3,180
Supervising District Agriculturist.....	Agriculture.....	3,300-3,900
Audit Accountant—Grade 1.....	Clerical.....	2,100-2,700
Audit Accountant—Grade 2.....	Clerical.....	2,400-3,000
Audit Accountant—Grade 3.....	Clerical.....	2,700-3,300
Senior Analyst—Grade 2.....	Engineering.....	3,000-3,480
Superintendent, Public Works, Essondale.....	Engineering.....	3,600-4,080
Audit Accountant—Grade 4.....	Professional.....	3,300-3,900
Director of Welfare.....	Social Welfare.....	4,200-4,800
Assistant Director of Welfare.....	Social Welfare.....	3,300-3,900
Chief Draughtsman.....	Engineering.....	2,400-3,000
Instructor, Travelling Instructional Unit.....	Investigational and inspectional.....	2,280-2,880
Seamstress.....	T.B. Unit, Jericho.....	75-80
Cleaner.....	T.B. Unit, Jericho.....	95
Specialized Assistant (Occupational Therapy).....	Marpole Infirmary.....	95
Intermediate Library Assistant.....	Educational.....	1,680-1,980
Assistant Director.....	Medical and nursing.....	2,580-3,180
Air Camera Technician.....	Engineering.....	2,100-2,700
Air Survey Flying Assistant.....	Engineering.....	1,800-2,100
Supervisor.....	New Vista Home, Vancouver.....	130-155

APPENDIX A—Continued.

Position.	Department, Branch, Group, etc.	Salary Range.
Housekeeper.....	New Vista Home, Vancouver.....	\$85
Cleaner and Relief Fireman—Boiler-house.....	Essondale.....	115
Cleaner and Relief Fireman—Boiler-house.....	New Westminster.....	115
Warehouseman.....	Labour, unskilled.....	1,320
Engineer-Operator—Launch.....	Labour, skilled.....	1,800-2,100
Assistant Royalty Inspector.....	Investigational and inspectional.....	2,400-3,000
Chief Engineer, Water Rights.....	Engineering.....	4,200-4,980
Aircraft Pilot.....	Engineering.....	3,600-4,200
Inspector of Licensed Scalers.....	Forest.....	2,400-3,000
Assistant Director of Radie School Broadcasts.....	Education.....	2,040-2,640
Seamstress.....	Tranquille Sanatorium.....	85
Hospital Housekeeper—Grade 1.....	T.B. Unit, Jericho.....	110-135
Forester-in-training.....	Forest.....	1,920-2,280
Assistant Director of Recreation.....	Essondale.....	120
Electrician, Workmen's Compensation Board Building.....	Department of Public Works.....	185
Storekeeper.....	T.B. Unit, Jericho.....	125-160
Truck-driver (Relief) and Power Lawn-mower Operator.....	Essondale.....	125
Assistant to Land Surveyor.....	Engineering.....	1,080-1,620
Right-of-way and Claims Agent.....	Engineering.....	3,000-3,600
Mechanical Supervisor.....	Engineering.....	2,100-2,700
Deputy Minister of Fisheries.....	Executive.....	5,400-6,300
Studio Helper.....	Labour, skilled.....	900-1,200
Administrative Assistant (Civil Service Commission).....	Administrative.....	3,000-3,600
Research Officer, Department of Labour.....	Investigational and inspectional.....	3,300-3,900
Building Labourer.....	Department of Public Works.....	1,320
Director, Division of Tests and Standards.....	Educational.....	3,600-4,200
Assistant Director, Land Utilization Research.....	Agricultural.....	3,300-3,900
Research Supervisor.....	Economics and Statistics.....	3,300-3,900
Mechanical Superintendent.....	Engineering.....	2,400-3,000
Safety Supervisor.....	Investigational and inspectional.....	2,700-3,300
Junior Ship's Carpenter.....	Labour, skilled.....	1,500-1,740
Junior Mechanic (Marine).....	Labour, skilled.....	1,500-1,740
Registered Nurse in Public Health Field.....	Medical and nursing.....	1,440-1,740
Plumber, Assistant Head (New Westminster).....	Department of Public Works.....	200
Physiotherapist.....	Essondale.....	155
Hospital Housekeeper.....	Essondale.....	125-150
Chauffeur and Assistant Mechanic.....	Essondale.....	130
Recreational Instructor (Male).....	New Westminster.....	155-180
Swineman and Farm-hand.....	Colquitz.....	125
Record Clerk.....	Marpole Infirmary.....	80-100
Janitor—Foreman (Night).....	Department of Public Works.....	150
Janitor—Foreman (Day).....	Department of Public Works.....	140
Assistant Truck-driver and Relief Watchman.....	Department of Public Works.....	120
Inspector of Motor Carriers—Grade 2.....	Investigational and inspectional.....	2,160-2,760
Inspector of Motor Carriers—Grade 3.....	Investigational and inspectional.....	2,520-3,120
Assistant Director, Museum.....	Educational.....	2,400-3,000
Administrative Assistant to Chairman, Board of Industrial Relations.....	Administrative.....	3,000-3,600
Milk Board Inspector—Grade 1.....	Agricultural.....	1,860-2,220
Milk Board Inspector—Grade 2.....	Agricultural.....	2,400-3,000
Assessor—Grade 1.....	Clerical.....	2,220-2,820
Assessor—Grade 2.....	Clerical.....	2,520-3,120
Assistant Supervisor of Scalers.....	Forest.....	3,300-3,600
Inspector, Fuel, Oil, and Gasoline Taxes.....	Investigational and inspectional.....	3,000-3,600
Departmental Appraiser—Timber-land Appraiser.....	Professional.....	3,000-3,600
Departmental Appraiser—Building and Industrial Appraiser.....	Professional.....	3,000-3,600
Utilities Investigations Auditor.....	Professional.....	4,500-5,280
Assistant Surveyor of Taxes.....	Administrative.....	3,300-3,900
Administrative Assistant (Departmental).....	Administrative.....	3,300-3,900

APPENDIX B.

ORDER IN COUNCIL—COST-OF-LIVING BONUS.

To His Honour the Lieutenant-Governor in Council:

The undersigned has the honour to report that a revision of salaries of employees of the Provincial Government has been made, having the effect of raising salaries substantially to the 125-per-cent. level of the Cost-of-Living Index as prepared by the Dominion Bureau of Statistics and that the latest official announcement concerning the Index places the cost of living at 139.4:

And to recommend that to compensate for the rise of 12.5 points above the 125-point level, there be granted to the employees of the Provincial Government a bonus of 10 per cent. of their salaries as revised; provided, however, that in no instance a bonus greater than sixteen dollars per month shall be paid:

And to recommend further that the following regulations be adopted:—

- (1) Where the bonus formerly payable has been included in the daily wage rate for sundry employees of the Provincial Government, an equitable Table of Rates shall be prepared, such table to be consistent with salaries as consolidated and additional bonus payable.
- (2) Employees to whom the bonus is payable, whose compensation in any pay period is less than the usual full-time compensation, shall receive that proportion of the flat rate which the compensation received bears to their ordinary full-time total compensation for the pay period.
- (3) The bonus shall not be considered as "salary" for the purposes of the "Civil Service Superannuation Act."
- (4) Where, upon retirement, an employee is entitled to a payment under section 69 of the "Civil Service Act, 1945," such payment shall include the bonus as received immediately prior to retirement.
- (5) The bonus shall be payable for the full month in which death occurs, if the salary is paid for the full month.
- (6) The gratuity on death, provided under section 76 of the "Civil Service Act, 1945," shall not include bonus.
- (7) The Civil Service Commission shall be charged with the administration of these regulations, and if any dispute should arise as to whether or not an employee is entitled to receive the bonus, the matter shall be decided by the Civil Service Commission.

And that the payment of the bonus as above defined shall become effective as and from the first day of November, 1947.

Dated this 24th day of October, A.D. 1947.

GEO. S. PEARSON,
Provincial Secretary.

Approved this 24th day of October, A.D. 1947.

JOHN HART,
*Presiding Member of the Executive
Council.*

APPENDIX C.

ORDER IN COUNCIL—SALARY CONSOLIDATION.

To His Honour the Lieutenant-Governor in Council:

The undersigned has the honour to report that owing to economic conditions and the depreciation in the purchasing value of the dollar, it is considered desirable and expedient to increase the salaries presently payable to the employees of the Provincial Government:

And to recommend that for employees occupying positions with salary ranges, the following shall apply throughout the respective salary ranges, effective November 1st, 1947:—

That an increase of \$300 per annum be granted to the said employees in receipt of salaries up to and including a minimum of \$2,280 in their respective salary ranges:

That an increase of \$240 per annum be granted to the employees in receipt of salaries where the minimum of the respective salary range is not less than \$2,340 per annum nor the minimum greater than \$2,460:

That an increase of \$180 per annum be granted to the employees in receipt of salaries where the minimum of the respective salary range is not less than \$2,520 per annum nor the minimum greater than \$2,700:

That an increase of \$120 per annum be granted to the employees in receipt of salaries where the minimum of the respective salary range is not less than \$2,760 per annum nor the minimum greater than \$3,000:

That an increase of \$60 per annum be granted to the employees in receipt of salaries where the minimum of the respective salary range is not less than \$3,060 per annum nor the minimum greater than \$3,300:

And to recommend that, effective November 1st, 1947, an additional amount be added to the salaries of employees occupying positions not having salary ranges in accordance with the following scale:

Present Monthly Salary.	Additional Amount.
\$65 and under \$200	\$25 per month
200 and under 225	20 per month
225 and under 250	15 per month
250 and under 275	10 per month
275 and under 300	5 per month

And to recommend that Orders in Council providing for a cost-of-living bonus, and numbered 1166, 1613, 875, and 228, approved respectively on the 17th day of August, 1943; the 4th day of December, 1943; the 12th day of June, 1944; and the 11th day of February, 1947, be rescinded as of the 1st day of November, 1947.

Dated this 24th day of October, A.D. 1947.

GEO. S. PEARSON,
Provincial Secretary.

Approved this 24th day of October, A.D. 1947.

JOHN HART,
Presiding Member of the Executive Council.

APPENDIX D.

ORDER IN COUNCIL—AMENDING SICK-LEAVE REGULATIONS.

To His Honour the Lieutenant-Governor in Council:

The undersigned has the honour to report that pursuant to the provisions of section 59 of the "Civil Service Act, 1945," Sick-leave Regulations were approved on the 11th day of December, 1945, by Order in Council No. 2151:

And to recommend that the said regulations, as amended by Order in Council No. 1693, approved July 27th, 1946, be further amended by deleting section 9, and substituting the following:—

"9. Where an employee who has served in His Majesty's Forces in the Great War of 1914-18 or the Great War of 1939-45 is granted sick-leave for the purpose of attending a medical board or receiving diagnosis or treatment for a *non-pensionable* disability in a military hospital or other authorized hospital, such sick-leave may be granted in accordance with the preceding sections.

"9A. Where an employee who has served in His Majesty's Forces in the Great War of 1914-18 or the Great War of 1939-45 is granted sick-leave for the purpose of attending a medical board, or receiving diagnosis or treatment for a *pensionable disability* in a military hospital or other authorized hospital, sick-leave with full pay may be granted to a total of twenty-six weeks, no deduction from accumulated sick-leave credit to be made for such sick-leave; provided, however, that all pay and allowances received in excess of his permanent disability pension or allowances shall be credited to the particular vote concerned. Any additional sick-leave required under this section may be granted in accordance with the preceding sections."

Dated this 4th day of November, A.D. 1947.

GEO. S. PEARSON,
Provincial Secretary.

Approved this 4th day of November, A.D. 1947.

GEO. S. PEARSON,
*Presiding Member of the Executive
Council.*

APPENDIX E.

ORDER IN COUNCIL—REGULATIONS RE OVERTIME.

To His Honour the Lieutenant-Governor in Council:

The undersigned has the honour to recommend that, pursuant to the provisions of the "Civil Service Act, 1945," the following regulations relative to overtime services be made:—

"1. That where an office is required to be kept open to the public beyond the normal working-hours, or where, due to excessive pressure of Government business, shortage of staff, or other exceptional circumstances, an employee is required to work beyond the normal working-hours, and where such overtime services have been approved by the Deputy Minister or an official authorized by him, compensatory time-off in the proportion of one hour for each hour's overtime may be sanctioned.

"2. That where payment for overtime services is warranted by virtue of the overtime services to be performed being unrelated to the regular duties of the employee, or because, in the opinion of the Commission, compensatory time off would interfere with staff requirements, payment shall be made, provided such payment first has been approved by the Deputy Minister of the Department concerned and the Civil Service Commission.

"3. That where payments for overtime are authorized, the hourly rates shall be as set out in the attached table of rates or such table of rates as hereafter may be prescribed by the Lieutenant-Governor in Council.

"4. That records of compensatory time off be kept in a manner satisfactory to the Commission."

The undersigned has the honour to recommend further that the permanent monthly-rate personnel of the Department of Public Works (other than those employed in a supervisory capacity, to be defined) who are employed on a forty-four-hour week basis and who are called upon to perform emergency duties as defined in Order in Council No. 594, approved March 28th, 1947, shall be entitled to additional overtime payment on the basis of straight time only, such overtime payment to be calculated on the wage rates as classified for daily-rate employees performing similar types of work.

Dated this 2nd day of December, A.D. 1947.

GEO. S. PEARSON,
Provincial Secretary.

Approved this 2nd day of December, A.D. 1947.

JOHN HART,
Presiding Member of the Executive Council.

SCHEDULE OF OVERTIME ALLOWANCES.

Table showing Hourly Rates of Overtime, computed on a Thirty-eight-hour Week.

Monthly Salary.	Overtime Rate per Hour worked.	Monthly Salary.	Overtime Rate per Hour worked.
\$90	\$0.55	\$130	\$0.79
95 .....	.58	135 .....	.82
100 .....	.61	140 .....	.85
105 .....	.64	145 .....	.88
110 .....	.67	150 .....	.91
115 .....	.70	155 .....	.94
120 .....	.73	160 .....	.97
125 .....	.76	165 and over	1.00

APPENDIX F.

STATISTICAL SECTION.

Table 1.—(a) Enrolments in Civil Service.
(b) Appointments.

Year.	TEMPORARY.		PERMANENT.		TOTAL.	
	(a) Staff.	(b) Appointments.	(a) Staff.	(b) Appointments.	(a) Staff.	(b) Appointments.
1933-34.....	115	170	1,309	98	1,424	268
1934-35.....	188	248	1,296	85	1,484	333
1935-36.....	233	258	1,308	78	1,541	336
1936-37.....	252	279	1,355	104	1,607	383
1937-38.....	235	297	1,483	185	1,718	482
1938-39.....	261	328	1,628	133	1,889	461
1939-40.....	271	342	1,670	146	1,941	488
1940-41.....	320	356	1,631	121	1,951	477
1941-42.....	362	352	1,489	88	1,851	440
1942-43.....	420	474	1,402	173	1,822	647
1943-44.....	492	491	1,526	184	2,018	675
1944-45.....	585	547	1,574	155	2,159	702
April 1, 1945, to Dec. 31, 1946.....	1,506	2,058	3,158	1,245	4,664	3,303
1947.....	1,833	2,048	3,592	815	5,425	2,863

Table 2.—Number of Permanent Civil Servants, according to Sex, enrolled in
Departments of Government as at December 31st, 1947.

Department.	Male.	Female.	Total.
Premier's Office.....	.....	3	3
Agriculture.....	69	29	98
Attorney-General.....	209	113	322
Education.....	117	108	225
Finance.....	247	131	378
Fisheries.....	2	1	3
Health and Welfare.....	208	477	685
Labour.....	42	25	67
Lands and Forests.....	390	118	508
Mines.....	43	17	60
Municipal Affairs.....	9	3	12
Provincial Secretary.....	386	178	564
Public Utilities Commission.....	28	33	61
Public Works.....	483	64	547
Railways.....	6	2	8
Trade and Industry.....	29	22	51
Grand totals.....	2,268	1,324	3,592

In this table the figures for the Bureau of Reconstruction are included with those of the Department of Trade and Industry.

Table 3.—*Sick-leave granted with Pay from October 1st, 1946, to September 30th, 1947, according to Departments of Government.*

Department.	Number of Days.
Premier's Office	—
Agriculture	282½
Attorney-General	2,066½
Education	1,312½
Finance	2,030½
Fisheries	23
Health and Welfare	5,977
Labour	189
Lands and Forests	2,315
Mines	251
Municipal Affairs	30
Public Utilities Commission	422½
Public Utilities Commission	422½
Public Works	1,513
Railways	34
Trade and Industry	170
Bureau of Reconstruction	32½
Total	26,805½

Average per civil servant enrolled, 4.9 days.

Table 4.—*Number of Temporary and Permanent Appointments in 1947, according to Department of Government.*

Department.	Temporary.	Permanent.
Premier's Office	—	—
Agriculture	56	21
Attorney-General	144	73
Education	113	50
Finance	173	73
Fisheries	2	—
Health and Welfare	700	247
Labour	50	18
Lands and Forests	141	96
Mines	21	10
Municipal Affairs	5	5
Provincial Secretary	406	122
Public Utilities Commission	32	17
Public Works	169	71
Railways	4	2
Trade and Industry	28	10
Bureau of Reconstruction	4	—
Totals	2,048	815

Table 5.—Number of Retirements in 1947, according to Department of Government.

Department.	Male.	Female.	Total.
Premier's Office.....	.....	.....	.....
Agriculture.....	2	.....	2
Attorney-General.....	6	.....	6
Education.....	1	1	2
Finance.....	12	.....	12
Fisheries.....	.....	.....	.....
Health and Welfare.....	.....	1	1
Labour.....	.....	2	2
Lands and Forests.....	7	.....	7
Mines.....	1	.....	1
Municipal Affairs.....	.....	.....	.....
Provincial Secretary.....	11	.....	11
Public Utilities Commission.....	.....	.....	.....
Public Works.....	13	1	14
Railways.....	.....	.....	.....
Trade and Industry.....	.....	.....	.....
Bureau of Reconstruction.....	.....	.....	.....
Totals.....	53	5	58

CLASSIFICATION OF THE PROVINCIAL CIVIL SERVICE OF
BRITISH COLUMBIA.

(An Address delivered by Dr. H. M. Morrison, Chief Personnel Officer, to the Convention of the British Columbia Provincial Government Employees' Association, November 15th, 1947.)

When your executive invited me to speak to you this morning, I must confess that I gladly accepted the invitation. Although I feel greatly honoured to be permitted to take up part of your valuable time, the acceptance is not because of personal vanity, but rather the earnest wish to give you a greater understanding of the classification programme of the Civil Service Commission.

Your executive requested that I address you on classification and job analysis. Because of our common interest in rendering service to the Government and the people of British Columbia, no more fitting topic could have been requested. Classification and job analysis is—to use an analogy—the hub around which our Civil Service personnel programme revolves.

If this table before which I am standing were a pulpit, this room a church, my audience a congregation, and to-day the Sabbath, I am sure my text would be from "The Gospel according to Saint Luke"—chapter 10, verse 7, in part—"the labourer is worthy of his hire."

May I assure you that the achievement of this principle is the overriding aim of the Civil Service Commission, as it is of your own association. It also is agreed that a scientific system of position classification is the best method evolved to date by which this principle may be, at least, approximated.

In both the public service and private industry, the employee's compensation is roughly determined by two important factors, namely: (1) The general law of supply and demand; and (2) the duties, qualifications, and experience required of the incumbent in the job.

It is probably true to assert that in the past the first factor predominated over the second factor. In recent times, however, in both private industry and public service, the second factor is receiving greater recognition. This emphasis requires a system of classification in order to assure that "the labourer is worthy of his hire," which means that he should receive adequate remuneration commensurate with his duties, and also give adequate service commensurate with his remuneration.

As most of you may be aware, prior to 1944 the system of classification of our Civil Service was quite general and crude. There were six or seven rough clerical grades, a so-called "Technical Grade" and "Special Grade." This sparsity of classifications may be explained by the fact that the Civil Service grew up from small beginnings and was predominantly concerned with clerical and senior clerical-administrative duties. For example, the total strength of the Civil Service in certain decade intervals was as follows: 1872, 30; 1881, 34; 1891, 93; 1901, 220; 1911, 463; 1921, 1,335; 1931, 1,617; 1941, 1,951; 1946, 4,664.

As Government services expanded to include more professional and technical work in numerous departments, the Civil Service not only was enlarged in strength, but also it became more diversified in respect to duties. The result was that the simple classification of the past was found to be inadequate. An entirely new system had to be devised.

Most of you are aware of recent developments which met this challenge. The Government appointed a special committee—commonly known as the "Baker Committee"—to prepare a report with recommendations. It is significant that the report, published in 1944, was called a "Progress Report"—an indication that the new classification system was not static. However, enough work had been done to lay a foundation upon which to build and to enable the Legislature to pass the amended "Civil Service Act" of 1945.

How was the classification as outlined in the Baker Report achieved? Before I answer this rhetorical question, we should have clear in our minds the meaning of position classification and position analysis. *Position classification* means the setting of the position in correct relationship to all other positions in the employing agency's structure. This operation, for the time being, has nothing to do with what should be paid for the position. The operation may be compared to a system of cataloguing in a library. *Position analysis* entails a study of the pertinent duties entailed in the position, together with the experience and qualifications required of an incumbent to satisfactorily perform these duties. As position classification involves relationships of positions in the structure and as position analysis involves examination of each position, it is obvious that the latter must precede the former before a sound

classification structure can be established. It also is obvious that no position can be soundly evaluated in regard to adequate remuneration until the classification structure is established.

The amount of remuneration—that is, the salary payable for a position—is not only directly related to the classification structure, but also indirectly to the amount in the Provincial Treasury to be spent on operating the Civil Service. This amount is geared to cope as much as possible with the general law of supply and demand. However, as this law does not always operate uniformly, there are at times tugs on the Civil Service classification structure, which, I might say, bring about not only a few more grey hairs in the heads of administrative officials, but also may be disturbing to members of your own executive.

In summary, then, when thinking of a classification system, there are three significant and distinct operations to bear in mind:—

- (1) Position analysis; that is, the duties involved in a position.
- (2) Position classification; that is, the relationship of the various positions in a structure.
- (3) Position evaluation; that is, the appropriate salary to be attached to a position.

Let us now return to our rhetoric question, "How was the classification as outlined in the Baker Report achieved?" We may say, and we make take pride in the fact, that the achievement is a good co-operative product of our own Civil Service. To be sure, the Committee, composed of Civil Servants who were in positions having an all-embracing knowledge of Civil Service positions, directed the work, but they had the assistance of all employees and the full support of your own association.

The first necessity—position analysis—was accomplished through the means of employee and supervisory questionnaires, conferences with the various departments and branches concerned, personal visits of the Committee itself, and a Province-wide trip of its personnel official, Mr. Cole. The framing of the second necessity—position classification—was done largely with the Dominion Civil Service system as a starting guide. The third—position evaluation—was governed by two factors: (1) The amount for salaries available before reclassification, plus (2) the extra amount allocated for reclassification purposes. I think it is agreed that the foundations of the classification system as laid down by the Committee are good, and worth building upon and improving.

Having granted the soundness of the foundational work achieved up until 1945, you may well inquire as to what has been since accomplished. Embarked upon a programme demanding continuous and live administration of a scientific classification system, it became obvious that the Commission would need a much enlarged staff with a properly qualified Personnel Division. In the summer of 1945 the first appointment to this Personnel Division was made, when Mr. R. L. W. Ritchie assumed his present duties. The Chief Personnel Officer assumed his duties in December of that year. Since then two more Personnel Officers, Messrs. Richardson and Roberts, have joined the staff, the former in September, 1946, and the latter in May of this year. During the past two years the clerical staff has increased from around thirteen to around twenty-six. Let me hasten to assure you each member of this staff is busy every moment of the day, and that cheerful and full service is being rendered by this group of co-operative and pleasant civil servants.

In assessing the Commission's achievements since 1945, several important factors should be borne in mind. First, we were and still are in a period of transition from the old to the new. The Commission is faced with the building and administering of a classification system which the Dominion Civil Service has been doing since 1919. This necessitated the building-up of staff, the training of new staff, the revision and expansion of records, and the formalizing and completion of classification definitions and Departmental establishments. Simultaneously, the Civil Service itself was expanded through the inclusion of thousands of employees engaged in various Government institutions. The institutional records of these employees had to be centralized. In addition, from time to time, the Commission and its staff was called upon by the Government to assist in the classification of non-Civil Service branches, such as the outside services of the Department of Public Works and Provincial Police.

The picking-up of the lag and the endeavour to keep abreast with current administration took place when the economic living base was in an extremely fluctuating and disjointed condition. As a result, the Commission was forced to expend its greatest efforts on position evaluation. Up until October of this year more than 85 per cent. of Civil Service positions had been again reviewed, and new salary scales had been struck in the great majority of them.

Since then, as a result of a reference from the Government, the Commission made certain studies and submitted data and recommendations which led to the consolidation into the basic salaries of certain emoluments that were being paid. In addition, recommendations were made for some benefits to be added to the consolidated salary. These the Government was pleased to adopt, with the result that a good basic pattern now exists. Many new positions have been classified, and it may be stated with confidence that by the end of this year all Civil Service position classifications will have been restudied. At this point it should be emphasized that the Commission, at all times, will carry out fully its functions so as to ensure the application of revisions, and it also will hear and appraise individual or group representations.

I am quite free to admit that this necessary attention to classification administration and building-up of staff has, of necessity, greatly hindered the development of a full personnel programme. It is my hope, however, that we shall soon be in a position to gradually expand so as to carry on other aspects of personnel-work in addition to classification administration. Our present necessary restriction to classification administration is another reason why I eagerly seized upon this opportunity of addressing you.

I think you will agree that during the past two years first things have been put first—we have been concentrating on the hub. For more specific knowledge of part of this work, I would refer you to the first printed Report of the Civil Service Commission, briefly outlining the work accomplished until December 31st, 1946. We have not started to prepare the next Annual Report as yet, but I know it will reveal marked progress.

Off-hand, during the past year some of the groups and establishments reassessed are as follows: Janitors, tradesmen, medical personnel, male institutional employees, administrative and professional personnel in all Departments, stenographers and junior intermediate clerical personnel, stationary engineers, nurses, teachers, farm personnel, foresters, draughtsmen, Provincial Police, Game Commission, Oakalla staff.

In addition to this, there has been a large number of investigations and adjustments in respect to individual positions where duties have expanded or were believed to have expanded sufficiently to warrant reclassification.

In our work the assistance of your executive, especially your general and assistant general secretaries, has been of immense and constructive value. Although we are not always in full agreement, the representations and opinions of your two able officials are always sought and respected as sound and reasonable. I think it may be stated that we have agreed to agree more than we have agreed to disagree.

Now that I have given you a brief account of the development of our classification system, I feel that many of you may be interested in the guiding principles used by a Personnel Officer in analysing a position.

Let us imagine that the Commission has been requested to classify a new position, or an investigation is to be made into the claims of an employee to a higher classification. The five chief and ultimate factors to be considered in some form or other are as follows:—

- (1) A study of the subject-matter, function, profession or occupation with which the work deals.
- (2) A study of the difficulties and complexities of the duties involved.
- (3) A study of the non-supervisory responsibility entailed.
- (4) A study of the supervisory and administrative responsibilities entailed.
- (5) A study of the qualification requirements of the position.

The first factor—a study of subject-matter, function, or profession—presents no great difficulty, especially in our Service. Our classification system is divided into quite distinct groups and classes, partly upon a Departmental or institutional basis, which, to date, has operated quite satisfactorily. For example, there is no great difficulty in deciding that a doctor will be classified in the "MN" or Medical Group, or an assistant forester in the Forestry Group.

The second factor—namely, difficulty and complexity of duties—is a challenging one. Here distinctions must be made in the same field of work; for example, what factors cause a position to be graded as a Stenographer—Grade 1 instead of a Stenographer—Grade 2, or a Government Agent—Grade 3 instead of a Government Agent—Grade 1? In the first case it is difficulty and complexity of duties, and this factor also plays an important part in the latter case. How does an analyst determine the difficulty and complexity of duties performed?

He looks at the work *before* the employee gets it. He observes *what the employee does* with the work, and he checks to see what is done to the work *after* the employee completes it.

Let us say that Miss Jones, a stenographer in a large Government office, graded as a Stenographer—Grade 1, feels she should be graded as a Stenographer—Grade 2. After studying the definition of both gradings, and receiving general statements from various sources as to the work she does, the Personnel Officer will endeavour, by observation and other methods, to note the following:—

- (1) He will study the stage of the office-work at which it is when Miss Jones receives it. How much preparation has been done on the work to increase or decrease Miss Jones' work?
- (2) Has Miss Jones any great decisions to make?
- (3) He will endeavour to study the entire work in the office to see if there is a segregation of selection of assignments for each employee. This will give a clue as to whether or not Miss Jones' work is routine or whether it involves greater responsibilities than others in the same office.
- (4) The next step he will pursue is to study the definite procedures or skills involved in the work.

Miss Jones, as a stenographer, of course, will be making large use of the typewriter. The Personnel Officer will want to know whether the work Miss Jones is doing involves a great deal of repetition or is she faced with framing her own letters or typing a great deal of varied content. In short, is her work reducible to mechanical routine or does she have to be a great deal on her toes because of the variety involved? Another way to put it is to ask the question whether her actions are obvious or does she have to develop quite frequently new ways and means in her work.

Another factor to be considered is the amount of control Miss Jones receives from supervisory officials. Does she receive instructions before a task or during the task, or is her work entirely free from technical control, except for the final review after she lays the letters on her boss's desk?

The third factor relates to non-supervisory responsibilities. This factor is largely one that applies to positions similar to that of intermediate or senior clerks and also to senior administrative officials.

Let us imagine the position of senior clerk in any Government office. The Personnel Officer will want to know what responsibility is involved in this senior clerk's review of the work, action, or decision of others. Is this review mainly based on abstract or concrete work? By abstract I mean decisions of other clerks, and by concrete I mean the checking of such things as typewritten copy. Does the chief clerk have authority to make changes, and does his work of review actually approach supervision? Has he the responsibility of making decisions or taking independent action? The Personnel Officer will also look at the office over which the senior clerk has charge. How important is his position within the organization structure? If he makes an error, how seriously does it affect the branch? How important is his position as to its functions in regard to the branch or office as a whole? Has he any responsibility for making recommendations or decisions, determining plans, programmes, or policy? Has he a responsibility for the safety of the lives of others? Does he have responsibility for the custody of money or valuable or confidential documents? Does his position involve a good degree of public contact, wherein a good personality is imperative?

The fourth guiding factor—supervisory and administrative responsibility—also assists in determining the grade and group. This factor would be largely applicable to administrative officials such as a Government Agent. In the use of this factor, I should like to point out one great fallacy against which the Personnel Officer must be on his guard. This fallacy is the tendency to think that the size of the staff under supervision indicates the importance of the supervisory position. If this factor were taken alone as a guide, a senior clerk-stenographer in charge of a large pool of stenographers could be graded higher than a professional scientist with a small staff. There are, upon the whole, five basic groups of responsibilities which largely determine the importance of a supervisory position. They are as follows:—

- (a) To what degree does the official plan a programme in view of policy objectives already laid down?
- (b) How much organization is he called upon to perform in order to achieve this programme?

- (c) How far is he called upon to control and direct the work in the organization?
- (d) To what degree is he in touch with staff in the organization?
- (e) To what degree is he responsible in serving the public?

It is especially in the last four items where the Personnel Officer will find the difference between Government Agent—Grade 1 and Government Agent—Grade 3. In other words, the size of the office and the district served will serve as a good clue.

There are other considerations, however. For example, to what extent is the supervisory official assisted by the level of responsibility of those he supervises? The Personnel Officer, in order to find the correct relationship in the Civil Service structure, will have to study the importance and variety of the functions and the complexity of the office or organization supervised. Some points of view in this problem will entail the importance of the organization to the Government as an operating agency, or to the Province at large.

The fifth guiding factor—namely, qualification requirements of the position—in the truest sense does not directly enter the question of classification. This guiding factor actually reflects the difficulty or complexity of the duties to be performed. If it is a minimum requirement that a Ph.D. degree or twenty years' Government service is required to fill a certain position, then it is obvious that this position is more important than one which requires the incumbent to have high school graduation with perhaps a minimum of two years' Civil Service experience.

These are good general guides. They are not, in themselves, however, all-sufficient. A good Personnel Officer will use them in part or in whole to arrive at a recommendation when assessing a position. He will make use of all contacts which have a bearing or knowledge of the position. He will consult with the employee, weigh the work, consult with supervisory officers, check similar organizations either in or without the Government service. In short, he will gather all the opinions and data that he can which bear on the problem and which have significant relationship to it.

It is obvious, however, despite the fact that he is dealing with positions and continually thinking of positions, that personal opinions are for ever intruding themselves into the situation. He is not dealing with concrete things such as books or lumber. In essence, he is dealing with human and abstract relationships. As a result, in the last analysis, there must be some adjudication. The aim, professional pride, and integrity of the Personnel Officer demands that this adjudication be made as objective and as fair as possible. Attempts have been and are being made to obviate subjective conclusions as much as possible. Point systems of classification have been developed. A point system is nothing but a weighing of the various factors and reviewing of the guiding principles I have already mentioned, and the summing-up of these weights to determine relationships. However, subjective judgment will enter the picture even in the use of a point system. The assessment of various points to certain factors involves subjective allocation. For example, on what basis can it be said that responsibility for the safety of others may be weighed twice as important as the responsibility for making important decisions which may strain the nervous system and lead the incumbent to an earlier grave than might be expected? Let me repeat, I feel there always will be subjective adjudication involved. In the last analysis, it is the integrity of the Personnel Officers and the Commission which count. However, that integrity will be greatly assisted by the use of some such system of guiding factors such as I have described, together with a comparison of positions within the structure. The personal factor of the incumbent in the position, as I have stated, is always inclined to intrude into the situation, and the Personnel Officer must be continually on his guard. He must be careful to get all the information he can, and not discourage it by becoming impatient with exalted and enthusiastic opinions. It is natural at times for people to overassess the work in which they or their branch or department are engaged. It is natural and desirable, because that enthusiasm is the motivation which makes a good civil servant. Natural ego also enters the picture. Who wants to feel that their job is of minor importance? Yet it is the difficult task of the Personnel Officer to advise the Commission so that the final decision may be fair to both employee and, in the last analysis, to the people who pay the taxes.

As a final word, I may say that the Commission must be careful that position classifications do not become too refined in order to avoid the danger that differences become superficial. In their report of 1946, the Royal Commission on Administrative Classifications in the Public Service (of Canada) was inclined to be critical of this trend.

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