

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

9th January 1913—24th January 1913

WITH

APPENDICES.



LONDON:

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., FETTER LANE, E.C., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

PRINTED BY

EYRE AND SPOTTISWOODE, LTD., EAST HARING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

1913.

Price 1s. 1d.

# ROYAL COMMISSION ON THE CIVIL SERVICE.

## TABLE OF CONTENTS.

	PAGE
LIST OF WITNESSES . . . . .	2
MINUTES OF EVIDENCE . . . . .	3
APPENDICES . . . . .	103

## LIST OF WITNESSES.

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Fifty - fourth Day.	9th January 1913	Mr. R. CARY GILSON, M.A.	Representative of the Head Masters' Conference.	22,047-22,298	3
" "	" " "	Mr. W. M. HICKS, Sc.D., F.R.S.	Representative of the University of Sheffield.	22,299-22,372	12
Fifty - fifth Day.	10th January 1913	Sir W. S. McCORMICK, LL.D.	Secretary of the Carnegie Trust for the Universities of Scotland.	22,373-22,522	15
" "	" " "	SIR WILLIAM AUGUSTUS TILDEN, D.Sc., LL.D., F.R.S., and Sir WILLIAM RAMSAY, K.C.B., D.Sc., LL.D., F.R.S.	Representatives of the Institute of Chemistry.	22,523-22,715	24
Fifty-sixth Day	16th January 1913	Dr. J. R. TANNER	Representative of the University of Cambridge.	22,716-22,881	33
" "	" " "	Dr. A. NEWSHOLME, C.B., F.R.C.P.	Medical Officer of the Local Government Board.	22,882-23,022	42
Fifty - seventh Day.	17th January 1913	Mr. C. B. HEBERDEN, D.O.L.	Representative of the University of Oxford	23,023-23,217	47
" "	" " "	Mr. R. F. CHOLMELEY, M.A.	Representative of the Incorporated Association of Head Masters.	23,218-23,451	54
Fifty - eighth Day.	23rd January 1913	Mr. CLAUD SCHUSTER	Secretary and Legal Adviser to the National Health Insurance Commission (England).	23,452-23,950	62
" "	" " "	Mr. THOMAS JOHN HUGHES.	Chairman of the National Health Insurance Commission (Wales).	23,951-24,151	79
Fifty - ninth Day.	24th January 1913	Mr. J. LEISHMAN, and Miss M. M. PATERSON	Chairman of the National Health Insurance Commission (Scotland).	24,152-24,565	85
" "	" " "	Professor JAMES JOHNSTON DOBBIE, D.Sc., LL.D., F.R.S.	Member of the National Health Insurance Commission (Scotland). Government Chemist	24,566-24,705	97



ROYAL COMMISSION, ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, Old Palace Yard, S.W.

FIFTY-FOURTH DAY.

Thursday, 9th January 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Sir KENNETH AUGUSTUS MUIR-MACKENZIE,  
G.C.B., K.C.

Mr. ARTHUR CECIL TYBRELL BECK, M.P.  
Mr. ALFRED ALLEN BOOTH.  
Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.  
Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.  
Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. R. CARY GILSON, M.A., called and examined.

22,047. (*Chairman*.) You are head master of King Edward's School, Birmingham?—I am.

22,048. Will you be good enough to tell the Commission in what representative capacity you appear before us to-day?—I appear, my Lord, as representing the Head Masters' Conference, which is a voluntary society of head masters of about one hundred public schools. There are two associations of a somewhat similar kind, the Head Masters' Conference and the Incorporated Association of Head Masters. The Head Masters' Conference is, I suppose, in a sense the more select, I think I may say also, the less business-like, of the two bodies. The hundred schools that it comprises are schools selected because they send a considerable number of boys to the older universities of Oxford and Cambridge.

22,049. Do they include the great public schools, Eton and Harrow, and so on?—Yes, all of them.

22,050. And the other association which you refer to is connected with different schools?—It is connected with about 600 schools including most, but not all, of the schools which also belong to the Conference.

22,051. It includes smaller schools than the Conference does?—Yes, smaller schools and of more modern foundation, and of a somewhat different type.

22,052. Might I then infer from what you say that your Conference includes all the greater schools?—It includes all the greater boarding schools certainly.

22,053. And the other association includes the smaller boarding schools and schools that are not boarding schools?—Yes, that is so.

22,054. Does your Conference meet frequently in the year?—The Conference itself meets once in the year only—generally at the end of December; but there is a standing committee, of which I have been for many years a member, which meets about four or five times a year in London and transacts special business. The actual Conference itself is little more than a debating society.

22,055. And the business is connected with school affairs common to all the schools forming the Conference?—Yes, that is so.

22,056. In that business do questions regarding the Civil Service examinations naturally come up?—Yes.

22,057. We have been informed by the representatives of the universities whom we have heard so far that the syllabuses of the examinations for the Civil Service have no effect upon the general course of studies in those universities; would you say that anything like the same rule would apply to the schools that you represent, or do you so direct your instruction in the schools as to prepare students for the Civil Service examinations?—I am afraid I could not answer that question definitely with regard to all the schools of the Conference. Schools of the older type like Eton, Harrow, Winchester, Westminster, and so on, are, I should think, very little affected.

22,058. And your own school?—My own school is affected to a certain extent. If I may venture to say so, I presume that one motive, at any rate, of the Conference committee in appointing me to represent them was that my school and perhaps my experience (I was ten years a master at Harrow before I was appointed to my present school) is exceptionally wide, so that I see more than one side of the problem.

22,059. Am I not right in thinking that your school is one of the oldest foundations?—Yes; it was founded in 1552, but it was remodelled in the middle of the 19th century and brought into modern lines to an extent which does not apply to most of the Conference schools.

22,060. Would you date your regard for the requirements of the Civil Service examinations from the remodelling? I understood you to say that, in the curriculum of your school, attention is paid to the requirements of the Civil Service examinations, that you do direct instruction with regard to the examinations, and my question is whether that arrangement dates from the remodelling to which you have referred, or is of a later date. I only want to know how far the course of instruction in the great schools is influenced by the character of the Civil Service examinations?—Yes, I should think the change did occur at the time when the school was, to a large extent, remodelled in

9 January 1913.]

Mr. R. CABY GILSON, M.A.

[Continued.]

the middle of the 19th century; but I was under the impression when you said "influenced" that you meant influenced in what we schoolmasters regard as an unfavourable way.

22,061. I was just going to put that question. I did not connote any meaning by using the word "influence." But I did intend to ask you whether the changes which came about have had any such effect as examinations, if often repeated, do have on the course of instruction in a school?—I think I have not allowed them to affect it much in my own school.

22,062. The inference that I myself have drawn and I think others have drawn, is that where the instruction of a school is so directed as to prepare boys for examinations, there is not the same freedom of education as there would be if examinations were not the object in view?—Yes, it differs of course; the degree of influence exercised depends very much upon the nature of the examination.

22,063. Have you classes to prepare for the Civil Service examinations?—No, none that are specially constituted for that purpose.

22,064. You have classes which prepare for the universities?—Yes.

22,065. The whole tenour and texture of your education lead up to the university?—Yes, including the newer modern universities. I pass through the matriculation of London or Birmingham somewhere about 60 boys a year.

22,066. Do your boys go more to the modern universities than to the older ones?—Yes, they go in larger numbers to the newer universities.

22,067. And what is the course of study they pursue in the newer universities?—For the most part science and engineering.

22,068. They begin at once their technical studies. When you say engineering, they begin at once, I suppose, their preparation for the profession and the study will be more or less professional?—Yes, it is also academic of course; it is not a strictly professional course of study in Birmingham University, it has to be supplemented by actual professional training as well.

22,069. When boys do join, say, the engineering department of the university, they have their general training, but do they visit any of the great workshops?—Yes.

22,070. And any of the great industrial centres outside?—Yes.

22,071. So that their theoretical training is joined with practical experience?—Yes, that is so.

22,072. They are at once prepared for a profession then?—When they leave me.

22,073. Those boys, of course, would have nothing to say to the Civil Service examinations?—No, the same boys would not.

22,074. No such training as that would fit them for Civil Service appointments, except the professional appointments, and these we are not considering at the present moment?—No, I should think that few boys leave me and enter Birmingham University who afterwards take up Civil Service appointments—very few.

22,075. Is the faculty of arts in the Birmingham University a large one?—Yes, it is large, but there are many more women than men, the majority of whom intend to become elementary school teachers.

22,076. So that in that respect Birmingham University could not compare as a school of preparation for the Civil Service with any of the older universities, such as Oxford and Cambridge?—I do not think it could, but I cannot speak, of course, from intimate knowledge. I am only a member of the large Court of Governors of Birmingham University; I am not on the council nor responsible for its administration.

22,077. Have you any acquaintance with any of the other new universities?—Not at all an intimate acquaintance.

22,078. So that you are not able to speak more particularly about them than you can about Birmingham?—No.

22,079. Are you acquainted with the examination which is required for entrance into the higher ranks of the Civil Service, the second division and the intermediate?—Yes.

22,080. Your school of course sends no candidates for the Class I-examination?—Not directly.

22,081. And in regard to the Class I examination you cannot speak from knowledge acquired in your own school?—A fair number of my pupils do take that examination and do pass it.

22,082. But not direct from you?—No, not direct from me.

22,083. Do they pass the intermediate examination direct from you?—Yes.

22,084. Do you think that the standard for the intermediate examination requires a much better education than is required for the second division?—Yes, a much better standard.

22,085. Are you familiar with the class of students who go up for the second division examination?—Yes.

22,086. Are those who go up for the second division examination of the same social class as those who go up for the intermediate examination?—So far as my school is concerned, yes, certainly.

22,087. Quite the same?—I do not see any difference.

22,088. Would there be much of a disruption, do you think, if the second division were required to pass the intermediate examination standard; do you think you would get the same class of men for the second division that you get for the intermediate class now, if that were in force?—It depends a good deal upon whether the limits of age were altered.

22,089. The limit of age for the second division is at present 17 to 20, and for the intermediate examination the limit of age is 18 to 19½?—Which makes a profound difference to us schoolmasters.

22,090. Will you explain that to me; do you think that the limit of 17 to 20 is not suitable?—I think it is quite unsuitable.

22,091. For what reasons?—Because the limit of age, from 17 to 20, seems to bear no relation to any actual educational machinery that we possess in the ordinary schools and universities; it is too late for the schools, and too early for the universities. I do not know the origin of it; it looks to me as if it were a survival of some condition of things which no longer exists. It is too early, of course, for boys who have taken a regular university course, and on the other hand those of my boys who take it, I pass through the London matriculation as a rule, and then, after that, I have nothing very much more that I can do with them, and they are bound to leave me by my own limit of age before they have reached 20; therefore they are left very much to their own resources.

22,092. Why do you fix the uneven limit of 19½; why do you prefer the half; is it for any particular reason connected with your school?—No, I think it applies to most public schools.

22,093. What is the exact reason why you do not have it from 17 to 19?—To allow a margin for the fact that boys are born at all times of the year. In my own school the limit is 19, but with the head master's consent a boy may stay two complete terms—it is really therefore more than 19½—after the term or the holidays in which his nineteenth birthday occurs. For example supposing that a boy is 19 in the Christmas holidays, we do not want to turn him adrift then because then he would have two terms before he could go to the university and take up the ordinary university course in October, in which case he would have no educational institution in which he could be pursuing his studies. Occasionally it is not a bad thing; a boy may go abroad for two terms and pick up French or German in a conversational way; but as a rule it would be a mistake, and therefore we allow that margin in order that he may stay with us until July and go to the university in October.

22,094. You know that there is a class of clerks called boy clerks?—Yes.

22,095. Who are recruited at very junior ages, and they are not recruited for permanent service; they are recruited for temporary service during which they may manage to obtain a permanent appointment?—Yes.

22,096. Have you any views regarding the recruitment of such a class of clerks as that?—I have very strong views. I regard it as a disastrous arrangement.

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

When a boy in my school desires to go in, I do my very best to dissuade him, because I think it is a very bad educational course for him to pursue. Sometimes the parents insist, and, in that case, the boy nearly always passes; but I view it with regret, because it interrupts his school course just at the most important point.

22,097. Would you desire to see that class of public servant abolished?—That is hardly for me to say.

22,098. I only ask your opinion from an educational point of view?—Yes, I certainly should.

22,099. Would you think it would be well to substitute for the boy clerks a class, the upper limit of whose recruitment should be 17 years of age?—Yes, that would be a certain gain.

22,100. Do you think that would give you a class of boy who would be likely to develop into a better public servant than the existing boy clerk?—I feel no doubt of it.

22,101. Would you have the lower limit 15 for such a class of public servant?—Certainly not as low as 15.

22,102. What then should be the lower limit?—I should like to see the lower limit 17, or, at any rate, 16½, in order that the boy might not be tempted to go away and take this external examination until he had in some sense completed his secondary school course.

22,103. Leaving the intermediate class of public servant out of consideration for the moment, and, assuming that you have three classes of public servants—a higher division, a second division, and then a lower division—the lower division would be recruited, would it not, under such an arrangement as that, on a less advanced educational test?—Yes, certainly.

22,104. What age would you recommend for such a class as that?—Sixteen and a half.

22,105. Sixteen and a half to what maximum limit, bearing in mind that there is another clerical class to be recruited for by such an examination as we have in mind?—Sixteen and a half to 18 would be the age which would fit our education arrangements in Birmingham. Perhaps, if you will permit me, I may mention (though not, of course, as representing the Head Masters' Conference), that I have also considerable responsibilities in Birmingham for a whole group of schools besides my own actual school. There are six schools of King Edward's Foundation, and six municipal schools, whose limit of age is 18, and where the course is designed to attain some kind of completeness by 16½, therefore the limit of 16½ to 18 years would suit very well with that type of school. There would be the educational machinery calculated to serve the purpose.

22,106. How would these limits of age, 16½ to 18, suit the ordinary secondary school throughout the country?—These schools, of which I have been speaking, are ordinary secondary schools. It would suit them extremely well, I should say.

22,107. Have you any idea what is the general age at which boys leave the ordinary secondary school?—The average age at which they leave is, unfortunately, low. I do not know precisely what it is, but I suspect it is not much over 15, taking the average. That represents an enormous educational wastage, because boys who leave before 16 are not getting the real secondary education that they went to the school to obtain. A boy, or a girl, for that matter, who gets the full advantage of the educational facilities afforded in the ordinary secondary schools which receive Government grants, does not complete that education before attaining the age of 16 at least.

22,108. If you had the age of recruitment for the lowest division that we have been contemplating, 16½ to 18 did you say?—I said 18; but I should be content with 17.

22,109. How many chances would a boy have for the examination with those limits of ages; would he have only one chance, or more than one?—It depends upon how frequently the examinations are held.

22,110. Say they were held yearly?—Then he would have only one chance. I do not think that is a great objection.

22,111. What advance on the higher limit would give him a second chance?—I suppose, in order to make sure of giving every boy two chances, you must have an interval of two years between the minimum

and the maximum limit. Except for the purpose of preventing hardship from illness or accident, I am rather inclined to think that one chance is the better plan; it does not prolong the agony so much. I rather admire the navy plan of taking him at one particular age.

22,112. Then what would be the limits that you would recommend for the higher division, the division next above the one we have been talking of?—The present limits for the intermediate examination, namely, 18 to 19½.

22,113. Does that give one, or more than one chance?—As a rule one, but that depends upon the boy's birthday, I take it.

22,114. For the lower of these two examinations what would be the standard you would recommend; would you recommend the standard of the examination which we already have for the second division? You told me that you thought the standard for the intermediate examination would be suitable for the second division, and that you would get a better class of boy than we now recruit?—Yes.

22,115. Do you think that the examination for the second division would be suitable for the lower division we have been talking of?—I think it would be much more suitable at the earlier age than it is at the present later age. I do not think the examination is quite ideal, but in answer to your question I should say that the standard of University matriculation represents the sort of standard; that is a fairly well recognised standard throughout the country.

22,116. The standard of University matriculation would, in your opinion, be a suitable standard for the lowest class recruited into the Civil Service?—Yes, I think so. It does not require any really exceptional ability. A boy must be an intelligent boy, but he need not be any kind of a genius to attain the matriculation standard by the time he is 16½ if he has been to a good school.

22,117. Are there any facilities available in your school for boys of slender means?—Many.

22,118. Are there bursaries or scholarships attached to your Foundation?—Yes.

22,119. Are there any such given by the local authorities to boys from elementary schools to carry with them into your school?—In answer to the first part of your question, one-third of all the boys in my school pay no fees at all, they are holders of Foundation scholarships which are awarded on an examination by merit, regard being had to age, and boys may obtain those scholarships at any age from 8 to 16.

22,120. Do the candidates for these scholarships come from the elementary schools?—Sometimes, but much more commonly through one of what we call the grammar schools of our own Foundation, and sometimes, though not so frequently, from the municipal secondary schools, all of which, including our own group of schools, are schools of the secondary type earning Government grants and receiving 25 per cent. of free places, as we call them.

22,121. How many students are there in your own school?—About 480.

22,122. So that you have about 150 free places?—More than 150.

22,123. Then are there scholarships which boys can take from your school to the university?—Yes.

22,124. How many are there?—There are about five leaving exhibitions every year from my own school, and my boys are also eligible for major or university exhibitions, given by the local education authority, and, of course, they are eligible for open scholarships.

22,125. Are there many of these exhibitions given by the local education authority?—Yes, there are nearly 20 every year in Birmingham.

22,126. Are they held for one year or more than one year?—For four years.

22,127. During the whole university course?—For three years as a minimum, and extensible for a fourth year on ground being shown.

22,128. What is the average value of these scholarships?—50*l.* a year.

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

22,129. Do you think that this ladder to enable boys to get through your school to the university is adequate for the circumstances of your locality?—I believe it to be so in my own locality, that is to say, I believe there is no boy whose natural ability is such as to render a university course, or a higher Civil Service course, a thing to which he may naturally aspire, who is prevented from pursuing that course by want of means.

22,130. We have had evidence before us that boys, entering the Civil Service through the second division examination, are fit for all appointments in the Civil Service; that the education which they have received and the training which they receive in official employment suffice to prepare their minds for the highest posts in the Civil Service. We have had it said that a university training is not an essential requisite for the highest employments in the Civil Service. Of course there is the exceptional man, for whom we can make no rule, but excluding the exceptional man, would you agree in that view of education?—Not in the least, excluding the exceptional man.

22,131. Would you be disposed to say that the proper way of opening the Service to every competent man, would be to give him the opportunity, when a boy, of getting the highest university education and not trusting that he may become fit for the highest appointments when he enters by an inferior examination?—I feel certain of it on a fairly extensive experience of what my own pupils have done.

22,132. Would you develop that; would you mention what your experience has been?—I have had a very considerable number of pupils who have pursued the course that you have just sketched, who have started, some of them, in elementary schools, who have passed through my school and subsequently taken a university career, taking honours therein, and have afterwards taken places in the first division clerkship examination for the Home and Indian Civil Service. I know them—I knew them as boys, I watched their career as students at the university, and I have not by any means lost sight of them now that they are in their present employment. I feel sure that they are the very type of man, and educated in the very sort of way that is calculated to produce an efficient public servant. I have had other boys of, in some cases, approximately, so far as I can judge, equal natural ability who, for some reason or other, did not aspire so high, who took the London matriculation, say, with me, left my school at about 17, and then in most cases took some kind of special preparation and passed into second division clerkships. I am sure that they suffered greatly by that course; they are not the men that they might have been if they had taken a university career.

22,133. Do you approve of the age limit for the Class I. examination, from 22 to 24?—Yes. I think it is very good. I am old enough to remember (though I was not in any responsible position for education in those days) the old Indian Civil Service limits, which I am sure were as bad as the present ones are good.

22,134. To what limits do you refer?—When the limit for the Indian Civil Service was 19.

22,135. That did not prevail for long?—No.

22,136. The idea then was to catch the young recruit and then train him, to send him to college and train him for two years?—Yes, two years not being enough; but the effect was to render it practically impossible for the public schools to compete with the crammers in an examination of so extensive a scope as the old Indian Civil Service examination.

22,137. Do you think that the ages that you have recommended would have any effect, if they were adopted, in excluding the crammer?—Yes, I do; they would do away with the need for the crammer that at present exists—I suppose it may be called a need—for boy clerkships, and it would do away with the present gap which exists between the age limit in the school and the age limit for second division clerkships, a gap which is obviously the crammer's opportunity. I do not wish to depreciate all persons called crammers, they are often extremely good teachers. Nevertheless the crammer represents a breakdown on our part—a breakdown either in our educational system, or, if I may

say so, in the arrangements of the Civil Service examinations. It is through such lack of adjustment that the crammer really gets his opportunity. The one system ought to fit the other.

22,138. You would not class under the objectionable category of crammers men who take an Oxford honours man for, say, three weeks or three months before the Civil Service examination?—Not in the least.

22,139. That is a different thing?—It is quite a different thing.

22,140. But the crammer that you object to is the person who is a substitute for the teacher?—Yes, that is so.

22,141. We have been told that, although open competitive examination holds the field (in the opinion of some it does not, but the general impression is that it holds the field), nevertheless it does not give you everything that you want?—No, it does not.

22,142. It enables you to judge of a man's knowledge, but it does not give you a clear indication of what his capacity may be, although it gives you some idea; and we have been endeavouring to ascertain whether there is any means of supplementing the defects of the system. Have you ever directed your thoughts to that?—Yes, frequently; but the problem is not an easy one. One circumstance which naturally directed my attention to substitutes or supplementary conditions to competitive examination was the fact that I have on one occasion been one of the examiners for the navy, where of course a system of interview of an interesting experimental kind is adopted. I have also taken part in discussions and even controversies which have occurred in our own educational councils with regard to what is called the school record, and how far that school record of a boy ought to be taken into account along with the actual performance he makes when he is set down with a paper of questions and blank sheets of paper in front of him. I think that supplementary conditions might be found, but at the same time I am not one of those who would say that competitive examination is altogether a mistake. It may be quite true that the actual questions which a boy or young man answers are not exactly the questions that he will be required to deal with when his practical duties begin. But I do not think the whole problem is settled by that, because ability to deal with problems of an intellectual kind, promptly, and with a time limit, does imply a very useful kind of mental capacity and training.

22,143. All that you say about the school record and the tutor's knowledge of a boy would only be operative in the case of the public schools and universities; it would not be operative in the case of outside boys who had been educated, say, by private tuition?—No, and that is one of the difficulties that I feel. I should not wish to exclude those boys altogether. At the same time the private student now is a rare person, and I do not think it would be wise to take him very much into account—to modify or to refrain from making other desirable improvements out of consideration for him, because he is an exception, and a rare exception, at the present time.

22,144. Has it ever occurred to you that candidates for the highest class of the Civil Service might be recruited in the way that you mention; in other words, that nobody should be recruited for the highest class of the Civil Service who had not gone through a public school and university life, while the other classes might be open to all if there be such a ladder between them and the highest class as would not exclude the capable man recruited in the more general way?—The idea is not unfamiliar to my mind, because I know, of course, that some appointments have hitherto been made in the highest division of the Civil Service by limited competition, and so on, but I do not myself see any reason for drawing the line which you indicate between the higher division clerkships and the others.

22,145. That would be the only way, would it not, of giving effect to those means of supplementing the open competition that we have been talking of?—I should say that the open competition is least harmful

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

and most effective as a test in the case of the highest standard.

22,146. Less so than in the case of the recruitment of a class whose occupation would be mostly clerical?—I think so. I think that a purely competitive written examination is a very poor test for boys, but a comparatively good test for men.

22,147. (Mr. Beck.) I take it that the evidence on behalf of Birmingham, in your paper,\* is yours?—Yes, it is my own.

22,148. I want to ask you a question about the boy clerks. We have heard a very great deal of evidence, as you are aware, against the boy clerks, and it has always taken the line that you take, that it is a blind-alley occupation. I quite understand the education point, but of course we have to try and arrive at the actual facts with regard to these boys. Have you really any actual experience that, in their subsequent life, these boy clerks do worse than other people in the same social position?—No, I have not. I have very little experience of boy clerks myself, for the reason that I avoid them as much as I can. I did not myself use the phrase "blind-alley occupation."

22,149. No, I do not think you did; but I am asking you upon the point because we have had some very strong comments on the boy clerkships, and it has been stated that they are ruined for life by going into a blind-alley occupation, but when we have tried to test it, we have rather found that they have done quite as well as others of their class. The next point I want to ask you about is this. I think you said that you imagined that the average age of leaving a school such as yours is 15?—No, not such a school as mine—the secondary schools generally throughout the country.

22,150. You keep your boys up to 18 or 19?—I keep a fair proportion of my boys up to 18. I have not worked out the actual average leaving age in my school of all the boys, but I should imagine that it was nearly 17.

22,151. The only other point about the boy clerkships is this. Perhaps it is not within your knowledge, but if the boys who left your school to go in for boy clerkships had not left your school for that purpose, would they not have left to go in for something else that would bring in an immediate remuneration?—Yes, in most cases I think they would.

22,152. I take it that the parents of those boys are poor people who are tempted, who take a short-sighted view that it is a great thing to get some money coming in, and they will not make a sacrifice unless it will put their boys into some immediate remunerative employment?—I think probably that would be so.

22,153. There is one other subject I want to touch on, about the second division clerks. What is your idea of the age for them? I take it that your idea is that these boys should, so far as possible, go through the full course at such a school as your own or in a secondary school and should then have an opportunity (if they were not fitted or had not the opportunity of going on to the university or of going in for the highest branches of the Civil Service) of going into the second division?—Yes.

22,154. That they should not have their education curtailed at all?—No. Their education is in a sense not curtailed now, but there is a gap owing to the limit of age after they have completed their education with me.

22,155. Your idea would rather be, as regards secondary education, that all the boys, whatever class of the Civil Service they are going in for, should have the same education up to a certain point and should begin to discriminate by ability at a fairly advanced age and then a boy should say, "I am not competent for the higher division, I will go in for the second division?"—You mean that they should discriminate as regards which division of the Civil Service they are to enter?

22,156. Yes?—But of course I am strongly of opinion that you must discriminate on ability and on nothing else as to which boys are to enter secondary schools at all.

22,157. I take it that what you wish to see is that no boy who is capable of taking the very highest class,

Class I. and so on, should be tempted at an earlier age to take the second division?—That is so. I think that is important.

22,158. You think it is a waste of good talents to use the public service to tempt boys at an early age into the second division?—Yes.

22,159. It is really a matter of opinion as to competitive examination, but I take it that all of us who have had experience of it would agree that a competitive examination is not only a mental test but it is a considerable test of coolness and readiness and even, to a certain extent, of courage that a boy is able to set himself to it?—Yes, and it is a test beforehand of hard work, which is a most important matter; it is a test of capacity for hard work, physical, mental and moral.

22,160. There is one little point that I do not think really comes within our purview, if I may, for my own curiosity, ask it. You say on page 3 that at Birmingham "A boy who remains in the elementary school up to 14 seldom achieves success?"—That is my experience.

22,161. To what do you attribute that?—I attribute it to the fact that, if he is a sharpish boy, he has learnt all that the elementary school can teach him at about the age of 12½, and then he spends a year and a half marking time which not only wastes that year and a half but destroys, or largely destroys, in him the right mental aptitude for further learning. If he then enters a secondary school at 14, it takes him a year to recover his mental equilibrium, so to speak, and by that time two and a half years have been wasted. Then, unless he is a boy of quite exceptional ability, his educational career is hopeless.

22,162. (Mr. Graham Wallas.) I want you to sum up, if you will, your statement about the ages for entering the Civil Service. Putting aside the entry into Class I., at present there are three ages, the intermediate age, the second division age, and the boy clerk age?—Yes.

22,163. You, I understand, would desire to substitute two ages for those three?—Yes.

22,164. Can you give us quite clearly what the two ages are?—The earliest age would be with a minimum limit of 16 or 16½, and I think I said to the Chairman 16½ to 18. The second limit would be the present limit for the intermediate examination, namely 18 to 19½.

22,165. You give a play in each case of a year and a half?—Yes, there is no very particular reason for that; I should be content with a play of one complete year.

22,166. But a play of a year and a half would have the effect that half the boys going in would have two chances, and half would have only one chance?—Yes, I am afraid that is so.

22,167. Would it not be possible for a mathematician with a little ingenuity to construct a scheme by which a boy should always have a year and a half's chance, that is to say, two chances, and that the age at which the year and a half should begin should in each case depend upon his birthday?—I believe that to be possible, it is an elusive subject.

22,168. It would not be impossible?—I think not.

22,169. Have you read in the *Times Education Supplement*, last week I think it was, an article by Mr. Stanley Leathes, the chief Civil Service Commissioner, on what he calls "Modern Humanism"?—I am afraid not. I have heard of it, but I have been so very busy that I have not had time to read it.

22,170. May I put my question then in another way. Would you say that in King Edward's School, Birmingham, a serious attempt is made to found a severe cultural curriculum on modern languages, history, and other modern art subjects?—Yes, not excluding Latin.

22,171. But it is possible for a boy who does not take Greek at Birmingham to receive nevertheless a very serious and severe cultural training?—Certainly.

22,172. Would you mind stating what are the main subjects in that training?—That involves the question how the upper part of my school is managed. It is a system of bifurcation at the age of about 14 into a classical and a modern side, and the real differentia between the two, in my conception, is that the staple

\* Vide Appendix XLVI.

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

education on the classical side is literary and the staple education on the modern side is scientific. I do not think it is at all desirable that boys at that age, or even considerably later, should specialise severely in either direction, and I maintain the literary element on the modern side by Latin, and by French and German.

22,173. Would it be possible for a boy whose interests were largely literary and humanist still to remain on the modern side and to get out of his history, languages, and literature, a very serious training in that direction?—Yes, undoubtedly. At the same time, I am bound to say that my experience is that even boys who have had that opportunity, and who have taken it, have afterwards told me that they wished they had been on the classical side—they regretted their ignorance of Greek.

22,174. The education on the modern side is predominantly scientific, I suppose?—That is so.

22,175. Would you say that, in English secondary education generally, the possibility of development of a serious cultural education without Greek is rather rapidly increasing?—Certainly, it is already very large.

22,176. Would you say that the existing Class I. examination provides sufficiently for testing, at a rather later age, that type of boy if he is continuing his studies in that direction still further?—I think so.

22,177. You think he would have a fair chance against the boy who does take Greek?—Yes, I think so. There is always this difficulty that most of those men have been to Oxford or Cambridge, and at present those universities very unwisely, in my opinion, stipulate for a modicum of Greek, for entrance. I pay no attention to it in my school.

22,178. That is to say, that a boy who wants to go to the university and has not learnt Greek, learns Greek up to the minimum that is required, and forgets it as soon as possible?—Yes, I should say that he learns it in about eight weeks.

22,179. And forgets it in another eight weeks?—Probably.

22,180. Has the Head Masters' Conference, which you officially represent, expressed any opinion upon that particular point of the necessity of acquiring a certain amount of Greek?—Yes, repeatedly, in favour of its abolition, practically unanimously.

22,181. (*Mr. Boutwood.*) You spoke of a number of scholarships provided by the local education authority for the universities; are they tenable at Birmingham University or at others as well?—Fifteen are tenable at Birmingham, and five are tenable at either Birmingham or other universities.

22,182. When you were comparing the boys who have passed through your hands who have gone on to the Class I. examination, and those who have entered the Service at an earlier age through the second division, you said that the latter were not the men that they might have been, had they had a longer and larger education, or something of that kind?—Yes.

22,183. What were their shortcomings? One can see obviously that they have certain merely educational shortcomings, but I imagine that was not all that you meant, was it?—Not by any means.

22,184. What were the other shortcomings?—It is difficult to put it very briefly, but they lacked a certain capacity for dealing with men, and, I think, also with things, which my experience leads me to think is associated, not only with the actual studies at the university, but with the attrition of minds and characters, such as a university, and pre-eminently a residential university, but any university to a large extent, affords; they are more men of affairs, men of the world in a good sense.

22,185. You were speaking of the system of competitive examination, and I did not gather what was your final opinion about it. Do you think it could be advantageously supplemented?—In the earlier stages, yes.

22,186. For the lower examination?—Yes.

22,187. What would be the effect of any such supplement; what would you look for; what would you try to get by any supplementary machinery that you might devise?—I should try to get some kind of glimpse of those qualities which a boy exhibits at

school, in other places, and at other times than when he is actually receiving instruction in a form room.

22,188. And that, I suppose, is where the school record would come in?—Yes.

22,189. But what is your reason for thinking that there is a less need for such supplement in connection with the higher examination?—I think that any man, whatever his origin was, who has been through the whole education mill, so to speak, who has passed through his due school course and university course, and can then floor an examination of the calibre of the Class I. clerkship's examination or the Indian Civil Service examination, may be safely assumed to possess, not, of course, all the desirable qualities, but qualities which will be very valuable to him as a Civil servant, and that it would be desirable that he should have his chance.

22,190. In one of your answers on the last page of your statement, you say that the intermediate examination could easily be modified so as to secure most of the next ablest boys; what sort of modification have you in your mind?—Principally the mathematical part of it. I have no doubt that those who devised the mathematical papers considered them a great improvement on the ordinary mathematical papers; but I do not share that opinion myself. I have had a boy go in for that examination who was in my top mathematical division, where, I think, it may be said that no boy without rather exceptional mathematical ability is likely to appear, and who obtained comparatively low marks on his first shot. Then he spent a considerable amount of time in doing the particular sort of questions set in that examination, and next time he came out about top of the whole list.

22,191. (*Chairman.*) Did he remain in your school in the interval?—Yes, he did; but instead of going on with a mathematical education he did examination papers.

22,192. You put that down to the character of the examination papers that were set?—I do.

22,193. (*Mr. Boutwood.*) Have you read the report of the proceedings of the Head Masters' Association?—Yes, I was present at them.

22,194. It is stated there that out of a total of 602 schools only 8 per cent. of the boys were 16, or over?—I did not remember that the figures were as bad as that. I know that they were bad.

22,195. And then the comment is made that only 8 per cent. were really receiving secondary education?—The comment is absurd.

22,196. Will you point out why it is absurd?—Because, supposing five years is the ordinary secondary school curriculum, and that the limit of age is from 12 to 17, naturally it follows that if there were no premature withdrawals there would only be 20 per cent. of the age of 16, and therefore the 8 per cent. compares with 20 per cent., and not, as seems to be implied, with 100. A secondary school in which 100 per cent. of the boys were 16 would be an absurdity.

22,197. Is King Edward's School a boarding school?—No.

22,198. I have heard this suggestion in connection with the scholarship system. Apparently there are a certain number of boys who reach the older universities from the elementary schools, going through secondary schools which are not boarding schools. They are plunged, it is said, into the life of the older universities without any social preparation, and, as a consequence, for about 12 months they are at loose ends, they are 12 months before they find their feet and begin to really enter into the life of the university. It has been suggested that boys of that sort should have taken at least a year of their secondary school course in one of the larger boarding schools, to get, I suppose—to put it simply—their corners rubbed off, to get a little humanising. What would you say to that?—It is impracticable.

22,199. (*Mr. Matheson.*) You have had some elementary school boys who have passed through your school to the university, and then into Class I. clerkships?—Yes.

22,200. On the whole have they done well?—Very well.



9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

22,201. Have you had any instances of breakdown in health, or have they generally managed to go through the course without it?—I can remember one instance of a partial breakdown, a temporary breakdown.

22,202. But on the whole the transition from one school to another, and to the university has been managed, without any great difficulty?—Yes, generally.

22,203. I suppose Birmingham is better supplied in regard to scholarships, and so on, than other parts of the country?—I believe so.

22,204. Are your scholars in the school selected by examination?—Yes, our Foundation scholars are selected by examination.

22,205. Is that an entirely written examination, or is there any element of school record?—No, except as regards character; there is a rather stringent certificate of character.

22,206. But substantially it is a written examination?—It is a written examination.

22,207. Supposing there were only two classes of clerks below Class I., as the Chairman suggested, I suppose you would agree that you would have a very distinct difference in standard between the examinations for the two classes?—Yes, certainly.

22,208. Would you be satisfied if the examination for the upper one of those two divisions corresponded fairly closely with the present intermediate examination?—Yes, I should.

22,209. Then the lower one, I suppose, would have to represent something like a year or two years' less school work?—Yes, and it should also, I think, be less specialised, it should be more in the nature of the matriculation examination.

22,210. (Chairman.) I understood you to say that you would have no objection to the examination for the second division being imposed in the case of the new division, the lowest division?—I have no objection. I was not thinking of it then as regards the limits of age. If you are going to fix the lower limit of age at 16 instead of 18, I think that a different examination, different in calibre, and also in character, would be desirable.

22,211. If you want to have an examination for boys between the ages of 16 and 17½, as you suggested, you would require a different examination from this second division examination?—Yes, I think that certainly, the reason being that if you made it of the same character as the present intermediate examination you would encourage premature specialisation.

(Chairman.) There is no question of that, as I understand, Mr. Matheson.

22,212. (Mr. Matheson.) No. (To the Witness.) You would make the examination an examination really in school subjects?—Yes.

22,213. I think we are all agreed that it is a great disadvantage for boys to be taken away from the secondary school in the middle of their course. Would you sum up for us from your experience as a schoolmaster, what you think, apart from the purely intellectual loss, a boy loses by being taken away from school at too early a date?—Apart from intellectual loss there is extreme difficulty in knowing what to do with him. The boy clerks go to London, and obviously it is a very unsuitable thing to send a boy of 15 to live in London by himself.

22,214. I was thinking rather of the case of a boy who is taken away from school to be specially coached for the lower Civil Service examinations?—There the same quasi moral difficulties occur, he is not under the same kind of moral and quasi moral discipline as he is at school, and he very often comes to grief more or less.

22,215. He loses in fact the training in character that he gets at school?—Certainly.

22,216. And intellectually he loses something through not having corporate study or study in a class?—Intellectually he loses enormously, because he is taken away just at the time when his previous studies are beginning to have some kind of fruition; he is taken away at the beginning of important subjects of which he has not learnt enough to comprehend the value. Moreover, the evil is not limited to that, because he knows beforehand that he is going to take

this sort of examination, and he will be very half-hearted in his studies of those things that will not count for that particular purpose.

22,217. (Mr. Beck.) As regards these public elementary school boys who go through a secondary school and through the university and then take the Class I. examination, you have followed the career of several of them?—I have.

22,218. Have you found them, after they have done all this, in any way inferior to men who have come from easier circumstances in life when they get into the Civil Service?—I do not know that my experience is wide enough to enable me to answer that question with an absolute negative, but I have been struck with their success and not with their failure.

22,219. The only point in my putting the question is because, personally, I hold the view that it is the training and not the home that forms them; but it has been suggested by various people that there are rather a large number of breakdowns, that these boys work very hard from an early age, and then when they have, so to speak, reached their goal they do not compare favourably—the mental effort has, so to speak, exhausted their brain—with people who have had an easier chance to arrive at the same condition?—I do not believe it. The breakdown would have occurred before they reached that point.

22,220. (Chairman.) I understood you to say that you had had no experience. You look at it from the point of view of the head of a great school, and it would require that you should have mixed in the society of those men in order to be able to know how they got on in after life?—In order to know fully; but I take a great interest in their careers, and I hear of them not only in letters from the men themselves, but from their superiors in the Civil Service.

22,221. But their having attained to high distinction and success in life is some proof that they have not been wanting in the social attributes that are necessary?—I certainly think so.

22,222. (Mr. Shipley.) Do you think that the class of boy who goes in for a Government appointment compares favourably with the class of boy who goes in for, say, a mercantile or commercial career?—In what sense are you using the word class?

22,223. Say, boys from your school who go in for a Government appointment. Are they as good as or better or worse than the boys who go in for a mercantile career?—So far as second division clerkships are concerned, they are the same; so far as first division clerkships are concerned they are approximately the same, but, of course, it is only a small section, of exceptional ability, who think of that; very few boys in my school, not more perhaps than three or four a year, can possibly go to Oxford or Cambridge unless they obtain open scholarships at one or other of the colleges, so that it is a very select body.

22,224. How do the boys hear of these posts; how do they know that such things as second division clerkships and boy clerkships exist; do they hear of them from one another or do they have notices put up on the screen?—I do not put up notices on the screen except for the intermediate clerkships and anything beyond that. I do not put up notices of any other kind; they hear of it from one another, I think, and their parents hear of it from one another; but, of course, they frequently come to me to inquire.

22,225. We were discussing just now whether a boy should have one, or two chances; I think I am right in saying that the intermediate examinations are held twice a year, so that, if they had a run of 18 months, all of them would have certainly two, and possibly three chances?—Yes.

22,226. You consider that mathematical questions have rather changed in character in the last 10 years?—Undoubtedly, entirely with my approval, that is to say, a change was wanted, but I think the particular style of paper that is set for the intermediate Civil Service examination is a faddy kind of paper; it does not represent a healthy development at all.

22,227. Would you say that the change began about 10 years ago?—In point of fact it began in my school about 30 years ago. A great mathematician named

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

Rawdon Levett, who was second master there, was the founder, together with one or two other men, of a society for the improvement of mathematical teaching, whose operations have eventually led to the very great reforms which have occurred in the last 10 years.

22,228. You approve of the reforms, but still you do not approve of the papers?—That is so.

22,229. That is one of the things we might help to put right, if these papers are peculiar and faddy in any way. You think the papers are not suited to the selected candidates?—I think they are not, and I think that is proved by the fact that boys whom I consider to be pursuing a good mathematical curriculum are unable to obtain high marks in mathematics until they have, as I should say, wasted some weeks in doing these particular papers.

22,230. Is it a matter of graphs?—I suppose the questions purport to be of a highly practical kind, but they really involve no knowledge of mathematical principles which would not be in the head of any ordinary mathematical boy, while they are so full of details and practical complications that, unless a boy has actually solved things of the particular kind against time, although he would get full marks if you gave him time, he cannot do enough in the limited time.

22,231. Do you think that explains the statement of St. Bees School that examinations do not find the best boys?—Probably; I cannot say certainly, but it is probable that Mr. Sawyer finds that the case.

22,232. (Mr. Hoare.) I am not quite sure what would be the effect of the change that you suggest in the ages. Would it be to make two examinations instead of three, or would you still go on with the boy clerks' examination, the intermediate, and the second division examination?—I should like to see the boy clerks abolished. There would then be three examinations, one first division examination, one which would correspond to the present intermediate examination, and one corresponding to the present second division examination, but with a different limit of age.

22,233. You would then only have two examinations?—Three altogether; one post-graduate and two from the school.

22,234. Do you foresee any difficulty with the two pre-graduate examinations, that by bringing the first to a later age and the second to an earlier age—which I think is your suggestion—you would not be able to have so clear and deep a line between the two classes in the Service as you have now?—I do not anticipate any difficulty. I think the present limits of age are really a topsy-turvy arrangement.

22,235. Apart from the educational reasons, which are, of course, very strong, there is the practical point that, with the ages divided by a considerable number of years, you do have two very distinct classes, and in any service it is very difficult to keep classes if you do not have a distinct division between them. Your suggestion would have this effect, would it not, that you would have the boy clerks' examination a year later, and the other pre-graduate examination a year earlier?—Yes.

22,236. (Chairman.) Do you mean by the post-graduate examination, the Class I. examination?—Yes.

22,237. And by the pre-graduate examination you mean either the intermediate or the second division examination?—Yes. I do not contemplate three pre-graduate examinations, but only two.

22,238. (Mr. Hoare.) And with two examinations at so near an interval it seems to me that it might be difficult to draw a line between them. You do not think so?—I do not think so. Those who entered for the earlier and easier and less specialised examination would be boys leaving school at 16 who had had a good sound general education up to that age, but had not specialised to any considerable extent. Beyond 16 a boy ought to specialise; he ought to make up his mind whether he will be predominantly mathematical and scientific or predominantly literary and humanistic. The corresponding examination ought, therefore, to allow him to show his specialisation as the present intermediate examination does by allowing him to take a subject at a higher level

22,239. I think you said that the Birmingham education authority gave scholarships of 50*l.* a year to be awarded to boys going up to the universities?—Yes.

22,240. Are they given on the condition of the boys obtaining other scholarships of a certain specified amount?—No, but they are limited in this way, that the sum actually paid shall in no case be more than will make up the boy's total income from scholarships, exhibitions and similar emoluments to 150*l.* a year; that is to say, that if a boy is already in possession of emoluments that amount to 120*l.* and then becomes a successful candidate for a Birmingham local authority's major scholarship, the value of that will be only 30*l.*

22,241. Would you then let a boy go to the university, supposing that with his 50*l.* he had less than 150*l.*?—I would not prevent him if he could manage it. It means, of course, that his parents would have to pay something. It is impossible to get through Oxford or Cambridge with less than 150*l.*, or much less.

22,242. I do not know whether you are aware of what is done by the London education authority. There they make it a condition that a boy must have 160*l.* a year in scholarships of some kind?—I believe so. We have no condition of that kind.

22,243. You do not adopt a policy of that kind?—No.

22,244. With your experience of one of the older public schools, Harrow, and with a group of new schools, would you advise your best boys to go into the Civil Service?—Yes, into the higher division of the Civil Service.

22,245. (Miss Haldane.) Am I right in thinking that you have on your foundation a large school for girls?—Yes.

22,246. Have you a knowledge of its working and so on?—Yes. I am described by the Act of Parliament as its head master.

22,247. I did not realise that. I suppose that the arguments you have been using about the nature of the examinations for the Civil Service would apply to girls and women as well as men, in the main, so far as any positions are open to women?—In some respects even more so; it is even worse for a girl to be taken away from school at 14, and crammed for a post office appointment, than it is for a boy to be taken away at that age.

22,248. Do you mean because of their health?—Yes, her health, and her general *entourage* in the sort of place she goes to.

22,249. You mean the special preparation, the crammer?—Yes.

22,250. You regard that as bad for girls?—Particularly so.

22,251. Is that different from boys?—No, it is the same; but the conditions are not in my opinion wholesome or desirable.

22,252. Therefore you think it ought to be abolished so far as possible?—It is very desirable that girls should remain at school up to 16 before they enter for any external examination.

22,253. I suppose the nature of a girl's education both in school and later in college is much the same as what I am acquainted with in Scotland, that is to say she usually emphasises a knowledge of modern languages, possibly Latin, history, literature and a little science, would that be the line usually taken?—My knowledge of girls' schools is confined to Birmingham, but it is fairly extensive in Birmingham—three schools of King Edward's Foundation and five municipal girls' schools, all of which I have a hand in. In the case of those schools science is more prominent than that would indicate, decidedly.

22,254. Do you consider that that is a good thing for what you might call cultural training in girls' schools?—I am a little doubtful whether the science has quite as good an educational effect.

22,255. The education that I am most acquainted with does not emphasise science so much; perhaps it is more so in your case. Do you think that anyone trained properly in that particular way would have as good a chance of passing the higher division examination as



9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

one who had had a more thorough classical training?—Yes, so far as I am able to judge.

22,256. I have heard it said that the marking of the science papers in the higher division examination is not sufficiently high for the difficulty of the examination; have you heard that criticism made?—No, I have not.

22,257. Do you think it would be an advantage to schools to have some national certificate such as we have in Scotland in our leaving certificate and our intermediate certificate; might that have the effect of obviating some of the cramming that you have been speaking of?—I think it is possible that it might, but, as I said before, I do not wish to exclude or to penalise the private student if he or she exists.

22,258. I think you said before that he or she was almost extinct?—Yes, approaching that, I think.

22,259. That being so, I do not know whether it is worth while taking him much into account. You have been talking of the record; do you consider that it would be valuable to have that sort of record, along with a school examination in which the examination should not be a set book examination?—I am afraid I do not quite follow you.

22,260. Do you not think that in order to avoid cramming, to which I gather you object, an examination such as our leaving certificate examination might be utilised?—I think it might.

22,261. In that case you would have an examination of course, but it would be a school examination and not a set book examination?—Yes. Most of our external examinations, even in England, are not set book examinations.

22,262. And that might apply also to the lower grade examination of which you have been talking, which would correspond to the intermediate grade examination?—Yes, I think so. I am not very familiar with the Scottish system; but so far as I am acquainted with it I think it is a great deal better than the English system.

22,263. It is working its way there. But the intermediate certificate would reach the level of your lower pre-graduate examination?—Yes.

22,264. And the leaving certificate would correspond to what you have been talking of as the higher of the pre-graduate examinations?—Yes.

22,265. Do you teach any handicraft or practical work in your school?—I do not in my own school. We do in all the other schools for which I am responsible. I am always a little doubtful whether I am right, but there are various practical reasons why I do not do it. There is not much room for workshops in the middle of Birmingham, and also I find that so many of my boys have practical hobbies of the kind, that I do not think it is very necessary. I have never thought it necessary to incur the very serious financial and other difficulties that would be involved in starting it in my own school.

22,266. One more question about the education ladder. You think that what is termed the ladder is really efficient?—I believe it is in Birmingham. I know that statement in some quarters is disbelieved; I do not mean as regards Birmingham particularly, but as regards the country generally, and for aught I know it may be so; but in Birmingham I have had considerable experience in the matter because even before the passing of the Education Act, 1902, and certainly considerably before it affected our schools much, we in Birmingham were already in possession of a system of extensive privileges enabling elementary school children to enter our secondary schools. Already one-third of all the places in all our King Edward schools were free, and a large proportion of them were already earmarked for elementary school children, so that really we were working what is practically the Board of Education scheme for some years before that scheme was established.

22,267. There is one other point I wish to be clear about. You stated that you think that children must come at 12 years of age, if they are to benefit from secondary education?—Yes.

22,268. That being so, do not you consider that it is possible that you do not ascertain by the age of 12 what children are capable of, and you may possibly not get the best material for that reason?—I should be very far

indeed from saying that we make no mistakes, but my experience was that it was rather difficult to find enough children of either sex from the elementary schools to fill these one-third of our available places in a satisfactory manner.

22,269. Do you consider that that is because there is not sufficient talent, or because the proper talent is not laid hold of?—Because there is not sufficient talent. I think we got the best children. It has been the fashion in Birmingham to send promising boys from the elementary schools to the secondary schools.

22,270. Are the scholarships given in Birmingham by examination?—Yes, in the subjects taught in the elementary schools.

22,271. Do you think that the system of having them without examination might not be better—by the choice of the teacher, with certain safeguards added?—I cannot say; I have no experience.

22,272. It is a great difficulty to test children at that very young age?—I quite agree.

22,273. (*Mr. Booth*). I want to come back for a moment to the two examinations that we have been calling pre-graduate examinations. The first, I understand, you suggest should be an examination of the secondary school type, which a boy should be prepared to pass at the age of 16?—Yes.

22,274. Do you gain anything by putting up the limit as high as 18. If the examination took place twice a year would it not be enough to say that he should pass it while he was, say, 16?—I think so, if it occurred twice a year.

22,275. If you put the upper limit at 18 there would be a danger, would there not, that the boys would not try to pass it until later, in order to make sure of getting through, and then you would get boys entering by an examination which is really not a proper test for them at that age?—I think there is something in that objection.

22,276. If the examination took place twice a year you think on the whole that 16 would be a suitable age?—As I said before, I am not really very keen on their having more than one chance.

22,277. You realise, I suppose, that in the Government service, as in any other, there is a great deal of work of a very elementary kind that has to be done by someone or other, and it is no use having nothing but future generals in the army?—But these examinations are not of a very elevated type.

22,278. The other examination you put on the basis of the present intermediate examination, from about 18 to 19½?—Yes.

22,279. If that change were made I think it would follow that more boys would have to pass through that examination, that more boys would be required to pass than at present pass through the intermediate examination?—I think we could provide them.

22,280. I was going to ask you, you think it is a suitable examination for a larger field?—Yes.

22,281. You spoke of other secondary schools in Birmingham besides the King Edward School; would they be able to prepare boys for such an examination, or do you think they would be better prepared by the high school?—The King Edward Grammar Schools would not, nor is it contemplated in their constitution that they should. Our group of schools is very carefully co-ordinated and arranged with a ladder of scholarships in such a way that boys and girls of exceptional ability should be drafted on to the high schools from the grammar schools, and that would be the proper place, therefore, so far as the King Edward Foundation is concerned, in which these candidates should be taught.

22,282. Therefore, so far as Birmingham is concerned the entrance for this examination would almost entirely come from the high schools?—Yes.

22,283. But the other secondary schools would be able to present candidates for the lower examination?—That is so. I foresee that there might be a difficulty there. My own view is that the municipal secondary schools also had better send on their candidates to me, and there is every facility for their doing so; but there are some people who might not think so.

9 January 1913.]

Mr. R. CARY GILSON, M.A.

[Continued.]

22,284. Are the municipal secondary schools preparing any candidates for the intermediate examination?—Yes, they do sometimes.

22,285. But I suppose they send more to the present second division?—Yes, no doubt.

22,286. And your view is that an examination of the type of the intermediate examination is better prepared for at such a school as your own rather than at the more general type of secondary school?—Yes, I think so. Of course it is really a financial question. In order to provide adequate training and education up to the maximum age of 19½ you require to some extent more expensive equipment, and certainly a more highly qualified and more numerous staff in proportion to the boys passing through. If we provided it in all our secondary schools in the area, our educational expenditure would advance by leaps and bounds.

22,287. In the ordinary municipal secondary schools there would be very few boys staying beyond 16 to 17 years of age in school?—Yes, there would not be many.

22,288. So that it would be necessary, in addition to the ladder of scholarships to the secondary schools, that there should be some means, such as you say you have in Birmingham, for boys going on from the ordinary secondary school to the high school?—Yes, I quite agree.

22,289. With regard to the examination itself, you criticise the mathematical papers. Are there any other criticisms you have to make on that subject?—If I had only looked at the syllabus, I do not think I should have seen any criticism to make, excepting that the mathematical papers, as I have already said, strike me as being of a somewhat peculiar kind, but I have observed—at least, I think I have observed as a matter of experience—that those boys are most successful in that examination who take the maximum number of subjects, rather than those who rely on a high standard in particular subjects. I think that is undesirable.

22,290. You think that the total number of marks allowed is probably too large. "Candidates may select" subjects, one of which must be a language, carrying "marks up to a maximum of 10,000, making with the

"subjects in Class I, 15,000 in all"?—Yes, that has been slightly modified later; it used to be 14,000.

22,291. I was going to ask you about that modification, whether there was any conference on the subject of the change?—I have not been consulted about it.

22,292. Do you know whether your Conference has been consulted at all?—I do not think so. I am not absolutely certain about it, but I do not think so.

22,293. I think we have got an impression, I do not exactly know where from, that the examination was modified in order to meet criticisms from certain schools?—I remember Mr. Stanley Leathes attended a meeting of the committee of the Head Masters' Conference about three years ago now, at which that examination was discussed, and it is quite possible that that modification may be connected with that interview. I cannot remember exactly.

22,294. There was no formal conference at which the alteration was suggested and discussed, and adopted or rejected?—No, I feel sure that that did not happen. I ought to guard that statement though, because, although I have been a member of the committee of the Head Masters' Conference off and on for over ten years now, by our rules we are allowed a year's furlough—having served for three years, one is ineligible the next year, therefore something may have happened in the year when I was ineligible.

22,295. I have also seen it stated, or I have heard, that this intermediate examination was designed to attract boys from the older public schools?—I have always understood that that was what was intended when it was originally established.

22,296. It has not had that effect?—I do not think it has.

22,297. Is there any truth in the suggestion that the examination was altered in order to try again to draw boys from the older public schools?—I do not know.

22,298. You do not feel that in its modified form it is any less suitable for the work you are doing in Birmingham than it was before, subject, of course, to the criticism about the way in which the papers are drawn up, but so far as the syllabus itself is concerned?—I think the syllabus is a good one.

Mr. W. M. HICKS, Sc.D., F.R.S., called and examined.

22,299. (Chairman.) You come before the Commission on behalf of the University of Sheffield?—Yes.

22,300. What is your official appointment in the university?—I am Professor of Physics in the university, but at present I am acting Vice-Chancellor. We are in an interlude between our old one and Mr. Fisher who is coming to us in June.

22,301. Is there a large faculty of arts in the university?—Yes, and I think, so far as the number of students go, we can say that it is the largest faculty.

22,302. Of how many students does it consist?—I should think there would be somewhere about one hundred matriculated students reading for degrees in arts.

22,303. Have you sent many students to the Class I. examination of the Civil Service?—No, I think none.

22,304. None yet?—None. Most of our able people have a view to going into business connected with the City, and most of them go into business.

22,305. They do not look so much to the Civil Service as to employment in commercial business?—Yes, manufacturing and commercial business.

22,306. Is the curriculum of the university directed to degrees more suitable, then, for commercial life than for entering into the Civil Service?—No, I think not. The curricula for arts and pure science are quite independent of any view to that.

22,307. They are not modified, at all events, with reference to the Civil Service examinations?—No, a large number, of course, of our art students are going to be teachers.

22,308. You know the subjects for the Class I. examination?—Yes, I have seen them.

22,309. Do you think that all those subjects can be as well taught in Sheffield as they are at Oxford and

Cambridge?—Not all of them, of course; some we could not teach at all; for instance, Sanscrit and Arabic are subjects that we could not teach, nor, of course, at present, could we teach Greek. We cannot teach Greek or Latin as well as they can at the ancient universities, because there are a number of teachers there who are first-class classicists, whereas we have just single teachers, but in all the other subjects I think we might do it quite as well.

22,310. In the mathematical and science department you think you could do it as well?—Yes.

22,311. And in modern languages?—Yes, French and German. I do not say that we could do it as fully in German, but we have a very good French school indeed, and a very large number of honours students.

22,312. We are now talking of the Class I. examination, and I will limit my questions to that. You say in your statement\* that "whilst the present examination scheme seems well arranged to meet the cases of able men who have received a good university education, an examination of this kind could not be a test for the greatest promise of administrative capacity." Then you add, "it would probably achieve the purpose better if the possible range of subjects taken by a candidate were diminished," and you would do that "by reducing the maximum number of marks obtainable below 6,000." What particular subjects are you referring to there?—Not to particular subjects at all.

22,313. You have, I suppose, in your mind a particular group or groups of subjects when you refer to the maximum of 6,000 marks?—No, the reference there is not to the range of the examination, it is to the range of subjects which an individual candidate can take.

\* Vide Appendix XLVII.

9 January 1913.]

Mr. W. M. HICKS, sc.D., F.R.S.

[Continued.]

22,314. That is what I mean?—We suggest that he should not be allowed to take so many, and we suggest that a possible way of meeting that would be that the maximum number of marks should be made below 6,000.

22,315. That is to say, you would insist upon greater concentration in his studies?—I do not know that that quite puts our view. The candidates, as a rule, and as a matter of fact, after they have taken their degree at the university, at present have to spend another year in getting up special subjects just to pass a special examination at the end. There is no advantage to the public service to be got from that, and the year is practically wasted for that purpose. If a student takes his degree he works for his degree, and he studies for it in a proper way without reference to any special examination that he has to pass. He should be examined in that and perhaps a little more, but not sufficient to make him obliged to put aside a whole year in getting up some special subjects. Getting up a subject like that tests him to a certain degree, but it gives a premium to those who simply have powers of acquisition.

22,316. Would you illustrate your remarks by taking the scheme of the examination for Class I. You have it before you, I presume?—Yes, I have. In what way do you mean?

22,317. Take the subjects in which you think a man ought to get his 5,000 marks, and then I shall be able to understand more clearly what is the nature of the additional subjects that you deprecate his taking up?—I do not know that I am quite prepared to do that; it requires a great deal of consideration, of course.

22,318. But I only want a general idea of what you mean?—If a person has taken, for instance, a classical degree he would naturally take Latin and Greek, which would give him 2,200 marks, and, in addition, he might take Greek History and Roman History, which would give him another 1,000, say 3,200; that would naturally be work to cover his degree work. Then, of course, you would probably expect him to do English composition, which would give him 3,700 marks, and then, I have not thought this out, but I should think about 4,000 marks would just bring it about right.

22,319. I see what you mean. If he took the subjects you mention he would go over 4,000, but you still would allow him to get up to 5,000?—I do not commit myself to any definite figure. A person who takes modern languages, of course, would take English and French, that would be 2,000 marks.

22,320. The main point that you want to make is that, at the present time, a candidate's attention is diffused over too many subjects?—Yes, I should like, of course, to see this special coaching made unnecessary.

22,321. And you would go as far as possible in the direction of restricting the examination to subjects that a man must take for his degree for honours?—Yes, but that really covers the list you already have, except possibly for persons who have taken applied science. I do not think it is likely, of course, that students who have taken applied science, that is, engineering or metallurgy, or things of that kind, would naturally go in for the Civil Service, and it might hardly be worth while to include that, but, I think, in the subjects for that examination you cover most of the things which are taken in degree work.

22,322. Do you know anything about the other examinations for the Civil Service for the second division, for boy clerks, and so on?—No, I know nothing about them.

22,323. You do not desire to give evidence with regard to them?—I did not know that that was really under consideration. It is only Class I. that we have been considering. I think, in fact, your questions were with reference to that.

22,324. Are you in close touch with the secondary education in your neighbourhood?—Yes, we have representatives on their governing bodies, and their boys take, very largely, our entrance examination, that is to say, the examination for the joint board of the four universities.

22,325. Are there many scholarships held in your university by boys who come from secondary schools?—Yes.

22,326. Are they university scholarships or scholarships given by local bodies?—Some are university scholarships, and some are given by outside bodies, like the West Riding of Yorkshire, the city of Sheffield, and the town of Rotherham.

22,327. Are these scholarships given by the outside bodies you have mentioned given on the result of examinations, or on the result of the holder's school life?—Of course it varies. In the West Riding, and at Rotherham, they are given on the results of the joint examination board, that is, our matriculation. The city scholarships are given on our entrance examination, that is, the university entrance scholarship examination.

22,328. Are the scholarships of sufficient value to enable the holder to live in comfort at the university?—Yes, I think so, in general; those of the West Riding run to 60*l.* a year, those that are university scholarships given by one of the bodies in the town, the town trustees, are 50*l.* a year, and other scholarships are of less value, of course, which are not sufficient, but they are very often tenable with something else.

22,329. Are the students of your arts faculty mostly boys who come from the ordinary secondary schools or do they come from the larger public schools?—The arts students as a rule come from the ordinary secondary schools; the applied science students come from the public schools and from the grammar school in the town.

22,330. I form the impression from what you have said, that up to the present time there has not been much touch between your university and the Civil Service?—None at all.

22,331. At what age, do you think, might it be said that secondary education was substantially completed in the schools of which you have any knowledge?—The average age of those entering is between 17 and 18. Eighteen is the average, I should say.

22,332. Is 18 the average? From other information that we have had I was under the impression that 18 was rather the maximum?—I was going to qualify that. I used the wrong word, not meaning from 17 to 18. I should think the majority were about 18; there are not many above that.

22,333. (*Mr. Matheson.*) Are you speaking of the age when they come to the university?—Yes.

22,334. (*Chairman.*) Does your knowledge of the secondary schools within your area lead you to believe that an average student of a secondary school is well grounded and has acquired as much knowledge as he can acquire up to the age of 17 in those schools; and would the age of 17 be a proper age at which to recruit boys from the secondary schools for the public service?—I should doubt it.

22,335. It would be a little too low?—Yes, certainly.

22,336. (*Mr. Graham Wallas.*) When you say in your statement that it would be an advantage if selected candidates were required to attend courses of higher education for a year, were you thinking of the practice in the Indian Civil Service?—I was going, if you will allow me to alter the word "would" to "might." It is more of a suggestion thrown out.

22,337. It might be useful?—Yes.

22,338. In making that suggestion were you thinking of the actual experiment which is being tried now with regard to the Indian Civil Service. You know that successful candidates for the Indian Civil Service are required to continue their studies?—Yes.

22,339. Were you thinking of that proposal?—I do not know that that was in our minds. We were looking at this more from the point of view of the Home Civil Service.

22,340. I ask the question because you appear to refer to the same question at the end of your section 3 where you say that the extra year for special preparation would require some pecuniary assistance?—Yes.

22,341. Did you therefore contemplate that during that extra year they should receive any pay or allowance from the Government?—I do not think that was con-

9 January 1913.]

Mr. W. M. HICKS, SC.D., F.R.S.

[Continued.]

sidered. It was simply stated, which is the fact, of course, that some pecuniary assistance would be called for on behalf of students of slender means.

22,342. You know that, in the case of the Indian Civil Service, they draw pay during that period?—Yes.

22,343. Have you considered whether any such scheme would be most useful under the home conditions applied at the beginning of a man's course or somewhat later?—That depends, of course, upon the work he has to do afterwards. I really do not feel qualified to give an opinion on that. If he is an able man and goes into office work at once, I should think he ought to pick it up.

22,344. (*Mr. Boutwood.*) In your second paragraph you say that the present examination scheme cannot be a test for "the greatest promise of administrative capacity." Why not?—An examination, of course, tests a man's knowledge; it tests to a certain extent his ability, but it cannot be a test of the personal qualities of the students. If you want to get a judgment as to promise of administrative ability you can only do it if you know the individual candidate intimately in each individual case. It is impossible to get it, I think, in an examination.

22,345. Does that comment amount to a suggestion for supplementing the competitive examination in some way by some sort of personal appreciation; would you go so far as that?—That, of course, is very difficult. If it was a question of appointing a man to a single post that is vacant, then I think examination would be distinctly bad, but when you have a large number—as I take it, each year you have a large number of candidates—what this examination does is to give you a considerable number of individuals who have a large number of the essential qualities which you require, and then, I take it, especially if promotion goes by merit as well as seniority, that those who have got the administrative ability will go to the top, and those who have not will not get promotion. So that what the examination does and what it ought to aim at is to get a body of people who have the intellectual qualities of education and training that you look for.

22,346. So that you would trust to methods in the Service for sorting; you would not apply any other test or any other kind of sorting than examination before appointments were made?—You might, for instance, allow a candidate to come on probation for a year and give the heads of his department power to tell a candidate at the end of the year, if he is distinctly unsuitable, that he is so; or if he is not very suitable, to advise him to resign, or to say that if he goes on there is not much possibility of promotion for him.

22,347. That is the sort of thing?—But I think the selection had better be left in the hands not of one man, of course, but of the chief men in his department forming a small committee.

22,348. (*Mr. Matheson.*) I want to ask you about the natural science subjects in the Class I. examination. In your honours course, in which natural science is a chief subject, how many branches would be taken up ordinarily by one candidate?—You refer to our students in Sheffield?

22,349. Yes, I am speaking of your honours examination?—An individual candidate for honours takes one subject with certain subsidiary ones. For instance, if he is taking honours in physics he has to do a certain amount of mathematics, and he may also take, as subsidiary subjects, either chemistry or electrical engineering. So again, if he is taking honours in chemistry, he can take, as a subsidiary subject, mathematics or physics, but, practically, an honours man takes his degree in the one subject.

22,350. Therefore, from the point of view of your science man, these marks for Class I. examination would not be very favourably distributed?—They would not.

22,351. (*Miss Haldane.*) Amongst your 100 arts students how many are women, about half?—A very large number.

22,352. More than half?—I should think so in the arts course. In pure science it is the other way round; there are very few.

22,353. Are they aiming mostly at the teaching profession?—Most of our arts students are preparing for teaching.

22,354. Is there a demand for other outlets beyond teaching on the part of the women students who are taking the arts course?—I do not know of any other. There are a few who take medicine, but that is not arts.

22,355. I suppose some of these women are taking honours?—Yes, a considerable number.

22,356. Do you think that amongst them there are women who would be fitted to take up higher posts in the Civil Service, supposing such were open to them?—I can think of just one or two—I can count them on my fingers—whom I could really recommend.

22,357. You consider that the education ladder is satisfactory on the whole?—Yes, I think that any candidate of great ability can get a scholarship sufficiently valuable to keep him or her for three years at the university.

22,358. Have a large number of your students come from the elementary schools?—Some do. We get a large number of women from girls' high schools, and we get men from grammar schools.

22,359. But, originally, a certain number of them came, I suppose, from elementary schools?—Yes.

22,360. You do not know what sort of proportion, I suppose?—I could not say.

22,361. But you would consider that an elementary school child has quite a good chance of going to the university at present if he has sufficient ability?—The ladder is there for the child to climb, and if the ability and capacity are there, he has every opportunity, I think, for getting on.

22,362. But the special preparation would deter a good many from going in for the Civil Service, you think?—No doubt it would.

22,363. The expense of it?—No doubt the extra year would debar them.

22,364. So that if that special preparation were not necessary, you might perhaps have some candidates for the Civil Service?—We could prepare them, and we might possibly. Are you speaking of women students?

(*Miss Haldane.*) No, I was thinking of all students, because such higher division posts are not open to women at present.

22,365. (*Mr. Booth.*) In your honours courses in arts in the University of Sheffield, do you have a special course for classics, or is it one arts course; have you several arts courses for honours?—Yes, honours in modern languages, honours in English, honours in French, and there is a combined honours course, I think, in English and French.\*

22,366. Is there an honours course in classics?—Yes.

22,367. What does that examination involve?—I am afraid I can hardly tell off hand.

22,368. Could you say whether it is a very much narrower examination than the classical tripos at Cambridge?—I am afraid I am not competent to give an opinion. It cannot be as broad, of course.

22,369. The honours examination in French, I take it, is entirely in French?—Yes, it is in French only.\*

22,370. Therefore that is, in itself, much narrower than the modern languages tripos at Cambridge?—It may be narrower, but the French school is certainly as good as the one at Cambridge.

22,371. My point simply is that, so far as I can understand, a student for one of your honours courses in arts in the University of Sheffield could not be qualified in any way to get sufficient marks to pass the Class I. examination on his honours subjects alone?—Not if he took French only, certainly, as the marks stand at present.\*

22,372. He might obtain an honours degree in the University of Sheffield, but on his honours reading he would only be able to get quite a very small number of marks for the Class I. examination?—If he had that in mind he would probably take the combined English and French course.

\* This answer, I find, was not altogether correct. The honours schools comprise classics, history, English language and literature, modern languages and literature, mathematics and philosophy. In modern languages two, out of the three, English, French, German, must be taken.—W. M. H.

## FIFTY-FIFTH DAY.

Friday, 10th January 1913.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
 Sir DONALD MACALISTER, K.O.B.  
 Mr. ALFRED ALLEN BOOTH.  
 Mr. ARTHUR BOUTWOOD.

Mr. PERCY EWING MATHESON.  
 Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
 Mr. GRAHAM WALLAS.  
 Miss E. S. HALDANE.  
 Mr. S. ARMITAGE-SMITH (*Secretary*).

Sir W. S. McCORMICK, LL.D., called and examined.

22,373. (*Chairman*.) You are good enough to come here to explain to us the origin and method of working of the Carnegie Trust?—Yes.

22,374. Will you give us a sketch of the origin and growth of the Trust, beginning from the time when Mr. Carnegie first declared his intention of making this Foundation?—I may put it very briefly of course. Mr. Carnegie's great benefaction was given under a trust deed which divided the two million she gave into two parts.

22,375. When did he first manifest his intention?—In 1901, exactly 11 years ago; so that we have been working, and any statistics that I have are statistics over 11 years. Mr. Carnegie divided his great benefaction into two parts, which we call clauses A and B.

22,376. Did he give two millions to start with?—Yes, two millions. I believe in the inception of it he began with one side of it, but in his talks and discussion with those who were interested in the matter, he ultimately decided to make it two millions.

22,377. So that we may start from the grant of two millions?—Yes. 102,000*l.* we have as income.

22,378. Before you go further, would you tell me how is the money invested; are there trustees?—Yes, there are trustees. I think about 20.

22,379. Are they all Scotchmen?—No, the Prime Minister and Lord Morley are trustees, though not Scotchmen. Among the Scotchmen, outside the Executive Committee, are Mr. A. J. Balfour, Lord Haldane, Lord Rosebery, and many others.

22,380. All distinguished men?—Yes.

22,381. Are there any American trustees?—No, there are none.

22,382. They are all British trustees?—Yes, they are all British trustees, and Mr. Carnegie himself is not a trustee.

22,383. Are the funds invested in British securities?—No, we have them in bonds of the Steel Corporation of America.

22,384. Is there in the trust deed any power vested of varying the securities, selling and re-investing?—Yes, there is entire power. It has not been taken advantage of for obvious reasons. We could not get a trust of the same security which would give us 5 per cent., and the 5 per cent. has not failed us yet. I may also add that besides the trustees there is an executive committee, and the trustees are the body to whom the executive committee report once a year; we are preparing at present our annual report for the trustees in February. The Executive Committee consists of Lord Elgin as Chairman, and the other members are Lord Balfour of Burleigh, Lord Kinneir, who was formerly Chairman of the Universities Commission in Scotland, Lord Shaw of Dunfermline, two representatives from the four Scottish universities, who come off and on alternately every two years, the two Lords Provost of Glasgow and Edinburgh, and one representative of science, who used to be Sir Henry Roscoe, whose place is now taken by Sir Arthur Rücker, formerly Principal of the University of London.

22,385. That is an indication of the character of the men?—Yes. To come then to the two sub-divisions of 50,000*l.* As to the first under clause A, after careful consideration and conference with the university authorities during the first year of the Trust's existence,

the committee came to the decision that they should make their distribution quinquennial, and we therefore organised a scheme of distribution under clause A among the four universities, which lasted for five years. We have had a second distribution which comes to an end next September, over five further academic years, and we are at present in conference with the universities, and have visited already three universities with a view to a third quinquennial distribution which will begin next October 1st.

22,386. That is the distribution of the 50,000*l.*?—Yes. We have not distributed it all among the universities and other schools of university standing (for these are also included within the benefaction) because it was part of clause A that we should finance post-graduate study and research.

22,387. When you speak about schools of university standing, are there a fixed number, or are they susceptible of increase or diminution?—They are susceptible of increase, but we do not judge this matter; the Scotch Education Department is really the judge. We recognise in the main what the education department calls central institutions as of university rank; they include the great Royal Technical College situated in Glasgow, probably the biggest thing of its kind in the world, the Heriot Watt College, the three colleges of agriculture, and even the two colleges of art in Edinburgh and Glasgow respectively. Besides the distribution of the money to those institutions, we have kept a certain part of the income under clause A for the endowment of postgraduate study and research—I refer to that later—and there, I think, we have found what has been recognised by the public as one of the most remarkably successful parts of our operations. After five years of its existence we were able to publish a report to the trustees at their annual meeting, a copy of which I have brought (and I can give you more copies), showing the great success that it has met with. Then under clause B we have the financial assistance of students.

22,388. Also to the extent of 50,000*l.*?—Also to the extent of 50,000*l.*, or near by, and we have been able, until two years ago, practically to pay the full class fees of every qualified student under our regulations, and frank him practically through his university course, except for matriculation and graduation fees.

22,389. But only in regard to fees?—Only in regard to class fees. We have a clause allowing us to make very exceptional provision for a distinguished student who we might find could not get through without further assistance; but that was a precedent which was rather a dangerous one, and we have only acted upon it a small number of times. Perhaps with that preliminary I might refer to the regulations.

22,390. If you please?—The regulations which we put down have been gradually developed according to experience—that is my Appendix A.\* The first and second of these regulations are quotations from the trust deed.

22,391. I infer from the second of these regulations that the operation of the Trust is not strictly limited to people of Scotch nationality?—No, it is not.

22,392. An Englishman or an Irishman living two years in Scotland would be eligible?—Yes; indeed we

\* *Vide* Appendix XLVIII.



10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

have Jews, Armenians, Greeks, and many others under the Trust who happen to have been educated in Scottish schools. But it is particularly with regard to the third regulation that I would wish to speak at the moment. The trust deed leaves all questions of qualification to the final decision of the executive committee. It is this power which I think has resulted in great educational good to Scotland, because from the first we have wished to raise the educational qualification as high as the school system of Scotland would allow. We found, for one thing, that under the universities' regulations the various faculties did not all require the same standard of education.

22,393. Do you mean the various faculties in the particular universities?—In the four universities, because they are all the same so far as this is concerned.

22,394. Am I to infer that a varying standard of education prevails in the four universities?—No, they are all the same; they are dominated by the joint board of examiners, but the faculty of medicine, for a certain reason, demands a lower educational standard in Scotland than the other faculties, the reason being that the Scottish universities, as I think Sir Donald MacAlister will admit, are not purely Scottish universities, but international universities, and especially in medicine in the schools of Edinburgh and Glasgow.

22,395. Do you limit the term international to the three kingdoms?—No, it extends much further. I do not think in Edinburgh, and probably also in Glasgow, more than one half of the medical students are of Scotch nationality. I think it is just a little less than half in Edinburgh and perhaps a little more than half in Glasgow, but a great proportion of the medical students are not Scottish students or students educated in Scotland; therefore, to have put the qualification of entrance to the faculty of medicine as high as it is in the other faculties in Scotland would have been probably too high a standard for those who had not been educated in Scotland, and would have allowed the other universities of Britain to undersell, as it were, the Scottish universities in the faculty of medicine by a much lower qualification. I believe for that reason the Commissioners at the time allowed the medical preliminary examination to be fixed at a distinctly lower school standard than that of the other faculties. But, so far as beneficiaries of the Carnegie Trust were concerned, it was quite obvious that we could not allow that to go on. We could not allow students who were getting by far the greatest share of the trust funds—because, of course, the medical student was going to cost far more than any science or arts student, not only on account of the superior length of time, namely, five or six years, that he was at the university, but on account of the high fees per year—we could not allow them to take such a much larger share on a lower qualification; so that our first change in the regulation which we brought on in the third or fourth year of our institution was that we would demand the same standard of all beneficiaries whether they were medical or otherwise, and we accepted the standard of the Scottish leaving certificate or the standard of the arts and science preliminary examinations of the Scottish universities which are of a fairly equal kind. Then we came to a great difficulty. We found that so long as we put these two types of examination on the same level, parents who were eager to push forward their boys and girls as quickly as possible were apt to take them away from our Scottish secondary schools where they developed slowly but surely, and to send them to proprietary schools where they could be prepared more quickly to pass an external examination.

22,396. At these schools, of course, they could not get the leaving certificate?—They could not.

22,397. But they might matriculate?—They can matriculate, because they can pass an external examination, so that this fund of Mr. Carnegie's was becoming rather in the nature of a bribe held out to parents to take their boys and girls from the secondary schools, say at 15, or perhaps 16, years of age, and give them a year at what we might call these cramming institutions (I am not using the term in any depreciatory sense), and they would come into the benefits of the Trust probably a year before they would otherwise have

done. We thought that was not in the interests of national education, nor ultimately in the interests of the individual boys and girls themselves—and we therefore, four years ago, put the regulation much in the form in which it is at present.

22,398. Did you experience any opposition from the universities?—We have had some criticism among the General Councils; but we have not heard from any of the university courts which are the supreme governing bodies of the universities. The step that we took was, I think, a necessary one, and I may state that the policy of the Trust in now demanding where possible from applicants the school leaving certificate rather than the external (so far as schools are concerned) university preliminary examination, is due primarily to the inherent inadequacy of a written examination in single subjects as a test of capacity, training and general fitness for university studies.

22,399. That would be the entrance examination?—Yes, any external examination, however well conducted. It is excellently conducted. I was a member of the joint board as a Scottish professor on and off for 10 years, and it is as well conducted as any external examination can be.

22,400. That determined you to throw the weight of your influence in favour of the leaving certificate examination?—When it was no injustice to the individual to enforce it.

22,401. In order to reconcile the interests of the individual and the general interests of education it would require a very minute surveillance over the individual students?—That is so; that is why I have brought before the Commission Appendix B, which will show you exactly the minute way in which we have gone into the whole matter. But might I reserve that just for the moment in order to complete what I have got on the notes here?

22,402. If you please?—The main reason for our making this development of our regulation is that it is carrying out the ideal which the Universities Commissioners of 1889 had before them when instituting the present university preliminary examination system. They could not enforce it then, and they said, on page 13 of their report (I have brought the report with me because this is merely an extract from a most interesting couple of pages in it): "We believe this to be the best arrangement that could be made in the present condition of secondary education in Scotland. But we should think it far from satisfactory if it were to be regarded as final and permanent. The object of all such arrangements should be to secure that before he begins his university course a boy should have been for a certain number of years under good and trained teaching. This cannot be secured by a mere examination, although an examination at the end of the school course may be a very useful test of his training. We do not consider that either an entrance examination or a certificate which can be obtained in single subjects can be an adequate test of school training. . . . The regulations we have framed may be usefully revised when good secondary schools have been made available throughout Scotland." We considered that the time had come for certainly some pressure to be applied such as was in our power, in order to bring this ideal more into effect, and I have here a table which shows the proportion of new beneficiaries entering the four Scottish universities through the leaving certificate alone for the past two years. In 1911-12 you will see the total was practically 75 per cent. of all our beneficiaries, and in 1912-13, owing to this regulation becoming more and more known, it has risen to 87.1 per cent., nearly 90 per cent., and the details are given in Appendix B.\*

22,403. Could you say, in order to clarify my mind, what is the age at which boys and girls in Scotland, as a rule, take the leaving certificate examination?—18, sometimes 19—18 to 19; in exceptional cases you have some taking it at 17. This increasingly high percentage is all the more remarkable in that no applicant except one in very special circumstances—there was one exceptional case—has yet been refused

\* *Vide* Appendix XLVIII.

10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

the benefits of the Trust on account of his not having obtained the leaving certificate. For instance, there have been a good many students who have applied to us at the age of 20 who have not completed their leaving certificate course; they have got a number of their passes, but they had failed to get the full certificate. It was hardly worth while keeping a boy or girl at school any longer, so we allowed them to make up their deficiency in the leaving certificate passes at the preliminary examination.

22,404. But do not you occasionally have to decide between a boy with the leaving certificate and a boy who has not got it?—There is nothing competitive in the application.

22,405. But I suppose you reserve to yourselves the discretion of giving the fees, in the case of two boys or three boys who come before you, to one or the other if you cannot give them to all three?—As a matter of fact we have not found it necessary to refuse any application as yet; it is merely the putting forward of our regulation which has done this without any undue pressure. One reason why we could not do that was that the regulation has only been out for four years; there was some slight ambiguity in its first framing, and we had to alter the wording of it, and I think the Senate of the University of Glasgow showed us some better method of expressing our intention; but the regulation in its essence has only been published for four years. Now supposing that four years ago the parents sent a boy or a girl away from the secondary school without knowing of this regulation, and sent him or her somewhere else to get prepared for the preliminary university examination in Scotland, it would be obviously unfair that we should exclude him or her at the present time on that account, so that the carrying out of the regulation has had to be done as gently as possible; but even without any undue enforcement of it up to the present moment, which would have been a hardship on the individual—indeed, up till now without any enforcement at all—we have practically got 90 per cent. of our applicants coming forward with this testimony of a sound and thorough secondary education.

22,406. Is that 90 per cent. of all those boys who conform to regulations 1 and 2 who present themselves?—Yes.

22,407. Foreigners, of course, are excluded?—Yes; they are not within the Trust, unless, as we have seen, they have been in attendance at Scottish schools; and they cannot possibly be so.

22,408. And all boys and girls enjoying the advantages of university education in Scotland will have come into the university from the school with this leaving certificate?—Why I emphasise this is because it seems to me that the position of this Royal Commission in the matter is very much like what our position was. One way of stating it—it is a crude way of stating it—would be that the State is the biggest education authority in the country; and from another point of view, the State is the biggest examining authority in the country; and at present, so far as I can see, the State conducts the one side of its operations and the other side of its operations without any connection with each other. That is my point.

22,409. And your policy was directed in Scotland to obviating that?—Yes. It just occurred to me this morning to look at Matthew Arnold's "Higher Schools and Universities in Germany," which, as you know, was written in 1868, and there I found the following two sentences: "That a boy shall have been for a certain number of years under good training is what in Prussia the State wants to secure, and it uses the examination test to help it to secure this. We leave his training to take its chance, and we put the examination test to a use for which it is quite inadequate, to try and make up for our neglect." That, as I say, was written in 1868, and I feel that it is just about as true at the present time. May I go on now to university education?

22,410. If you please. You have now got your man into the university?—First of all I may speak of the influence of our Trust upon the number of students. I am not quite sure that that is so important a matter as many members of the public think; they think that

the Carnegie Trust has failed in Scotland because it has not doubled the number of students in our Scottish universities. Indeed, that might, under certain circumstances, have proved an unfortunate result.

22,411. Because it has not increased the numbers?—Because it has not doubled the numbers. It has increased the numbers, I think, although it is difficult to say whether other agencies have not also been at work. But the facts are these: the total number of matriculated students at the four Scottish universities in 1900-1, that is, the year before the Carnegie Trust was founded, was 5,755; in 1910-11 (I am merely taking that year because it is the last for which we have published records), that is, in ten years, it has increased to 7,188; and it is a curious fact that that is exactly 25 per cent. I may mention that those figures omit Dundee University College, as it is not included in the financial Parliamentary Returns; but this omission does not affect the percentage of increase. It is difficult to say how far this increase of 25 per cent. is due to the Trust. There are various things that have happened within the ten years that may have increased the number of students at the universities. There has been the new scheme of training teachers which has brought a greater number of the teaching profession within university walls, and that may have had something to do with the increase. On the other hand, it may be that the numbers in the universities would have fallen off but for the Carnegie Trust—one can never tell exactly with regard to numbers, and it does not very much matter, I think—but it is very interesting to note that the increase is mainly, if not entirely, in the faculties of arts and science. If you will turn for a moment to Appendix C\* (which I have got out very hurriedly for the purposes of the Commission), you will see that it shows the numbers in the various universities of Scotland; they are put in the order of their age or seniority—St. Andrews, Glasgow, Aberdeen, and Edinburgh, and if you compare the first three years, 1899, 1900, 1901, and 1901-2 with 1910-11, you will find that the increase in arts is very great, and the increase in science also is very great, but not so much in medicine; indeed, with the exception of St. Andrews and partly of Glasgow, you will find that there has been no appreciable increase in medicine at all; on the contrary, in Aberdeen it has gone down rather than up, and in Edinburgh it is stationary; so that it is in arts and science that the increase in the number of students in the Scottish universities has taken place. Of course, when we think of the large proportion of foreigners—non-Scottish students—in the faculty of medicine, that is partly explanatory of this fact.

22,412. It is rather soon, I admit, because your scheme has been in operation for such a short time, but are there any indications of the success in life of the young men who have entered the universities by means of the leaving certificate; is there any proof that they have been more successful in life than those who entered in other ways?—I am afraid I can hardly give statistics for that at the present moment.

22,413. After all, that is the criterion, is it not?—Yes, but if you mean are there indications of the success in life later of students who have been Carnegie students at the university, there are very many indications, and more especially when they come in and follow through with our research scheme.

22,414. That points in the direction I was asking about?—I think it is important to note further that in accordance with the hope expressed by Mr. Carnegie in his letter to Lord Elgin in founding the Trust, the trustees have avoided up to now the invidious task of inquiring into the circumstances of each candidate. The only qualifications that are demanded are these set down in the three regulations I have already spoken of. But I thought it worth while (and this again has been hastily done) to bring before you certain statistics under Appendix D\* regarding the occupations of parents of the entrants to the Trust for the winter sessions 1908-9 and 1912-13 respectively; those years were chosen at random, and they are

\* *Vide* Appendix XLVIII.

10 January 1913.]

Sir W. S. McCOBICK, LL.D.

[Continued.]

evidence I think of the social classes from which the beneficiaries are drawn. You see at a glance over this list the professions or businesses of the parents of all new beneficiaries in these two years respectively. And I have given here everyone; it is not a selection; you have in every case the social class noted of the parents of every beneficiary who entered during these two years. I need not go over them, but I think they show that the Trust has really helped the classes that it was aiming at.

22,415. (*Mr. Graham Wallas.*) Can you tell us what percentage of the students of the universities are not beneficiaries?—I can tell you that percentage, but if you ask me the percentage of those who are not beneficiaries to those who might have, if they had applied, been beneficiaries I cannot tell you, except in the case of one university which has got statistics where, I think, it would roughly be found that 80 to 90 per cent. of those who were eligible are beneficiaries.

(*Chairman.*) That was not exactly what Mr. Graham Wallas asked you.

22,416. (*Mr. Graham Wallas.*) No, what I have in my mind is this: There are certain classes; take the class of landowners, or rentiers, who do not appear here, I suppose, because they have not applied for benefactions?—Perhaps Sir Donald MacAlister knows more about it than I do. I only come across those who are beneficiaries, except for my experience as a professor for ten years in a Scottish university before, but, I should say that, as a whole, the upper classes in Scotland send their sons to Oxford or Cambridge, if they can afford it, except in medicine, and probably in engineering. I should say that in Glasgow, between the university and the great Royal Technical College, you have an engineering school that nothing in the world can surpass; in that case, no doubt, a son of a Glasgow man would go there if he was going to be an engineer; and also in medicine in Edinburgh or Glasgow, which have European reputations, the same; but in arts and pure science, I think, for the sake of the social life, and other reasons, a parent who can afford it would send his son to Oxford or Cambridge.

22,417. (*Chairman.*) You show at the bottom of Appendix C, against the year 1910-11, in Edinburgh, under the faculty of arts, 1,287 students; what percentage of these would be beneficiaries and how many would not?—I have not got it by me, but I should say probably about two-thirds in arts are beneficiaries.

22,418. Would the same rule obtain in the other three universities?—Yes, I think so.

22,419. (*Sir Donald MacAlister.*) A table has been prepared showing that?—Yes, I could show it you.

22,420. It is not quite the same in all four universities?—No. As I say, I cannot get what is an important factor in such a percentage, how many of those are eligible, because the statistics are not to be had to guide me.

22,421. To avoid a possible misconception, would you tell us what the percentage of eligible candidates is to the proportion of beneficiaries. I think you have that?—I have only got it in one university.

22,422. You can tell us, not the name of the university, perhaps, but what the proportion is in its case, because it is probably not very different in the other universities?—I may say that it is in the University of St. Andrews, because that being a smaller university they are able to give us information which it would be impossible for others to give, as they have regarding all their students, where they were born, and everything about them, so that we know whether they would be in any way entitled to the benefit of the Trust. As I say, in the year 1911-12 the number of students eligible for payment of class fees at St. Andrews was 347, and the number of beneficiaries was 312.

22,423. (*Chairman.*) In arts alone?—No, in the whole university. The percentage of students, who were Carnegie students, to those who were eligible, is 89·91 per cent.; that is in 1911-12. In 1904-5 we made the same inquiry, and got 93·53 per cent., and in 1907-8 it was 94·77 per cent.

22,424. (*Sir Donald MacAlister.*) Would your information suggest that that proportion was higher or lower than in the other universities?—I cannot say;

but, on the other hand, I would submit that the lists of the occupations of the parents, which I have presented to you, shows that the Trust has been successful in assisting the classes of our Scottish population for which its benefits were intended.

22,425. (*Chairman.*) Will you continue?—My next point is with regard to the further regulations, which you will see in Appendix A, and which we laid down in order to see that a beneficiary after he had got the benefits of the Trust made a proper use of them. Regulations 4 to 8 regard the university studies of beneficiaries, and these have undoubtedly had some influence upon their university work and probably raised the proportion of students who are successful in taking a degree. There has, as Sir Donald knows, been a little friction at times between the university authorities and the Carnegie Trust, because this inquiry as to our beneficiaries, this attempt of the Trust to take a position *in loco parentis* of the beneficiaries, led to our inquiry being probably sometimes misunderstood for interfering in the education arrangements and administration of the universities themselves; you can quite see how that might occur. For instance, one of our regulations is that if a student has had two opportunities of passing the degree examination and has failed to pass it by that time, he goes off, he becomes ineligible for further payment of fees till the regulation is complied with. Now that, in the opinion of the Trust, is a very proper regulation; still there were cases where complaints were made, and particular circumstances had to be inquired into. I think that probably these regulations will be considerably modified (I speak in the presence of Sir Donald MacAlister, who is on the Executive Committee of the Carnegie Trust at the present moment) on account of the fact that the universities have now not only appointed advisers of studies in their various departments, but have also adopted in most faculties an inclusive fee which will obviate our payment of individual class fees, and will leave the supervision of our beneficiaries entirely in their own hands. But I now come to the most remarkable effect—and, in my opinion at any rate, the Trust can claim it in great measure—and that is the increase in the number of honours degrees in arts, which is the only faculty in which honours degrees are differentiated, and also the remarkable increase in the number of degrees in science. There is only one undergraduate degree in science, that is the B.Sc., but it is to be regarded as an honours degree. Now, if you look at Appendix C, in which I gave the number of students, you will see if you take "honours," which is the second column under arts in St. Andrews, it has risen from 16, 12, and 13 to 20, 15, and 54.

22,426. That is students who have taken honours in arts?—Yes, those who have taken honours during those years, and it refers back to four or five years, while they have been students. Then in Glasgow it has risen from 23 to 49; in Aberdeen from 25 to 34; and in Edinburgh from 26 to 58. And the numbers in science are even more remarkable, in St. Andrews from 8 to 16, in Glasgow from 24 to 82, in Aberdeen from 12 to 31, and in Edinburgh from 24 to 61, which is a greater proportion than the increase in the number of students. There is no doubt that in many ways the Trust has helped to that, it has helped financially by enabling students to stay one year or perhaps two years longer at the university, and it has also enabled them no doubt by keeping up the standard of entrants to the university and the standard of work during a man's first years in the university. I think, therefore, the Trust can claim a good deal in these statistics.

22,427. On that point, the increase in the number of men taking honours with their degrees imposes an additional charge upon the fund?—Certainly, which we are very glad to find imposed.

22,428. Your fund is of limited amount?—Yes.

22,429. Consequently, does it not follow that you are able to help fewer people if more of them take honours?—That would be so, and that is probably one reason why we are not able now to pay the whole class fees as we were at the beginning. There are other reasons. The universities, with the increase in their organisation, betterment of their education, increased



10 January 1913.]

Sir W. S. McCoRMICK, LL.D.

[Continued.]

number of classes, and so on, have had to raise their class fees to some extent, and that has led to our being a little short of funds.

22,430. Have you been brought face to face with the consideration of this question: that, your fund being limited, it is better for you to pay for honours degrees than to spend the money in the earlier stages?—We have had to face the financial question because we were bankrupt last year. By bankrupt I mean that we had spent under clause B about 700*l.*, I think, more than we had. Of course, it was merely debited to the next year's income, but at the same time it could not go on; and therefore, instead of the payment of separate class fees, we have had to frame a method of assistance to students in definite sums, inclusive grants, according to the faculty in which they were studying. We give 9*l.* a year to every arts beneficiary, 12*l.* a year to every science student, and 15*l.* a year to every medical student; and if he is an honours student in arts we give him that for four years, and he therefore gets 36*l.* instead of 27*l.* and so on; we do that now, and it is working quite satisfactorily.

22,431. I only wanted to know whether it did work itself out in that way, and whether you had it under consideration?—Yes.

22,432. Will you go on?—My next and last point regarding the Carnegie Trust is advanced study and research. That comes, as I have already explained, under the other part of our income, clause A, out of the 50,000*l.* of that; but the research scheme of the Trust being an assistance to our beneficiaries at a further stage, I may also say a word upon it. The assistance offered is of three kinds: scholarships, fellowships, and grants in order, so far as possible, to reach all classes of workers, from students who have just graduated, to graduates who have already entered upon professional careers. Selection is made, not by competitive examination—I may say that the executive committee are quite unanimous as to the inadequacy of any competitive examination being useful in this respect—but for fellowships on the merits of original work already published (they must have done some piece of work) and for scholarships on the evidence of experts, usually their own professors, regarding the applicants' special fitness for the work proposed. Instead of separate allotments to individual universities a common scheme was established for all the four universities, the administration of which is retained in the committee's own hands; the four in a way come into the one scheme and compete against each other, although the competition of course is not of university against university. Finally, no fixed number of foundations, nor even a definite total sum, is assigned to any one year. In short, the aim of the scheme is, within the limits of the trust deed, to discover, and if at all possible to supply, the demand for assistance in higher study and research throughout Scotland. This, I think, has been extremely successful, and, as I have already said, I have brought the detailed report of the experts for the first five years of it in order to show what has been done. Our method is that when the applications come in they are indexed and catalogued and so on, and sent to three expert advisers of the Trust; one medical expert, one physical science and chemistry expert, and the other a literary, historical, and economics expert; he cannot be an expert in all three, but he knows sufficient to make an estimate of the recommendations and qualifications of the candidates. Reports are sent in by these three experts. Then the representatives of the four universities meet—not only the two who happen to be on the executive committee, but the other two also—and discuss the experts' reports and criticise the candidates from their own universities as well as from the other universities, and make out a preliminary selection list. They then report to the advisory committee on research, which takes into account their report of the qualifications of the candidates, but also takes into account, for the committee, the financial side of the question; but I may say that such has been the care with which the selection has been made that we have never had, since we have started, to refuse a recommendation from this advisory committee on account of finance; we have always managed to meet the cost of the whole scheme.

(Chairman.) I think that is a very clear exposition and I have no more questions to ask you. Unless you wish to make any further remarks in what I may call your examination in chief, I will ask Sir Donald MacAlister to question you.

22,433. (Sir Donald MacAlister.) Our object here, as you are aware, is to ascertain whether in Scotland, of which we have already had a certain amount of evidence, the opportunities of students of all classes to obtain a university education may be regarded as approximately satisfactory. I think you have shown, and it is your object to show, that the operations of the Carnegie Trust have facilitated, at least, the attainment by Scottish students of all classes of a university education?—That is so.

22,434. Would you tell us how, during the course of the last ten years, secondary education has advanced in Scotland, whether owing to the operations of the Carnegie Trust or otherwise. Do you know anything about the increase in the number of opportunities for secondary education that have taken place in the last ten years?—I do not know it directly, but the statistics I have given with regard to the proportion of leaving certificates show that it has been more and more taken advantage of.

22,435. Do you mean to suggest what the Commissioners of 1889 spoke of: "The regulations we have framed may be usefully revised when good secondary schools have been made available throughout Scotland"? As the result of your operations, are you of opinion that now good secondary schools have been made available throughout Scotland?—I think so, and I think that is proved by the 90 per cent. of leaving certificate qualifications for the Trust which I have given.

22,436. Could you give now or could you provide the Commission with any indication of the distribution of that secondary school provision throughout Scotland? We have been told that in some places it is very effective, and in other places it is not. Do you know the places where your beneficiaries come from, who have qualified by secondary school leaving certificates, so as to illustrate their distribution over the country?—I could not give details on the matter, but I think I know generally what the policy of the Education Department has been in this matter. Its policy has been to give in the country, besides the former secondary schools, certain other secondary education centres, as many as the finances would allow of, but—and here I think it has done rightly—it has been very careful to do it only where it could do it properly. I mean that there is no use in calling a thing a secondary school that is not a secondary school. To make a secondary school costs the nation a good deal of money both from local rates and from the central government, and I think that great care has been taken to see that any school that got the name of a secondary school was really worthy of the name. The standard now in Scotland is fixed. I do not say that the whole work has been done; there are very many places in Scotland that are inaccessible for secondary schools, and there always will be; the nation cannot plant a secondary school in every parish in Scotland. But the standard is there. I mean that an elementary or higher grade school has been made a secondary school in as many centres as has been found possible, and I think what is required still to link up the elementary schools of Scotland with the higher grade and secondary schools would be probably, as finances again would allow, to get a certain secondary superstructure upon the elementary schools that are too far away from the secondary centres, so that it might delay for a year or two the necessity for sending these better pupils to the secondary centres. But that is a detail which will come gradually with the possibilities of finance. A second necessity, I think, will be to found in these secondary centres, where required, hostels. There has been one hostel in Dumfries founded by the late Mr. McKie, of Dumfries, and it has been a great success—the applications to get into that hostel are far in excess of the possibilities of the house. I think if more centres of that kind were established, say in Oban and elsewhere, so as to bring in any of the better pupils in far outlying districts where it was impossible to have

10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

secondary centres, that would be a great linking up, and I should say that, on the whole, if these two very slight developments were instituted, we would have affairs as complete as could be desired.

22,437. You think that by these additions to the present system, by the erection of secondary departments in certain primary schools where there are no secondary departments at present, and by the provision of residential hostels for boys from primary schools who could not otherwise attend?—And also from secondary schools—

22,438. —If that were done we would be able to say that, under the operation of the Scottish Education Department and the Carnegie Trust, no boy or girl of merit need miss a university education in Scotland?—I believe so. I would also add by means of county council scholarships.

22,439. You have informed the Commission that the preliminary examination in a given faculty was the same in all four universities. Is that strictly the case, having regard to the different regulations in the four universities for graduation?—That is a point with which I did not know whether it was worth while to trouble the Commission; but it has been a difficulty with us. One of the reasons why we preferred the leaving certificate examination is that the preliminary examination consists of two things; it consists of a matriculation examination which enables a boy or girl to enter the university, and it is also a preliminary examination to certain classes which he or she desires to take. The result of this is that the preliminary examination passed may not include a subject such as Latin, which he or she finds to be a necessary part of the graduating course later; therefore the student is left with a school subject still to complete while taking his university education before he can qualify for entrance to the Latin class. That was a great trouble with us on the Carnegie Trust, and we ultimately decided that the student should give, as we put it here, "evidence of such preliminary education as is required by the universities for their respective graduating curricula"—in other words, we did not want them to come to the university until they had cleared off all their school work.

22,440. Was that another reason for preferring, where it could be obtained, the leaving certificate instead of the varying preliminary university examinations?—That is so.

22,441. Could you tell us whether any beginning has been made by beneficiaries of the Carnegie Trust towards the repayment of what has been advanced to them, by way of illustrating the point that was put by the Chairman as to the subsequent success of your beneficiaries. In 10 years, of course, not many would be in a position to do so, but has a beginning been made?—A very good beginning has been made, and not only in repayment but in the interesting letters that accompany it. It has been very gratifying not only to the Trustees but to Mr. Carnegie. We send the letters to Mr. Carnegie when we get them, and he is very interested to see the excellent results; on the other hand, we cannot expect, of course, that any great proportion of the beneficiaries will succeed ultimately in getting such positions as will enable them to contribute very much to what has been done, but at the same time those who have already, within the last 10 years, got into positions of independence have returned in many cases the whole, and in other cases proportions, of the financial assistance that has been given them.

22,442. (*Miss Haldane*.) Can you tell me what proportion of women have applied to have their fees paid?—The proportion is certainly very great. In the various universities it is different. I think, probably, more women apply from St. Andrews, say, than men, and of course, the scheme by which the teachers come for a university training has increased the number of women very considerably.

22,443. Do they also enter by the leaving-certificate examination?—Yes, exactly in the same conditions.

22,444. The number of private students among women is almost negligible, is it not, who do not come from the schools?—Yes, practically.

22,445. Women, I understand, are also entitled to the scholarships and fellowships?—Yes.

22,446. Do they take them?—Yes.

22,447. Can you tell me in what numbers?—I could get the statistics for you, but I cannot tell you off-hand what the numbers are, because, really, we do not consider the sex in regarding the application. In biology and medicine there are quite a number, and I am not quite sure that that is a good sign in medicine. I think that a number of women have become medical students either without knowing whether they would like the practice of medicine when they graduated, or, perhaps finding that they did not get a practice of medicine when they have graduated; but I find a considerable number of medical students now coming up as scholars and fellows in medical research. From certain talks I have had with them it would almost seem that their bent was not so much the practice of medicine but scientific research; but whether they take the scientific research because they have found that they could not get on as women doctors or not I am not quite sure.

22,448. I wanted to know whether you considered the mode of appointment a satisfactory one. You do not appoint, I understand from what you say, by examination?—Not at all.

22,449. Do you consider that method of appointment satisfactory?—I think the method of purely competitive examination is most unsatisfactory, and I am glad to have the opportunity of saying what I forgot to say before, that with regard to our scholars we have made, no doubt, one or two mistakes but only one or two, but with regard to our fellows we have never made any mistake at all; in the choice of our fellowships there has not been one failure in the whole of our research scheme in the experience of the last nine years.

22,450. From your experience of women students, supposing that some of the higher posts in the Civil Service were open to women, would you consider that the women students in the Scottish universities could suitably fill those posts?—I should think so. You mean among our students and those engaged in research work. One would need, of course, to know what department was indicated.

22,451. (*Chairman*.) Is that answer given in regard to the intellectual qualities of the women, or with reference to wider aspects of their activity?—It was rather given with reference to the intellectual qualities of the women. As to the suitability of places for women in certain departments of the State I have nothing to say, I have no experience.

22,452. (*Miss Haldane*.) As regards the leaving certificate, I gather that you consider that the benefit of it is that you avoid what is popularly known as cramming?—Yes.

22,453. By having inspection along with examination?—That might be a short statement of it. I think the benefits extend much more widely than that.

22,454. You regard it as showing training?—Yes, I regard it as evidence of training which, as I indicated before, an external examination can never be.

22,455. A set book external examination cannot fulfil those conditions?—No. If I might say just one word more on that, I would say that, with regard to the State appointments, Government appointments, I should expect that the Government would, at any rate, look to the education that they provide as a means of training for those appointments. I consider that the present system of Civil Service external examination deliberately goes past the door of the very schools upon which we are spending millions and encourages proprietary institutions, which I have no wish to underestimate, but if these proprietary institutions are as good educational instruments as schools, why does the nation spend its millions on schools?

22,456. (*Chairman*.) Does that apply to all classes of examinations, for instance to the Class I examination; will your remark be applicable to that?—It does not apply to that for this reason, that that examination is of such a kind that although the candidates may go to crammers in the end, and may do so rightly, they are going after they have got a sound and efficient training in secondary schools and universities. If there was such an arrangement as this: that for the

10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

lower posts in the Civil Service what we call in Scotland the intermediate certificate, to be got at the age of 16 at the completion of a general secondary education, were taken, and they had to qualify for the competitive examination by first passing this intermediate certificate examination, then that would do away with a great deal of the evil effects of cramming. I would not so much object to their going for three months to get their memories brushed up by the crammers; I think there is something to be said for the crammer, but it must be cramming on the top of a sound training.

22,457. Your suggestion, excellent as it is for Scotland, would not be applicable to a country that does not allow of such leaving or intermediate certificates as you have?—My answer is: Why not supply it? That is what I have been trying to get the English Board of Education to do for the last 10 years.

22,458. The English Board of Education has its limitations we find?—It has got its difficulties.

22,459. (*Miss Haldane.*) I was just going to ask you whether you considered that these national examinations might not be used in connection with Civil Service appointments?—Yes, I should agree. I am following really the lines of much of my evidence before the Consultative Committee to which I have referred in my précis. All through their report, you may remember, they suggested an examination, whatever you call it, at the age of 16, and a higher at the age of 18 or 19. I take the age of 16 as your first qualifying grade. I would have those who had qualified under that be certificated or selected; then up to the age of 18, two years might be spent in a little more specialisation, some for going to the university, specialising for arts, some going in for science, specialising for the science school, and some for medicine. I would use the higher grade examination as qualifying for competition or selection for higher posts. Then you come to the universities, and you have honours men and others in the universities. These would then have qualified themselves for selection for the first class posts. Cramming on the top of any of these three trainings is not so objectionable, but cramming as a substitute for training is what we object to.

22,460. I have been told by a teacher that she had hardly any breakdowns in health in preparing girls for the leaving certificate, but had had a good many breakdowns in preparing them for other external examinations; have you had any experience of that?—Yes, we have had great experience of overwork of this kind, especially in the case of students in training. I think I might quote one other sentence from that somewhat remarkable page or two of the Scottish University Commission on preliminary examinations. They say on page xiv.: "It ought not therefore," that is, this preliminary examination, however done, "to exact from candidates who have been reasonably well taught any special preparation or effort, but 'ought to be such as a scholar of fair ability and proper diligence may at the end of his school course come to with a quiet mind, and without a painful preparatory effort tending to relaxation and torpor as soon as the effort is over.'" That quotation is specially remarkable, because it is from the very same passage as the other which I took from Matthew Arnold's "Higher Schools and Universities in Germany"; but it is not his either, it is in quotation marks in Matthew Arnold without saying where it comes from. My opinion is that it is a translation of the German document from which he was quoting explaining the method of the *Abiturienten-Examen* and its purpose.

22,461. (*Chairman.*) That commends itself generally to your common sense and your acceptance?—Surely.

22,462. (*Miss Haldane.*) And you find that it is generally approved by teachers?—Yes, by teachers most assuredly. I have brought here, just simply because I came across them in looking for what I could say, two copies of the *School World*, for December 1912 and January 1913, both of them with articles on the system of school leaving certificates with special reference to Scotland, and both of them by secondary school teachers of standing in Scotland, and they give

a very clear and excellent account of the whole system. I might refer the Commission to these. Then I do not know that there is any use in referring—you must have it yourselves—to the circular from the Education Department (Scotland) explaining the leaving certificate examination. I remember that when I was giving evidence before the Consultative Committee, advocating a national system such as we have in Scotland, it was said that in England they could not do it because of its size; I think England is supposed to have eleven times the population of Scotland. I do not see that that, with proper organisation, is any argument against such a system. I think it could be done.

22,463. (*Chairman.*) So far as the mere area of country is concerned I agree with you; I do not think that has been put before us as an insuperable objection. The greatest difficulty is in the unevenness of the capacity of the teachers; you might have a leaving certificate on your plan which might be suitable for a certain area, but would be either too high or too low in character for a neighbouring area?—It is astonishing, my Lord, how putting up a standard will effect a reform. I remember that over 20 years ago when the commissioners all of a heap set up this preliminary education standard for the Scottish universities (because we were worse than England then—there was no entrance standard for the universities at all), there was a great outcry about its being too high, and so on, but there it was, and it has been the compelling force that has raised secondary education in Scotland. Until you set up a standard you never get the result. My feeling is that it is the institution of such a thing that must be the first step.

22,464. Who appoints the teachers in Scotland?—The school board.

22,465. In each district?—Yes; Scotland is more cut up into districts.

22,466. Has the school board in Scotland laid down that its teachers before appointment shall have any special qualification—shall have passed through a training school for instance?—The department does that now.

22,467. Does it insist upon it?—Yes, the department insists that any teacher to teach any special subject must have gone through a certain course.

22,468. Does the department in Scotland insist that the chief teacher in a secondary school shall have certain qualifications?—I think so.

22,469. Do they go beyond the local authority then in the appointment of teachers?—They have practically a registration system, and, of course, the school board must take their teachers from those who are registered.

22,470. (*Miss Haldane.*) Do you consider that the system of advertising successes which is carried out so much by those who go in for special preparation and also by private schoolmasters is apt to have a deleterious effect?—Very much so. I referred to that especially before the Consultative Committee. I think it is being done less now than it was. In fact, no institution can claim the whole credit of its successes. You hear of Oxford and Cambridge men for example being superior to others. It is not necessarily nor entirely Oxford and Cambridge that make them so, but partly because, as a rule, the best men go there—that is the point. In like manner the splendid secondary schools in Edinburgh get the good material, and therefore, of course, they get the excellent results in bursary lists, and so on.

22,471. Do you consider that the age of leaving school in Scotland is a satisfactory one?—I think so on the whole. It is not a question I really have gone into very minutely. I have discussed it with a number of educational people, principals of universities and so on, and if it is to be an earlier age, then the universities must give secondary training—that is what it comes to. A boy or a girl cannot finish ordinarily his or her secondary training before the age of 18, and if you are going to have them leave at 16, as they certainly did in Scotland 40 years ago, then you must put on a secondary department to the university. In Germany they do their secondary education all in school; in America they have a different arrangement, because they have what they call a college, which is a

10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

buffer between the secondary school and the university, and it is hard to say what it represents on our standards, but I should say that on the whole it is half and half.

22,472. Do you know the proportion of university students to the population of Scotland?—I am not sure, but on the other hand that would be rather useless, I think, for statistical purposes on account of the large number, say half of the medical faculty of Edinburgh and Glasgow, that have nothing to do with Scotland at all.

22,473. (*Mr. Shipley.*) Do you pay the money direct to the student?—We pay it by voucher.

22,474. To the student himself?—Yes.

22,475. Not to the university?—He gives it to the university, and we pay the university in cheques of thousands when they send back the vouchers.

22,476. Are the students asked, or is a hint given to them, that if they can they ought to repay the benefaction?—We send them Mr. Carnegie's letter. Mr. Carnegie has indicated that the trust deed allows of their taking advantage of that privilege.

22,477. Do you think that this list of employments and professions that you have given us differs materially from a similar list that might have been drawn up 15 years ago; did you not then have people coming from very much the same class?—Yes, except that there is evidence that we are reaching many who could not have come before without.

22,478. Did you say that you could take a degree in a Scottish university without Latin?—You can take a degree in science without Latin.

22,479. Not in arts?—I think you can.

22,480. (*Sir Donald MacAlister.*) The preliminary examination requires Latin?—Yes, but you do not need to continue the study of Latin at the university. But that, I think, is the same at Oxford and Cambridge.

(*Mr. Shipley.*) Certainly. I thought you said that you could take a degree without any Latin.

(*Sir Donald MacAlister.*) The preliminary examination requires Latin or Greek.

22,481. (*Mr. Shipley.*) (*To the Witness.*) You said in answer to one of Miss Haldane's questions that you had had great experience of students breaking down; does that mean that a considerable number do break down on taking the leaving certificate examination?—No, not on the leaving certificate examination; we were talking there of the overpressure of the external examination, cramming for it. I was referring rather to the breaking down, especially of girls by overpressure that they had at the time when they were not only students at the university, but students at the training college, and were doing two things at one time. We have had many instances of that.

22,482. (*Sir Donald MacAlister.*) But you have not had experience of breaking down under the leaving certificate examination?—No.

22,483. (*Mr. Shipley.*) Do many of these research Fellows take service under the Government and get posts in the Civil Service?—I do not think they are on the way to it, because I do not suppose there are Government services where their researches are required. Quite a number of them have taken places in the Soudan and in the Colonies in investigations into rubber and tropical diseases where their scientific attainments in research have been useful; but when you talk of the Home Service, I do not think they are trained for it.

22,484. (*Mr. Matheson.*) Is there any provision in the Trust for the universities of Scotland to be consulted on educational points which arise?—I think so. I do not know exactly the meaning of your question.

22,485. What I mean is whether, in the terms of the Trust, there is any formal consultation of the universities with regard to action that the Trust takes in educational matters?—There is, of course, the representation of the universities on the Trust. The four university representatives are all on the Trust.

22,486. That is what I wanted to know; there is a representative of each university?—Yes, there is a representative of each university on the Trust, and two of these representatives are always on the executive committee.

22,487. How large is the executive committee?—Nine; two out of nine.

22,488. I gather from what you say that the character of the students and the class from which they come have not been altered much by the Trust, that the difference has been rather in the increase of honours work, and the increase in prolonged study and advanced study?—And an increase of 25 per cent. in numbers..

22,489. This, of course, is a question which it is very difficult to answer, but do you think there is any ground for saying that the independence or self-reliance of the Scottish student or his parent has been injured by the institution of the Trust?—It is very difficult to say. The parent, provided that he is in the class I have shown on the statistics is, or has been, spending a good deal upon the education of his son or daughter before he asks us for our share. Apart from such fees as secondary schools require, the boy or girl has been kept from wage-earning all these years, which is a great sacrifice, and I think that the small financial assistance we are able to give him should not be regarded as breaking down the independence of the individual who receives it.

22,490. You attach great importance to selection, without examination, for fellowships; do you think that system is applicable at all to the Civil Service?—I hardly know enough about the Civil Service problem of itself to say. I should perhaps answer the question like a Scotchman by putting it the other way, and saying that we are convinced that competitive examination would be the worst method of selection for our purpose.

(*Mr. Matheson.*) I do not want to interfere with your election of Fellows, I wanted your advice on another subject.

(*Chairman.*) You will pardon me if I seem hypercritical, but that is not an answer to what Mr. Matheson asked you. You restricted it to selection for fellowships, but his question was much wider.

22,491. (*Mr. Matheson.*) I am thinking of Class I. of the Civil Service. It has been suggested that selection for that should be by record and personal interview, and so forth; do you think that is a practicable scheme?—Well, it is the way in which a business man does it in his own business; but, of course, there are objections, political and otherwise. But what I indicated formerly in my evidence was that I did not so much mind the competitive examination if you have, first of all, a qualifying examination by which to limit your candidates for that further one to ensure that it is on the top of something real.

22,492. Turning for a moment to the lower examinations of the Civil Service, supposing that you had two examinations below Class I. should you say that the proper ages for those examinations, from an educational point of view, would be somewhere about 16 to 17 for the lower and 18 to 19½ for the upper?—I think so; of course for precocity it might be a little below 16.

22,493. Is not one reason why it is easy in Scotland to institute a uniform certificate examination the fact that a much larger proportion of the schools there are immediately under the Board of Education?—I suppose that is so, although there are many schools in Scotland that are not under the Board of Education, but which have voluntarily come into the system.

22,494. But it is true, is it not, that there is a greater variety of schools. I am speaking now of efficient schools in this country, to be considered in any scheme of secondary examination?—That is true, I think, but the variety may be good or may be bad. There is a variety, for instance, which I think is an unfortunate variety, which I have found in English schools, on account of the variety of examinations imposed upon them. I have found English schools so various that every pupil in a certain class was preparing for a different examination. That is a variety which, I think, is unfortunate.

22,495. Everyone agrees with that. I am not speaking of that kind of variety. I am speaking of variety in the type of schools which is a legitimate variety, but I do not want to dwell on that?—But I think that a common system would allow of that variety. For instance, there are various methods of

10 January 1913.]

Sir W. S. McCORMICK, LL.D.

[Continued.]

teaching mathematics, but I think a good mathematical examination paper, so long as inspection and other things belonging to the leaving certificate were brought in, could be framed so as to test a pupil however he had been educated.

22,496. But when you multiply the area or the numbers by 10 or 11 it is very much more difficult to prevent any centralised system from becoming rigid and excessively uniform than it is where the area is smaller and the whole thing can really be under the view of a comparatively small number of experienced people. I am merely taking that as what seems to me to be the difference?—In considering that I have thought that probably it would be best done in provinces if there was such a scheme. I forget how many provinces there are in England under the English Board of Education—five or seven—but it might be done in each province, of course.

(*Mr. Matheson.*) I did not want to go into the details.

22,497. (*Mr. Boutwood.*) When you were speaking of your work under clause A of your trust deed, you spoke of a quinquennial payment; do you mean that you make the payment once in five years, or do you mean that it is a scheme that lasts for five years?—It is a scheme that lasts for five years.

22,498. The payments are annual?—They are quarterly, because we have not got the money; the five years' distribution is in anticipation of our income coming in.

22,499. When you speak of the inadequacy of a written examination in single subjects, am I right in thinking that what you have in mind is the contrast between such an examination and the larger unity reached by the school leaving certificate which connects education with the school life?—That is so, and also with the fact that there is an inspection of the school, and also that the teacher has some say in presenting the record of the career of his pupils, indeed that there is a careful weighing, which is the real meaning of examination, of the pupils' whole qualifications.

22,500. Then you said that you thought it would be unfortunate to double the number of people who entered the Scottish universities?—Yes, in certain circumstances it might.

22,501. Why?—Because I think that probably they would not find occupations. You see I have shown, say, in medicine, a lack of the rise within the last 10 years in the Scottish universities. I have no doubt that it has adjusted itself from the fact that the medical profession was over-supplied.

22,502. (*Mr. Shipley.*) The cease in the rise is much more recent, is it not, within the last two years?—No, it has been going on for years.

22,503. It was not in consequence of the Insurance Act?—Oh, no. I should not wonder if the Insurance Act had the reverse effect.

22,504. (*Mr. Boutwood.*) You did not mean then that such an increase would bring into the universities men who were not fit to profit by a university training?—No, we would have taken care of that. But in short, I would point out that the universities only attract a certain proportion of the brains of the nation. It may be fortunate or unfortunate, but I almost seem to think it is a fact that the better brains of the nation at the present moment are not going to the universities at all.

22,505. Why is that?—In the first place, if you take the upper classes, their fathers have businesses, and they prefer to enter there.

22,506. (*Chairman.*) We have had evidence to show that the commercial classes are in greatly increasing numbers taking men into their businesses from the universities, which would be the reverse of what you say?—That is so.

(*Chairman.*) No doubt the university does not create intellect.

22,507. (*Mr. Boutwood.*) In your Appendix B what does Table II. on page 12 mean, "Table showing refusals in the various faculties at the four university centres"?—You understand what the first list means, that I have given the cases of all those whom we have accepted as beneficiaries without a leaving certificate so

as to explain why they have been accepted. You will see under arts a student aged 19; it shows why we have accepted that candidate. It is evident that we have accepted him because he was aged 19. Although he had not absolutely completed his leaving certificate, he was so near it that it was hardly worth while keeping him at school any longer. Then the next was 21, and she was accepted on account of her age also. Then when you come to page 12 I have to explain why those were refused, and I put in every case the refusal and the reason for it.

22,508. They are refusals by the Carnegie Trust?—Yes, those are people who applied and were refused. This printed document is a confidential document for the committee, but it goes in our minutes to show that the office has taken the most individual care, so that no application has been unjustly dealt with.

22,509. (*Mr. Graham Wallas.*) You have given us certain figures showing an increase of 50 per cent. since 1900 in the number of students taking arts in the Scottish universities, and an increase rather beyond 100 per cent. in the last ten years in those taking honours in arts?—Yes.

22,510. That increase, I suppose, has been accompanied by an increase in teachers in arts subjects, has it not?—It has to a great extent.

22,511. And to a very large extent those teachers' posts which have been added to the old staff have been added under the auspices of the Carnegie Trust?—There have been some.

22,512. You are, therefore, in a position, in regard to the teachers, to know the type of studies taught by men holding the new posts that have been created in consequence of this increase?—Yes.

22,513. Traditionally, in Scotland arts subjects have been very largely rather rigidly classical, have they not?—No, the old seven subjects when I took my degree were Latin and Greek (both of which were compulsory, that was the difference; there was no option of course) mathematics, physics, English, logic, and moral philosophy.

22,514. There are certain new subjects, of which I take history and modern languages as an instance, which are now considered possible parts of an arts course?—Yes.

22,515. Have the new professorships been professorships in the main in the older group of subjects or in the newer group?—In the newer group of subjects.

22,516. Have you any figures with regard to the students, either the 50 per cent. increase in arts, or the 100 per cent. in honours, as to which were due to students taking the new group of subjects or the old group of subjects in the main?—I think both. But I see your point. There are now more opportunities of taking honours in various modern departments, therefore there are some students attracted to take honours in history or modern languages who would have had no opportunity of taking honours in them 25 years ago.

22,517. No, my point is rather this: that in so far as there has been a noticeable change in arts teaching in the universities, which corresponds with the increase in the number of students and professors, it has been in the direction of what Mr. Stanley Leathes calls "modern humanism"?—Yes.

22,518. Modern cultural subjects?—I think so.

22,519. Have you any figures there?—I have no figures, but I could get them.

22,520. It would be very kind if you would add to your evidence a few typical figures showing first with regard to the teachers, and then with regard to students in arts, as to whether there has been a trend towards what I call the modern humanistic subjects?—It is quite certain, although I may possibly be able to get the absolute figures. It is obvious also that the scientific part of the arts degree has been very much increased. A student can take a degree in arts in the Scottish universities with three subjects in science, and a very favourite practice of students, especially since they get their fees paid, is to take their M.A. in honours, in mathematics, and it only needs another year in pretty much the same subjects to take their B.Sc. with the combined curricula.



10 January 1913.

Sir W. S. McCORMICK, LL.D.

[Continued.]

22,521. (*Chairman.*) When a student who has benefited by the Carnegie fund repays his benefit, to whom does the money go, does it go into the fund?—It goes into the fund.

22,522. (*Sir Donald MacAlister.*) Into the fee-paying fund?—As a matter of fact that does not matter,

Sir WILLIAM AUGUSTUS TILDEN, D.Sc., LL.D., F.R.S., and Sir WILLIAM RAMSAY, K.C.B., D.Sc., LL.D., F.R.S. (representing the Institute of Chemistry), called and examined.

Mr. RICHARD B. PILCHER, Registrar and Secretary of the Institute, was in attendance.

22,523. (*Chairman.*) (*To Sir W. Ramsay.*) You have been good enough to come here to speak on behalf of the chemical officers in the service of the Government?—Yes; Sir William Tilden has been President of the Institute of Chemistry, and if you will allow him to speak on behalf of the Institute first, possibly I might add something with regard to the other questions later.

22,524. Certainly?—(*Sir William Tilden.*) Perhaps it would be as well, in order to clear the air, to endeavour to explain to the Commission the functions of the Institute of Chemistry, because there is a little misunderstanding in the public mind as to the functions of the various Institutes which are connected with chemistry. The public are apt to confuse the title "chemist" with that which has been assigned by Act of Parliament to the people whom we should prefer to call "pharmacists." By the term "chemist" one understands a man who is occupied in the study and application of the science of chemistry. By Act of Parliament a chemist and druggist who keeps open shop for the dispensing of medicines has the title "chemist and druggist" assigned to him, and the public are rather apt to think that a chemist is merely a man who is a pill-roller, or a compounder of medicines. But in the purely chemical field there are several societies. The oldest of these is the Chemical Society, which is a body of scientific chemists engaged in the study of scientific chemistry; they occupy apartments in Burlington House. The Chemical Society was founded in 1841. Then there is the Society of Chemical Industry, which is another body, consisting of some 3,000 or more members, composed of people who are engaged in the application of chemistry to technological purposes, industries, and so forth. Then there is the Institute of Chemistry, which is a professional body—the body that we represent here to-day. It was founded in 1877, because at that time there was no body which was qualified to give certificates of competency and of qualification to conduct analyses, or to carry on investigations in chemistry, pure or applied. This Institute was founded in 1877 and received a Royal Charter in 1885, and it is a body composed of about 1,400 members, all of whom possess high qualifications for carrying on the business of consulting and analytical chemists. At the present time, and, in fact, for many years past, the Institute has been carrying on a system of examination, on the results of which the members who pass have their names placed on the register of the Institute. In order to qualify to obtain this certificate of the Institute, a man requires to pass through a rather long course of training. In the first place, he has to give evidence of having had a fairly good secondary education, because he is required to produce evidence of having passed some kind of preliminary examination, for which the matriculation of the London University may be regarded as a sort of type. Then, having passed this preliminary examination in subjects of general education, the candidate must enter one or other of the universities or colleges in the empire recognised by the Institute: these include all the British universities, and some of the Colonial universities, and a few other colleges, of which a list has been supplied to members of the Commission, on page 44 of the volume of "Regulations." He must enter one of those colleges and remain a student there for at least three years, and pass all the class examinations conducted by that institution in the subjects of mathematics, physics, chemistry, and one other subject selected by himself, which other subject may be a biological subject, or geology, or mechanics, or some-

thing else specified in the Regulations. The alternative for that three years' course of study is that the candidate should have entered such a college for two years, and also have spent two years in the laboratory of some Fellow of the Institute who is in practice. That alternative represents four years. At the end of three years' study in a college, or the four years' combined study, he has to present himself for intermediate and final examinations conducted by the examiners appointed by the Institute. Now these examinations are all of a markedly practical character. The candidate spends several days in the laboratory, which has been provided by the Institute, under the supervision of the examiners, and he has to perform certain operations, either analytical or otherwise, to the satisfaction of the Board. If he passes the examinations his name is then submitted to the Council of the Institute and he may be elected an Associate.

(*Chairman.*) We are greatly obliged to you, Sir William, for the most interesting evidence that you have given us.

22,525. At what period is the first examination passed?—At the end of his course of study in college, or at the end of the combined course I mentioned just now, of two years in college and two years with a Fellow of the Institute.

22,526. But during his apprenticeship, if I may use the word, to a member of the Institute, is there any preliminary examination passed before the final at the end of those four years?—At the end of those four years he has to pass the first examination of the Institute conducted by the examiners of the Institute.

22,527. I understand that; but I understood you to say that he has to study at one of the universities mentioned in this list for three years?—Yes.

22,528. At the end of which period of three years he goes into the laboratory of a professional member of your Institute?—No, I am afraid I do not make myself quite clear. There are two courses open to him: Either he can spend three years in a university or college, and then present himself for examination at the Institute; or he may spend two years in college, and in exchange for the other year he is allowed to take two years in the laboratory of a Fellow of the Institute.

22,529. I thought there were two periods, one of three years, and a subsequent period of four years?—No.

22,530. He may qualify at the end of the three years' college course, or at the end of the four years—two of which are spent in the college and two in the laboratory?—Quite so.

(*Sir William Ramsay.*) The alternative regulations are given on pages 16 and 21 of the book. Page 16 refers to the college career under A, and the technical career is given under B on page 21.

22,531. I quite understand it now?—(*Sir William Tilden.*) Having passed that first examination, after an interval he has to present himself for a further examination before the examiners of the Institute, and if he satisfies them he is qualified for admission as an Associate of the Institute. Then there is a further step. To attain the Fellowship of the Institute he must remain in practice of his profession in some form or other for three years, when he is admitted, after inquiry by the Council of the Institute as to the nature of the work he has been doing, to the final examination for the Fellowship. That examination is not conducted in general subjects of chemistry, but on a particular line chosen by the candidate himself, and depending upon the nature of the work that he has either been doing, or is expecting to do. That may mean that he will present himself in, say, the analysis of food and drugs, or the analysis of metals and minerals, or

10 January 1913.] Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

organic or physical chemistry. There are several divisions, and he may present himself under one of those heads for an examination conducted on special lines. As perhaps you are aware, the applications of chemistry are so very numerous, and the whole field is so very large, that it is necessary for a man to specialise to a considerable extent before he enters practice to determine along what particular line he is going to follow his profession. You will see from what I have said, that the period over which the education of a man who becomes a Fellow of the Institute extends from the passing of the preliminary examination is a matter of at least six years—it may be seven; and it is very commonly more. Consequently, a man who has passed his examinations and has become a Fellow of the Institute of Chemistry, has been through a course of study and training as difficult and quite as expensive to him as if he were wishing to become a doctor of medicine, or an architect, or a barrister; in fact, the course of training required is fairly comparable with that which is required for entrance into any other profession. So that we feel that the Fellows of the Institute are entitled to be put on a somewhat different footing from those who enter the Civil Service as clerks by the ordinary competitive examination, and that, in the interests of the public service, it is very desirable that the position of those people should be better than it has been in the past, for the simple reason that unless the attractions of the Service are sufficiently great and are improved upon what they have hitherto been, the effect will be that the better class of young men will go into other professions, and the career of the professional chemist will be in a sort of way impoverished from an intellectual point of view; it is a profession which will not attract the same class of young men as it would if the prospects were better than they are. That, of course, brings me to the position of some of these employees in the arsenal and other parts of the Government service in which chemistry is applied. I believe the Commission have already taken some evidence in connection with this question, and to-day Sir William Ramsay and I would like to correct what appears to us to have been some little misapprehension in respect of the position occupied by some of the men in the chemical department in the arsenal.

22,532. To what evidence do you particularly refer?—I refer particularly to the evidence of Sir Edward Ward, Secretary to the War Office, whom you have heard in connection with a petition or appeal which has been addressed to the Commissioners by the chemists of the war department. I think the first point that we want rather to emphasise is this: I gather from reading the evidence of Sir Edward Ward that it was represented that the grievance under which these men appeared to be smarting was the abolition of the office of War Department Chemist. I think I should be safe in pointing out that this would be rather an imaginary kind of grievance if it stood alone, because it is an office which, if it existed now, would probably be filled by the selection of some person of high scientific rank from outside the Service. It is not the sort of office to which junior members of the staff would expect to be promoted by mere seniority.

22,533. Yes, but are you aware that some of the juniors do make the complaint that the office has been removed from the sphere of their expectations?—I think that is where the misapprehension comes in.

22,534. You do not support them in that regard?—No, and I do not think they make that suggestion. What happened, I understand, is this: Sir Frederic Abel was formerly War Department Chemist with a salary, which was supposed to be commensurate with his position, of some 1,200*l.* or 1,400*l.* a year and a house. I cannot say exactly when he retired from that office—it may have been in 1895 or perhaps 17 or 18 years ago—but after he retired a change was made, and the emoluments of the office of Chemist to the War Department were reduced from those which were received by Sir Frederic Abel to a salary of 650*l.* a year. The office was held for some time by Dr. Kellner, and on his retirement it was subsequently held by Mr. Deering, who retired in 1908. Now the complaint is that in con-

sequence of the re-arrangement which has been made, not only is that office of the value of 650*l.* a year abolished, but the lower offices of principal assistant and senior assistant have also disappeared. The chemists who remain on the staff have been re-classified under three heads: Class I., Class II. and Class III. As a consequence of this classification, those who formerly could aspire to become a principal assistant with 650*l.* a year, are now reduced to 450*l.* a year, the highest salary to which they can possibly attain. In consequence of this re-arrangement and classification and re-classification, the offices which these men would have reached in course of time—by lapse of time and by seniority—in two cases as senior assistants with a salary of 500*l.* a year, and in the other case as principal assistant with a salary of 650*l.* a year, are no longer existent, and therefore they cannot reach them. That is the consequence of the re-arrangement under the new scheme which was made in 1906. I believe it is understood that, when the new scheme was inaugurated, it was intended, or at any rate it appears to have been so understood by a great many, that a head chemist was going to be appointed, that is to say, a chemist with the salary which had been received by the War Department Chemist, but that appointment was not made.

22,535. Was any official encouragement ever given to the idea that the appointment would be made?—Of course I have no direct knowledge of that, but at any rate that is the allegation, and I have no reason to doubt it. As a matter of fact, whether there was any promise of that kind made or not, it is obvious that the grade of principal assistant has disappeared, and the two senior assistantships have disappeared, with the salaries attaching to them of 650*l.* and 500*l.* a year respectively.

22,536. Yes, there has been a grading down?—There was a grading down; so that the men who are now classed as chemists Class I., Class II. and Class III. have nothing of that kind to look forward to, although they may have been in the Service for a very long time. I do not know whether it is worth while to give you any facts about the holders of the office of "chemists" under the war department.

22,537. I understand there was a grading down, and the alteration did not affect the present incumbents of those offices?—Yes, it did affect them in this way. Mr. Duncan, for instance, has had 38 years' service and he is now receiving 500*l.* a year. If the old system had remained in existence he would have reached in 1908 a salary of 650*l.*, because he would have been the senior assistant—the principal assistant.

22,538. May I call your attention to an answer given me by Mr. Pedley, one of the gentlemen who accompanied Sir Edward Ward. You probably have not the evidence before you, so I will read it to you. In answer to Question No. 11,096 he said, "The position is this: We have abolished the position of head chemist, but we have not interfered with the right of any one of those individuals who is serving to rise to the maximum of the class to which they belonged at the time." That would seem to me to safeguard the rights of the persons who were then in the Service—I may be wrong?—But when they entered the Service, some of them (such as Mr. Duncan) as much as 38 years ago, these offices were existent, and they entered with an expectation of rising, in course of time, to that rate of pay. The office being now abolished, although it is true that they receive the salary which is the maximum for the class in which they are, they cannot get any further than that.

22,539. No; but I understand the present incumbents can get as far as they could have got, including the appointment of head chemist to the war department?—Apparently not. (Sir William Ramsay.) I think, my Lord, it is a mistake.

22,540. There are two points: The first point refers to the existing men, which is one distinct thing, and the other point you make is with regard to the desirability of a better grading in the Service as a whole?—(Sir William Tilden.) Yes.

22,541. These two points are distinct from each other?—No doubt.

10 January 1913.]

Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

[Continued.]

22,542. I am only anxious to understand quite what your point is, because we shall probably take further evidence upon it?—May I remind you that Dr. Kellner and Mr. Deering both entered at the bottom, and men who are still there at work have seen Dr. Kellner and Mr. Deering mount up and pass to those offices, which have now disappeared, and therefore their expectations have been disappointed. (*Sir William Ramsay.*) May I venture to take one case which I think puts the thing very clearly. It is the case of a junior assistant, who is an old student of mine, named Elsdon, a Fellow of the Institute of Chemistry and Bachelor of Science of the University of London with first-class honours, educated at a private school, and at University College for six years under myself. He took all the honours that he could take at that time. He was appointed, by open competitive examination, junior assistant to the war department, Chemist Class III., in 1906. This young man is, at present, getting 250*l.* a year. He can live on it, of course. Perhaps it is his mistake, but he is married and has got a child. In the old days he expected to rise to 650*l.* a year, and it offered a career. Now he will get 350*l.* at the most, and he was complaining bitterly to me that he cannot possibly educate his son as he should like him to be educated. He goes down in class. There is the case of a junior and his views on the subject, and it appears to me that it is almost a breach of faith to engage young men on a certain understanding of rising in course of time, and then to alter the system so as to make that rise impossible.

● 22,543. In what grade was he?—He was in the third class.

22,544. That is to say he entered at a salary of 130*l.*?—It is now the third class.

22,545. He must have been a junior assistant under the former scheme entering at 130*l.*, and rising in that class to 300*l.* a year?—But there was every expectation of his going up his class.

22,546. You say that although his right to rise up to 300*l.* a year in his existing class has been reserved, no right to get up to 500*l.* or to 650*l.* has been reserved?—No, that has been abolished, and the man can no longer keep his position in the society to which he is accustomed.

22,547. (*To Sir William Tilden.*) Does that exhaust the point you wish to put upon that personal aspect of the case?—I think I should like to say a word on the subject of the temporary assistants. The temporary assistants are taken on, in consequence of pressure of work, at a pay of 2*l.* 0*s.* 6*d.* a week. We cannot help feeling that this is an extremely undesirable and unfortunate kind of arrangement, not only because the pay is small, as I believe a great number of young men are quite content to begin at a small rate of pay if they have a reasonable prospect before them, but because there are two objections to it: one is that these young men are perpetually coming and going. In the course of the last 12 years there have been no fewer than 17 of these people who have been brought into the laboratory and who have passed away because naturally they come merely for the sake of getting experience. They will not stop, and the consequence is that there must be considerable disorganisation of the work in the laboratory. It takes them some time to learn their business.

22,548. I suppose the work in the laboratory fluctuates?—No doubt.

22,549. It is more at one time than at another, probably?—(*Sir William Ramsay.*) But may I point out that that sort of work is work which those temporary chemists cannot possibly do, and I think Sir William Tilden has probably something to say on the nature of the work.

22,550. I only want to understand the nature of the objection, and to point out that it is difficult to have always a sufficient establishment where you have fluctuating work?—But the people they take on as temporary assistants are persons who are of no use until after they are trained, and their training takes at least six months or a year, and then they go. (*Sir William Tilden.*) The objections to the system are twofold: one is the disorganisation of the work, and the other is that a great

deal of the time of the seniors is occupied in instructing the temporary assistants in their business, and, as soon as they have learnt the work they wish to learn, away they go.

22,551. Are the heads of the War Office impressed by that view?—I do not know what the heads of the War Office would say about it.

22,552. After all it is their concern, is it not?—Yes, it is their concern. (*Sir William Ramsay.*) I suppose they have been told.

22,553. (*Sir Henry Primrose.*) What sort of work do the temporary assistants do?—(*Sir William Tilden.*) They assist in the general analytical work and the work of investigation which is carried on in the laboratory.

22,554. But presumably the War Office have made some considerable change in the work; the work is not now the same as it was in Sir Frederic Abel's time?—No, for a variety of reasons; one is, I may say, the advance of science. The knowledge of explosives and all sorts of materials of that kind has enormously developed since that time.

22,555. But has not work that used to be done in Sir Frederic Abel's time in the War Office laboratory been transferred somewhere else now?—There is a research laboratory, but the business of the research department is to investigate new things. They endeavour, I presume, to push out in new directions and to make useful discoveries. The business of the laboratory is, of course, to inquire into such things as the causes of failure, and into the quality of the materials that are submitted for stores and supplies of all kinds, and it is on the result of the analyses and investigations conducted in the war department laboratory that very large contracts have to be made. Samples are submitted and their qualities are inquired into by the chemists there, and contracts, in many cases for very large sums of money, are involved on the result of their examinations.

22,556. (*Chairman.*) And the heads of the War Office are responsible that all these things should be well done?—Yes, but the man who does it is the man who gets 350*l.* a year. The responsible head is not a chemist, and not qualified, so far as I know, to inquire into the quality of the work and to see that it is done.

22,557. But if the War Office are satisfied with the service they get from this officer, how is this Commission to say to the War Office: "You are unwise; you are employing imperfect agencies; you are not doing your work properly"?—(*Sir William Ramsay.*) I think that can hardly be said yet. We want to point out that if this sort of thing is continued, though you may not be getting imperfect services now, because the men who are there have been for a long time there, and although they grumble they do their work, you will not get good successors. That is the long and short of it.

22,558. If the War Office find they do not get the men who are suitable for their work they will have to increase the pay?—But do not you think it is rather unjust on the persons who hold the office at present to give them as low pay as you can because they are forced to remain? They have served their apprenticeship for 20 or 30 years, and you keep their pay as low as you can; but when they die, or grow old, and you try to replace them by people at the same salary, you will not get them.

22,559. That is a reasonable thing to say. We are entitled to look into the question of promotion?—I think so.

22,560. That is quite within our mandate, but we can scarcely instruct the War Office as to the class of man they should recruit. They make up their minds as to the class of man they want to recruit, and they recruit him with certain qualifications; they may not want men with the highest class of qualification?—That leads again to a discussion. Will you hear Sir William Tilden's evidence to the end and then ask me questions, or shall I deal with it now?

22,561. Sir William Tilden has not yet dealt with the second part of his argument, namely, the scale when the men come into the office, and the scale to which, in his opinion, they ought to be entitled on promotion?



10 January 1913.]

Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

[Continued.]

—(Sir William Tilden.) I think, at any rate, the basis of the scale should be the old scale by which you have chemists at the head, with not less than 650*l.* a year. If you come to compare the rate of remuneration of a chemist, in an office of this kind, with the kind of income that is common among practising chemists, consulting chemists, and others, you will find that that scale is not more than, probably, a third, or a quarter of what a man in private practice will be able to make. It is quite a common thing for a consulting chemist to make several thousands a year. As long as this disparity exists it is quite obvious that the best men will all go into private practice, and the material available for the Government service will be very considerably reduced in quality. I have been saying something of this kind for years past in reference, not merely to Government employment, but to the employment of technical assistants, chemists, and others, by manufacturers, and, in fact, throughout the country. Those professions which have considerable money prizes will always attract the best of the young men, and so long as the profession of chemistry is put in this sort of subordinate kind of position—a subordinate position which is determined by the smallness of the income obtainable in official positions—then, of course, the character of the men entering the profession will be very much inferior to what we should like to see. I think it is a matter of great national importance, and in view of the immense application of chemistry in all sorts of directions, this should be recognised both by the private employer and by the Government.

22,562. Was this reorganisation carried out by the War Office as the result of an inquiry, or was it carried out without previous public inquiry?—I am afraid I cannot say; I do not know.

22,563. Had the chemical profession or the Institute of Chemistry an opportunity of placing their views before the War Office?—No. I can say that.

22,564. If Sir William Tilden has finished we will now hear you, Sir William Ramsay?—(Sir William Ramsay.) As regards the Institute of Chemistry, Sir William Tilden has told you all the points, but I may emphasise them in two phrases: First, the object of the founding of the Institute of Chemistry was to raise the educational and professional status of chemists, and, secondly, to protect the public; and we have succeeded in both those objects. The chief reason why we appear before you at this moment is not so much on behalf of certain persons whom we happen to know, but in order to prevent the Government antagonising the objects of the Institute of Chemistry. By offering this scale of pay it means that it puts the profession on a lower status. We are anxious to raise the status. Then, again, I may say this: In former days I used to recommend students for the Government service; now I warn them against the Government service. I simply and deliberately say: "There is plenty of room in other ranks of the profession; do not go into the Government service"; and they naturally follow my advice. It is not a patriotic thing to do, and I am very sorry to have to do it; but the conditions of the Government service are such that there is no other course open in the interests of the young men themselves. There are plenty of appointments in chemistry where there are good prospects of success, but the Government service is not one of them. I am not alone in this. Most teachers throughout the country I know are doing the same thing, and the result will be that only the dregs of the profession will enter the Government service. The parents of these young men have spent a very large sum of money on their education, and the young men have spent a very long time on it, and, naturally, they expect a return. In advising a student, I advise him where he will get that return most quickly. If he can go to a teaching post, to begin with he gets a small salary, but the prospect is that of a fair income as a professor of chemistry later on and of a very good position. Many men have no turn that way and prefer to go to industrial posts, where the chances are exceptionally good; very often they become partners, and rise to an income of many thousands a year. I can point to 20 of

my own old students who are making very large incomes. So why should one advise an ordinary clever boy to go into the Government service, where he will get 350*l.* a year at the outside, when one has the chance of advising him to go to a place where he may earn as many thousands, with more interesting work.

22,565. The result will be that there will be fewer candidates for the Government service?—Precisely; or, rather, I do not think you will have fewer candidates, but you will get people who are rejected on other sides.

22,566. If you do not get fewer candidates, what you will get will be candidates of a lower type?—Candidates who have no chance of doing anything else.

22,567. And yet the Government wants to have its work well done?—Precisely; and that brings me to the work. The work is this: We have been given certain information of a general character by a number of these gentlemen. Of course, they cannot go into particulars, and we did not ask them to, because it is confidential information. They gave us a general sketch of the sort of work they do. We also have the report on the Government Laboratory, at the head of which is Dr. Dobbie. The work is of precisely the same character. If the scale of pay of the chemists in the Government Laboratory is compared with that of those in the War Office Laboratory it is perfectly incommensurate.

22,568. From the information before you, you are of opinion that the work done in the Government laboratory is below the work in the War Office laboratory?—No, I could not say below; it is of the same class as the work done in the War Office laboratories—it is exactly the same sort of thing.

22,569. Your remarks refer merely to the work done in the War Office laboratory now?—Yes, and also to the work in the research laboratory; but I will come to that later, if you do not mind.

22,570. Does the information before you lead you to the opinion that the work done in the War Office laboratories is below the character of what it ought to be?—Oh no, I do not think so. As Sir William Tilden has stated, the kind of work they do is to test, say, paints, oils, iron and steel, and all sorts of things. These are bought in large quantities and the quality has to be guaranteed by analysis. That is precisely the work the Government laboratories do.

22,571. Then the work in the War Office laboratories at present is fairly well done?—Yes, I do not deny it.

22,572. And at present the War Office gets chemists at a certain rate of wages?—It has got chemists at a certain rate of wages, and they are bound to stay on because they cannot throw up their livelihoods.

22,573. I understand it with regard to the people already in the Service, but is the Government at a loss to recruit their men at those rates?—Yes, now.

22,574. Can the Government recruit men at those rates of pay now?—Probably not.

22,575. Well, if they cannot, they will have to raise their rate of pay?—Precisely.

22,576. Is it our duty to recommend the Government to raise the rate of wages without at the same time saying "your work is badly done, you have not the proper men"?—I think the position which may be taken up is this: Those already there have been taken on with an implied contract that they shall have a certain rate of increase. That contract, in their opinion, has been broken.

22,577. I see the force of that argument?—There is another point: If they go on offering the wages those people are now getting, they will get a very inferior class of persons. Then a further point is with regard to the work. The work is in a certain way analogous to the work of the Government chemist and his staff; but I think it ought to be realised in comparing the work of the War Department Chemist with that of the research department, that the War Department Chemists are really doing more difficult work. It is an easier thing to investigate new products than it is to find out the errors in old products. A great deal of their work consists in having failures reported to them—failures on account of cloth turning mouldy, or iron rusting, or copper going wrong, or explosives not exploding, accidents with explosives, and so on. The investigation of

10 January 1913.] Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

that kind of thing is often much more difficult than the investigation of the actual fresh facts in regard to explosives. So that it wants a very high character of man to be able to do it.

22,578. Have you any other point you wish to refer to?—I was going to deal in much more general terms with the Civil Service as a whole. I do not know whether you wish this sort of statement, but I think they can be divided into two classes—the scientific and technically trained persons, and the administrators. Class I.—the scientific and technically trained persons—obviously could not be dispensed with. On the other hand administrators might be very largely dispensed with, because the scientific persons are capable of the amount of administration necessary to administer their departments. I should like to drive this home. In appointing a military head to the War Office laboratory, this military head has the responsibility of the work of the department, that is to say, the responsibility is thrust upon him, but I doubt if he ever reads the reports of the chemist, and if he did, he probably would learn very little. He signs his name at the foot. He accepts the responsibility and gets the pay, but the other men have the real responsibility and do the work and get no credit for it. They are never allowed to publish their work because, of course, it is all confidential. It is rather amusing to look into a case of this sort. I have chosen it purposely because it is not a Government case, but it is the Metropolitan Water Board. For scientific and technical work they pay 4,427*l.* a year; for administration they pay 7,100*l.* a year; and I have not the slightest hesitation in saying they could cut down the administration payments by 5,000*l.* a year and yet the administrative work would be quite as efficiently done. It is perfectly ridiculous that the men who really do the work are subordinated to men who simply sign their names at the foot of a report.

22,579. Your point is that the administrative and professional work in such cases should be fused?—It should be fused.

22,580. And that the technical head of the department should be the administrative head also?—Quite so. In the case of Sir Frederic Abel he was both administrator and technical man. One knows what an enormous effect he had upon the improvement of artillery in the country.

22,581. As a matter of curiosity, may I ask: Has there been an administrative head appointed in the place Sir Frederic Abel filled?—No, not directly. There is a military head—the Chief Inspector.

22,582. But he is not an expert chemist?—He is not an expert chemist. I am informed that he is an extremely pleasant man, and that the relations of the staff with him are perfectly amicable. I only speak in general terms.

22,583. But in your opinion he in no way contributes to the success of the department?—I do not think he does; I think he merely accepts reports and passes them on. If it is of any interest to the Commission, I should like to point out that in Australia, which is a new country, scientific men, in the service of that Government, are given a very free hand. I happen to have first-hand acquaintance with what is done in the hygiene department. The Central Department of the Commonwealth of Australia have appointed a senior medical man and two assistants, who are entirely responsible for hygiene for the whole of Australia, and who are not removable by any act of the Government. They find that works. In amplifying something that Sir William Tilden has said, I should like to point out that in the payment of such Government officials there are three points to be taken into consideration: first of all, an income commensurable with that of others of their social class, so that they can take their place. That is essential.

22,584. Sir William Tilden made the remark that they ought not to be compared with clerical officers?—They ought not.

22,585. What stamp of clerical officers did Sir William Tilden refer to?—The ordinary Civil Service clerk, I think. (Sir William Tilden.) I did not name

them, but I think the second division clerk will be even better paid than the men in the War Office laboratory.

22,586. Do you suggest that they should be better paid than the higher administrative class of Government officers?—I do not see why they should not be improved if they are made equal. (Sir William Ramsay.) Their work is equally responsible.

22,587. (To Sir William Ramsay.) In your opinion should they be better paid?—That opens up another question as regards the qualifications for such officers. I do not know whether you have seen this very curious document, which I should like to show you. It is a copy of an arithmetic paper issued for appointments under the Insurance Act. If I read one of the questions it will convey the information to you. This is Mr. Lloyd George's latest instructions for the examination of persons who are going to administer the Insurance Act at 200*l.* a year. The first question is: "A man buys goods worth 14*s.* 8*d.* at one shop, then others worth 7*s.* 10*d.* at a second shop, and others worth 4*s.* 5*d.* at a third shop. How much does he spend in all?" The rest of the paper is full of similar questions.

22,588. That question would not be put to the clerk submitting to the Class I. examination?—Probably not; but these persons are getting 200*l.* a year, which is almost equal to the pay of the class we are discussing.

22,589. When I referred to the examination for Class I, I meant the examination which is passed by men who have taken the highest honours in the universities—those whose salaries reach 1,000*l.* a year?—That is one set of people; but I am pointing out that the Government has come down to this.

22,590. With reference to Sir William Tilden's statement, I want to know if you claim that the pay of your chemists should be placed on a par with the pay of Class I. in the Civil Service?—Certainly, they are men who have taken the highest honours in the university. We think the senior men of that class should be so paid. But a paper which could be answered by any school boy of 10 years old leads to a Government appointment at 200*l.* a year.

22,591. (Miss Haldane.) For those Insurance appointments I do not think it is a competitive examination; it is a qualifying examination?—But there are not candidates enough to fill the posts, so it is really competitive. It is quite an amazing paper; it is really ludicrous. I think the income of these chemists ought to be commensurate with that of people of their own social class. Then they ought to have a fairly secure tenure. And thirdly, they ought to have a certain consideration due to their rank and position. If Nos. 2 and 3—fixity of tenure and a certain given consideration to their rank—are fairly well accentuated, the pay can be lower. To take a case in point: a German professor as a rule is not very well paid, but he lives like the people in the same town; he has got an absolutely fixed tenure, and he has a great deal of consideration paid to him, and the last two qualifications make it possible to pay him a comparatively low salary. If one could induce by some means—a professional standing and title, or something of that sort—greater consideration to be paid to these men, no doubt they would take smaller salaries if they were perfectly certain of fixity of tenure.

22,592. May I refer to this examination question, as I happen to know a little about it? Is not this simply a qualifying examination for men who are being appointed at a high age probably, and with entirely different qualifications? It might be on all fours with putting a Latin paper to your chemists?—I really cannot think so. These people are promised between 150*l.* and 200*l.* a year, and that is the paper they have to answer to gain the appointment.

22,593. But is not this mainly a qualifying examination? Probably the appointments will be decided on quite other grounds?—Then what is the use of setting such a paper? Such a paper would have been passed by the people we are talking about here at the age of 10 years.

10 January 1913.] Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

22,594. These men might be 50 years of age?—Then what is the use of setting them such a paper; the thing is simply ridiculous.

22,595. My point is that the two cases are not comparable?—As regards the question of status I am reminded of this point, which is worth taking into consideration: When these War Office chemists have to travel they are allowed 10s. a night for hotel accommodation, and they are allowed nominally second class fare, which means third class. So when they have to go away, and that is pretty frequently, they are always out of pocket. That is the kind of consideration shown them.

22,596. (Chairman.) I understand the points made by yourself and Sir William Tilden are these: Firstly, there is the personal point regarding the men already in these War Office appointments. There the gravamen of the charge is that when they entered the Service they did so on the understanding that they had the prospect of promotion up to 650*l.* a year; but this reorganisation has restricted their prospects of promotion to the class in which they happened to be at the time?—Yes.

22,597. The second point is, you consider that this scale of pay is inadequate to secure the men that are required?—Yes.

22,598. Then you went on to point out how the interests of the public service suffer by recruiting inefficient people who are not properly educated in chemistry, and that that would be the result of a scale of pay such as this?—Yes.

22,599. You next say that although chemists, properly educated as chemists, should be entitled to the same advantages, the same scales of pay, and the same style and dignity which the highest class of Civil servants enjoy, still if their position in society, and so on, could by any means be safeguarded, as it is said to be in Germany, a smaller rate of pay might possibly be appropriate?—Yes.

22,600. Finally, you pointed out the disadvantages under which these chemists labour in the small rate of allowances which are given to them when they travel?—Yes.

22,601. And that reacts also upon their dignity in a prejudicial manner?—Yes.

22,602. That is briefly what you say?—Yes. I should like you to understand precisely the object we have in coming here. It may be thought patriotic. We can easily provide for chemists in paying posts; but we do not like to be obliged to warn chemists away from Government posts.

22,603. (Sir Donald MacAlister.) In Sir Frederic Abel's time the whole of the chemical department of the War Office was under one organisation. The research work was not separated from the analytical work?—(Sir William Tilden.) No, the research department is another part of the establishment altogether.

22,604. The research part of the work was done in the same department as the analytical part in Sir Frederic Abel's time?—Yes.

22,605. Is the research department under a head now?—The head is Dr. Robertson, who is a chemist. (Mr. Pilcher.) But there is a military head over the research department. There are two departments under the research department, a chemical and a mechanical department. (Sir William Tilden.) I am afraid I cannot say of my own knowledge; all I know is that the research department is now separate from the Government laboratory at the arsenal.

22,606. Is there some official equivalent to the old war department chemist at 650*l.* a year in connection with the research department?—I do not know what his salary is. (Sir William Ramsay.) It is on page 68 of the book of "Official Chemical Appointments," where the whole of these facts are to be found with the names of the officials. The superintendent of research is under a military head, Mr. J. A. Duncan, Lieutenant in the Royal Navy. Of the chemical research branch the superintendent chemist is Dr. Robert Robertson.

22,607. What salary does he get?—I think he gets about 800*l.*\*

22,608. It is a pretty high salary?—Yes, it is pretty high.

22,609. Now that there are two departments, the head of all has a salary higher than that of the old War Department Chemist: are you not really speaking of the war department laboratory for analytical purposes as if it were the whole of the chemical department of the War Office?—But the work done in each is of about equal importance.

22,610. But to give a complete account of the provision made by the war department for chemistry you ought to include the research department?—Yes, naturally.

22,611. Therefore, there are posts in connection with the chemical department of the War Office which are just as good as those in that department in its undivided state?—The head man is well paid, but the others I believe are not.

22,612. But we have no information about that?—I am only told so. The head chemist of the research department, Dr. Robertson, is fairly well paid, but the others have very small pay. Here is an advertisement for an assistant at Woolwich which crops up in to-day's *Chemical News*: "Vacancy for assistant chemist with some experience in research; must be a university graduate, salary 110*l.* per annum. Apply with copies of testimonials." That is the sort of thing that is done. They will get a man worth 110*l.* a year, that is to say, a labourer.

22,613. I am trying to get all the facts before the Commission. I suppose you have a number of demonstrators in your department who have taken high honours and are highly qualified men?—Yes.

22,614. What salaries do those demonstrators get?—From 200*l.* to 250*l.*

22,615. Is that a usual rate throughout the country?—I think so, now. (Sir William Tilden.) I am afraid not, but these are young men. (Sir William Ramsay.) It is rather difficult to know what is a just salary for assistants. Supposing you pay them too large a salary they do not leave you; supposing you pay them too small a salary they cannot live.

22,616. And these matters are present to the minds of all university and college authorities throughout the country, and they balance them by giving a salary of about 100*l.* to 150*l.* and sometimes, but rarely, it is 200*l.*?—I know that is the case at Glasgow where I for many years got a salary of 100*l.* a year; but then I left as soon as I could.

22,617. To better yourself?—Naturally; but here there is no prospect of bettering oneself or of leaving.

22,618. How do you compare the chemists, Class III., with the demonstrator class?—Chemists, Class III., are older men.

22,619. They are men who have been demonstrators, I should think?—No, they are promising senior students who are put in.

22,620. Not all of your demonstrators have become professors?—I do not think any demonstrator would take such a post; for instance, Mr. Elsdon was simply a promising senior student when he went there. If he had been a demonstrator he would not have gone. A man's prospects are much better as a demonstrator than as an assistant chemist in the Arsenal.

22,621. You are speaking of University College?—And of any university; the chances of promotion are greater.

22,622. Am I to understand you to say that the chemist, Class III., is not so well qualified as the ordinary demonstrator?—No; he is a man one would not make a demonstrator; one picks a man for the post of demonstrator.

22,623. A demonstrator gets about 200*l.* a year, and the chemist, Class III., can rise to 250*l.*?—He can rise to it, but that is the limit. The demonstrator may rise to a chair, and hopes to do so.

22,624. It takes a long time in Class III. to rise to Class II., and from Class II. to Class I.?—But that chance of rising is rather cut out now.

\* This answer is corrected in 22,659.—W. A. T.

10 January 1913.] Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

22,625. But those who enter are very much of the same grade as the demonstrators. The demonstrators are paid much the same rate. A certain number of demonstrators in the course of years may succeed to higher posts, but only a few of them become professors. Do the general body of demonstrators rise to anything like 450*l.* per annum?—They generally leave; they either rise or leave; it has been my experience that they leave for commercial work in which they are extremely well paid, or they go to be heads of big technical schools, or something of that sort. I have not a single demonstrator who has left me who has not obtained something very much better.

22,626. But the commencing salary of the chemist, Class III. (who you say is not quite so good as a demonstrator) is therefore not unreasonable?—No, it is not unreasonable if there is a chance of leaving; but they are side-tracked. There is hardly any chance of leaving. It is true I got one of those men a post the other day in South Africa where he is getting 800*l.* a year, and he is very glad to get out of Government employment; but such posts do not usually come their way.

22,627. Why?—Because they do not come into contact with other chemists to any extent. They live by themselves down at Woolwich. Their work cannot be published and they cannot become known. A demonstrator makes a name for himself by published work; but these Government men are pledged to treat their work as confidential and nobody knows what they are doing.

22,628. You say these chemists, by the nature of their work are pledged, as it were, to forego the advantages of publication?—True.

22,629. And some compensation ought to be made to them for that. Is that your view?—That is my view. They get no credit from their senior for the work they do. The head of the department, the military man, no doubt receives a report which is handed over to him by the senior of those men, the Class I. chemist, and signs it; I do not know whether he makes any inquiry as to who actually does that work, but he is not obliged to.

22,630. Is not that so in all government departments?—It may be so; but it hardly appears to me to be the best way of selecting a man. For all I know the military head may keep his eye on the junior men with a view to advancing them, but I do not know.

22,631. Are not there some compensations in that system to a professional man? To be fair all round, if anything goes wrong in the department it is the man who signs the report who gets blamed, and not the subordinate officers?—But, as I said before, it is the man who signs the report who should have the responsibility.

22,632. But he has the responsibility, has he not?—Yes, without the knowledge. Supposing his report is wrong, and his signature is put to a misstatement of facts, he gets the blame, and he passes it down to his subordinate obviously, because he has nothing to do with the actual facts of the report; he simply takes them from his subordinate.

22,633. But he has to bear the consequences of the mistake?—But no doubt the subordinate bears them far more drastically.

22,634. You do not think the subordinate is protected?—I do not think the subordinate is protected.

22,635. The general impression we have gathered is that he is protected by the responsibility assumed by the head?—I do not think he is; the blame comes down to the member of the practical staff, you may be sure, and he is not promoted when he might be.

22,636. I do not quite catch the distinction which is sought to be drawn on page 6 of your statement\* between research work and routine work. You sought to make out, I think, that the research was the easier work of the two, but I suppose the assumption from that is that it should be the less paid of the two. Do you seriously maintain that as a general proposition?—There is a certain amount of routine work, I understand, in the shape of determining the composition of samples, such as oils, paints, iron and other things. That is very cut and dried, and certain men get trained to do that

without supervision after a short time. But that is only a small part of the work. From what has been told us the kind of thing that comes in very frequently is the testing of an explosive which has behaved badly, or the ascertaining the cause of accidents, or the investigation of a large supply of cloth which mildews, and which they want to recover money for, and that sort of thing, which really involves difficult research.

22,637. But do you mean that research work on new inquiries is less important?—It is quite as difficult, if not more so.

22,638. Do you mean that it is less important and requires less investigation than original work?—I should say it requires quite as much qualification as actual research. For instance, to experiment on new explosives, which is done in the research department, involves no higher efforts of brain than to find out what is wrong with old explosives. (*Sir William Tilden.*) In one case you are following out ideas of your own and testing them, and in the other case you have a sort of conundrum before you for which you have to find an answer.

22,639. I know of a public laboratory with which I am familiar, where we have to examine and analyse samples of atmospheric air. We consider that somewhat routine work, and work which could be done by a demonstrator?—(*Sir William Ramsay.*) Perfectly.

22,640. But the discovery of a new element in atmospheric air, I fancy, requires somewhat higher qualifications?—I should quite agree.

22,641. And ought to be better paid?—Yes. Supposing it is a question of sizing cloth, anybody who can size cloth once can probably go on sizing it. But supposing the cloth mildews, it involves a microscopic and bacteriological search to find out the fungi of the mildew, and that may require a lot of knowledge.

22,642. Quite so, but the same thing may have happened last week or last month?—I take that as one case, but such cases are continually arising.

22,643. You would not lay it down as a general rule that the research department is the easier to man?—No, but I want to point out that this work is very largely research work. I think it would be an advisable thing to appoint someone, or some small committee of chemists, to inquire into the kind of work done in this laboratory we are discussing, and in the Government laboratories. The work is of precisely the same kind, but the pay in the Government laboratory is very considerably higher than in the Woolwich military laboratory. (*Sir William Tilden.*) The only difference is that in the war department laboratories, they do not analyse food and drugs. (*Sir William Ramsay.*) They used to, but owing to the increase of work that has been given over to the other department.

22,644. I understand there has been a good deal of distribution of the work in the War Office laboratory, compared with what there was in Sir Frederic Abel's time, or at a comparatively recent date. Work which was formerly all concentrated in the War Office laboratory has now been distributed to other laboratories, and what they retain is the residual?—As I understand, the only thing sent away is the food and drugs analyses, and that has gone to the Government laboratory. Any research carried out on new explosives has been given to the research laboratory.

22,645. So what remains at the War Office laboratory is not what was originally within its scope?—It really is the same with the exception of the analysis of food and drugs.

22,646. But that is a large part of the work?—No, a very small part. It merely meant the food and medical supplies for the army, and that is very routine work. (*Sir William Tilden.*) Some of the work is owing to the development of chemical explosives. Since Sir Frederic Abel's time we have got to deal not only with gun-cotton, but a great variety of other things.

22,647. With regard to all professional service, as I understand, within the last 10 or 15 years the rate of remuneration outside the Government service has been rising rapidly?—Yes.

22,648. Not only with regard to technical chemistry, but with regard to public health chemistry, and so on?—Quite so.

\* *Vide* Appendix L.

10 January 1913.]

Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

[Continued.]

22,649. And that is perhaps a better argument for raising the status of these Government chemists than minute consideration of the nature of the work which they do; similar work outside is better paid?—(Sir William Ramsay.) That is quite true; one might say almost incomparably better paid. I am thinking of some of my acquaintances who are making from 4,000*l.* to 8,000*l.* a year, and who are doing very much the same kind of work.

22,650. No Government service can compete with that scale of pay?—Yes, it can compete by giving fixity of tenure, no risk, a fairly good social position, and a pension.

22,651. Have you kept the pension in mind?—Yes, but that is simply deferred pay, really.

22,652. And it accounts for a somewhat lower rate of pay?—I agree.

22,653. (Miss Haldane.) I wanted to know how many individuals are in question as regards this particular department doing what is called routine work in Classes I., II., and III.?—In this book of "Official Chemical Appointments" there is a list of all those appointments, and on page 67 is the chemical staff of Woolwich Arsenal. There are six senior chemists besides the temporary assistants. The Commission might be interested to know that as regards the present temporary assistants, who are paid about 100*l.* a year (actually 2*l.* 0*s.* 6*d.* a week), of the three mentioned here one has left, one is a man of means and goes down to amuse himself more or less as a temporary assistant, and the third is, as it were, marking time until he gets another appointment, doing something rather than nothing while he is waiting.

22,654. Then the whole question concerns six chemists?—Yes.

22,655. How many people were appointed to the new research department?—That is on page 68. You will see there are two chiefs, and a great many assistants who are paid 110*l.* a year and are simply waiting to leave.

22,656. How many men do you make it altogether?—Nine men besides the two chiefs.

22,657. In the Estimates on page 69 it is stated that in the research department there are 155 men employed, 22 of whom are highly-paid officials. Have you the salaries?—No, we have not got the salaries stated.

22,658. The superintendent receives 850*l.*; proof and experimental officer, 650*l.*; five assistant proof and experimental officers, 2,600*l.*?—Those are military men.

22,659. Then there is a superintending chemist at 550*l.*?—Yes.

22,660. And 14 chemists and one chemical engineer, 2,802*l.*?—Which means about 150*l.* apiece.

22,661. Fourteen chemists, 100*l.* to 400*l.*, including extra pay?—Yes.

22,662. This research department, you agree, is rather a large department?—The research department is not a large one; it contains two chief chemists and, I think, nine juniors, besides the military chiefs whom we cannot count.

22,663. Is "mechanical" also research work?—There are three chemists, and one superintendent in mechanical research, but there are nine assistant chemists to the research department, three assistant metallurgical chemists and a chemical engineer, which altogether accounts for 14.

22,664. In what you may call the routine department there are only six men altogether?—That is so, and three temporary assistants.

22,665. So that the question is not a very large one?—It is not a large one at all.

22,666. (Mr. Shipley.) You were comparing the salaries of the demonstrators with the salaries of those chemists. I do not know how it is in London University, but in Cambridge and Oxford I think the demonstrator generally about doubles his salary by coaching in the evenings?—Yes.

22,667. So although he officially appears in the list as being a demonstrator at 200*l.* a year, he is generally making some 400*l.*?—I know that is so in Oxford and Cambridge, but it is hardly the case in London,

which is too scattered. They do get extra teaching and increase their salaries in that way to some extent, and partly also by examining, and partly by doing abstracts for journals.

22,668. All those sources of revenue are cut off from the people we are talking about?—I think the chief disadvantage is that there is no means of publicity. An ordinary chemist in a university can advertise himself by publication—putting it in that way. These people have no chance of advertising themselves, or of getting themselves known in any way, and therefore their chance of outside employment is very small.

22,669. Are they pensionable?—Chemists, Class III. are not pensionable; Classes I. and II. are pensionable.

22,670. Some of the War Office chemical work has been handed over, I think, to the Government chemical laboratory?—Only food and drug analyses.

22,671. Could not all of it be handed over?—Of course it might be done by making a special branch in the Government laboratory for such work, but it opens a very wide question whether it is advisable to centralise. I do not think in that particular case it is. It would be totally different work from the other work the Government laboratory is doing.

22,672. Still it would very likely save a laboratory?—Yes, and it would throw a good deal more responsibility on the head of the Government laboratory. (Sir William Tilden): I am afraid it would be hardly feasible. At Woolwich, steel castings and all that kind of thing have to be tested on the spot. If you moved in that direction you would have to do away with the dockyard laboratories. There is one at Portsmouth and another at Plymouth.

22,673. Both you gentlemen have had considerable experience of Government departments. I will ask you a question which is very wide but which I am always trying to get at, that is, whether, in your opinion, the offices which you have had mostly to deal with are really efficiently conducted for the purpose of carrying on the public work—whether you could express any opinion on that?—(Sir William Ramsay.) It is all confidential work, and the point does not come before us in any form. The only chance of it coming before one is in law cases which occasionally arise; for example, when disputing the nature of a certain powder or things of that kind delivered by outside firms to the Government, and then one does not have much opportunity of knowing how the work is done, except in so far as one sees that the work is apparently well done by the Government chemists. That is all one can say.

22,674. (Mr. Matheson.) Do all the chemists in Class I. and Class II. pass through Class III.?—That I cannot tell you. All who are now on the list have passed through, but I do not know that they necessarily do so.

22,675. I suppose, really, your contention is part of a general contention that on the whole the tendency is to pay those holding scientific and learned posts connected with the Civil Service lower than those holding administrative posts?—That is the main contention.

22,676. (Sir Henry Primrose.) Taking the scale of pay given in the Government chemist's department, are you satisfied with it?—We have not had any complaint on that score. As a matter of fact the junior members of the staff leave pretty readily.

22,677. That, of course, is the central representative department of chemical employment under Government?—Yes. There is no doubt Dr. Robertson is a very pleasant man to work under, and they usually look at it from that point of view.

22,678. It is the Clement's Inn Laboratory that I mean?—That is under Dr. Dobbie. It has been entirely reorganised lately, but I do not know in what direction. It used to be very bad indeed, from the point of view of the junior chemical staff, and there were many complaints, but I think Dr. Dobbie has succeeded in getting it reorganised, though I have no definite information as to what has been done.

22,679. Are the Institute of Chemistry satisfied with the scale of pay there?—We have had no complaints.



10 January 1913.] Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

22,680. Reading this paper you have put in, one would understand that the Institute of Chemistry regarded this particular place at Woolwich, to which a large portion of the paper is directed, as typical of the Government treatment of chemists as a whole. But it is not so, is it?—It can hardly be said to be typical; it is rather an aggravated case.

22,681. It is a single case relating to six men who are in a department which has been subject to very great changes?—Yes.

22,682. A great deal of work has been taken away from it and given to another department?—You must not say a great deal, but a very small fraction.

22,683. We have not to consider what has happened in one little department to six men, but what is the relation of the Government to chemists when they employ chemists?—Yes.

22,684. From that point of view surely we ought to begin with the Government Laboratory, and, if that is quite satisfactory, then we might go on to the others. There are not a great many very important departments, outside that one, where there are chemists?—There is the Government department at the Royal Gunpowder Factory at Waltham Abbey.

22,685. Is not that satisfactory?—I think so, but the difference there is that it is a manufacturing place where they make gunpowder, and I daresay it is within your knowledge that the people who are there leave as soon as they can obtain more remunerative employment. For instance, Sir Frederick Nathan has lately gone to Nobel's factory, and two other men I know have also gone there because they have got much better pay and much more chance of promotion. One reason for a man in going to Waltham Abbey is that he has a good chance of getting out of it.

22,686. That is not a bad thing, is it?—It is not a bad thing at all.

22,687. I do not think the evidence in this paper of yours, or that you have given us, quite justifies such a sweeping denunciation of the attitude of the Government towards the science of chemistry as your evidence conveys?—We have agreed, I think, that it is rather satisfactory that the Royal Gunpowder Factory leads to outlets in commercial life where young men can go. Is that satisfactory from a Government point of view? Do you want young people to go there to learn their job and then to go away? Surely that is not satisfactory. In the particular case we have been considering—the Royal Arsenal Laboratory at Woolwich—the men cannot get away, and that is why they are disappointed.

22,688. I quite agree that all those are matters which ought to be taken into consideration by the particular department, the War Office, and so on. But as regards this Commission, taking the central department, the Government chemist's department, which costs over 20,000*l.* a year, I understand you are quite satisfied with the rates of pay there?—I do not think we are.

22,689. We have not heard anything to the contrary?—We can only judge by the actual figures which are brought forward. There is no doubt that the head administrator, Dr. Dobbie, gets very fair pay. I am not sure if the second in command gets 800*l.* or 900*l.* a year.

22,690. The second man gets from 700*l.* to 800*l.* a year; there are four superintending analysts at from 600*l.* to 650*l.*; nine analysts of the first class who are getting 400*l.* to 550*l.*, and 13 analysts of the second class who get 160*l.*, rising by increments of 15*l.* to 350*l.* per annum. Those are fair salaries; it is impossible to say whether they are quite enough, but they are good salaries?—They are good salaries.

22,691. They are not starvation salaries?—They are not starvation salaries at all, and no doubt there is a system of promotion there with which the men are contented. We do not have any complaints.

22,692. Take the inspectors' department at Woolwich. You know a great deal more about it than we do, but without knowing exactly what the work is, it is impossible for anybody to say what ought to be paid. There is a great deal of work, as I happen to know,

having been through the two revenue departments, which is quasi chemical, and which does not require a highly trained chemist to do it?—For that reason I suggest it would be a desirable thing to get someone to compare the cases we are discussing of the Royal Arsenal at Woolwich and the Government laboratory to see whether the work done is of the same quality; so far as we can judge, it is.

22,693. We have very large numbers of men employed day after day, not merely at the Government laboratory but elsewhere, in determining the alcoholic strength of liquids, the moisture of tobacco, and so on. It is a process that requires a man to have a little knowledge of chemistry, but not much?—Those are mere workmen.

22,694. There may be a great deal of that work at Woolwich, and probably is; but that clearly would require to be investigated by people who really understood what the attainments were which were necessary in a man who did the work well?—That is quite true, and for that reason we would urge that some sort of investigation should be made of the relative work in the Government laboratory and in this particular department.

22,695. (Mr. Boutwood.) Some of the men in the Government laboratory have had considerable service?—Yes, very long service.

22,696. When was the last appointment made at the Royal Arsenal of these men we have been talking about?—Some of them were appointed a very long time ago. (Sir William Tilden.) One was appointed temporary assistant in 1901 and junior research assistant at the Imperial Institute in 1903.

22,697. I was not speaking of the temporary men, but of these assistant chemists?—As chemist, Class III., Mr. Garland was appointed in 1906.

22,698. Then 1906 was the last appointment made. If the appointments there are not very frequent (and I suppose they are not), it occurred to me that the War Office might not have had any accurate experience as to whether the scale of salary would have the disastrous results that Sir William Ramsay indicated?—(Sir William Ramsay.) It is merely a matter of time. For example, there are two senior men who will resign or die. Mr. Trigger told me that in five or six years he would probably be able to apply for a pension, and when he goes, it will be extremely difficult to get any one to take the junior post and start again. Mr. Pilcher, Secretary of our Institute, has a very large *clientèle* of young men who are ready to take appointments, and no doubt he would advise them not to take a Government appointment, and would say: "There is no chance for you."

22,699. Sir Donald MacAlister called attention to the higher salaries paid, as shown on page 68; but your assistant chemists, on page 67, have no opportunity of promotion to the more highly paid posts in the other offices?—I have never heard of a transfer being made, and I do not think it occurs.

22,700. In this book of "Official Chemical Appointments" there seem to be scattered through the Service, outside the big laboratories, a number of what might be called small chemical departments. Would it be possible, do you think, to centralise them all and have a properly organised chemical department at which all the Government work scattered about in that way could be done?—Sir William Tilden suggests that so long as they do not amalgamate the laboratories, it is a mere question of administration. But supposing you put them all under the Government laboratory in London, would not it be exceedingly difficult for the head man there to know what is going on at Woolwich or at Portsmouth?

22,701. I was excluding those from my mind; but in connection with other offices there seem to be chemical appointments of different sorts, and I wondered how far it would enable your views to be met if those were centralised under a somewhat elaborately organised office. It was merely a thought that occurred to me in looking at this list?—It is really a question of administration on which we cannot very well advance an opinion. If you take the Admiralty, there is a

10 January 1913.]

Sir WILLIAM AUGUSTUS TILDEN, D.S.C., LL.D., F.R.S., and [Continued.  
Sir WILLIAM RAMSAY, K.C.B., D.S.C., LL.D., F.R.S. (Mr. RICHARD B. PILCHER was in attendance.)

chemist employed in the Director of Works' Department at Chatham, under the direction of Mr. John Watson, assisted by Mr. Andrews. They probably want him at Chatham, and if he were placed elsewhere it might be exceedingly inconvenient, but I really do not know.

22,702. (*Mr. Graham Wallas.*) The Council of the Institute offers as its first suggestion, Point (a): "That chemical departments should be controlled by chemists" ?—Yes.

22,703. And it says later on that the "Professional technical services should be systematised." Would you apply that principle generally to the expert servants in the Government service or to chemistry only?—Generally in the Government service. It appears to me as an absurdity to appoint an engineer who does the work, and is really responsible for what he does, and then have the actual name signed to his report that of a clerk, practically a senior clerk.

22,704. You would apply it to engineers ?—To anything where science comes in.

22,705. Would you apply it to a man who was a chartered accountant ?—I should think so too. It appears to me to be a very general principle.

22,706. Or to a man who is a member of the Institute of Actuaries ?—I should think, if a man of that sort did the work, it is he who ought to have the responsibility.

22,707. (*Chairman.*) Would you extend it to accountants; would not accountancy be merely ancillary or subordinate to the administrative work of the office ?—It depends very largely on what the accountant does. I know of a case lately in which an accountant who was winding up "Allsopps" had to become a director and learn a good deal about brewing in order to get the accounts straight. Things differ. There are accounts which anybody can understand, and there are other intricate accounts, such as in the case I have mentioned, which want an experienced and well-trained man; this particular individual had to be made a director of the company in order to be able to make his report.

22,708. (*Mr. Graham Wallas.*) There are two ways in which the Government service can be organised; either by administrative steps, in which specialised skill is ancillary to the administrative steps, or by a parallel system of professional appointments ?—Yes.

22,709. The Government service could be organised as consisting of physicists, accountants, lawyers, engineers, each with its professional hierarchy, and each responsible only to its professional chief ?—That appears to me to be satisfactory.

22,710. That appears to you to be the ideal of Government service ?—I think so.

22,711. (*Chairman.*) Would there be no means at all for co-ordination in that case? Take any office that we know. Take the Home Office; it has a branch dealing with accounts and a branch dealing with law, and it also has a branch dealing with medicine. Each of those branches contributes towards the general result, which is the Home Office administration. Unless you had, at the head of the whole business, some co-ordinating and administrative mind, would not there be a difficulty ?—You must have that, obviously; but in Germany and America where businesses of this sort are successfully conducted, we know because they earn large dividends, the directorate is composed mostly of skilled men of the class you are speaking of—men skilled in some particular line. I happen to know rather intimately a very large American chemical works in which out of 10 directors more than eight are actually chemists or engineers, and it is an enormously successful concern.

22,712. (*Mr. Graham Wallas.*) As a director the chemist gives orders to the engineer or the engineers to the chemist ?—The whole body gives orders.

22,713. Your ideal of Government service is a system of skilled professional hierarchies meeting only at the top ?—Yes, I think that would be very successful.

22,714. Are you familiar with the very interesting French literature on syndicalism ?—No.

22,715. You know that the suggestion you make is practically the syndicalist proposal for the organisation of the Government service ?—I do not know that.

## FIFTY-SIXTH DAY.

Thursday, 16th January 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman.*)

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary.*)

Dr. J. R. TANNER, called and examined.

22,716. (*Chairman.*) You are lecturer in history at the University of Cambridge ?—I am not a university lecturer, but a college lecturer.

22,717. You have been deputed to represent here the University of Cambridge, and to answer the Commission such questions as we may put to you ?—Yes.

22,718. You received the letter\* of the Commission in which they call the University's attention to the four points upon which they particularly desire to have the views of the University.† The first point is the relation between the highest education given at the Universities and the efficient discharge of their functions by members of the Civil Service. One of the reasons why the Commission ask the opinion of the Universities on that point is that it has been suggested to us that a

single examination for the Civil Service, of the type of the second division examination, would suffice to produce men of the intelligence which the Civil Service requires from the highest grade to the lowest. Is that your opinion ?—Would that be an examination coming at an earlier age than the present one ?

22,719. An examination coming at the age of from 17 to 20 under the existing rule, and an examination in such subjects as a boy could acquire a competent knowledge of in the secondary schools of the country. The list of subjects is to be found on page 5 of the Green Book, which has been put before you ?—Yes, I have it here. I think myself it would be a very unfortunate change. A good many men ripen rather late, and if you selected men at an early age, many men who at that stage are not promising, but who afterwards develop, would be excluded. I should think also that

\* *Vide* Appendix XXXII.

† *Vide* Appendix LI.

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

an arrangement of that kind would set up a tendency for candidates to break up their school work and to go to professional coaches to be specially prepared for examination, and that would be quite disastrous from the point of view of the schoolmaster and the educationist; and even if they were not diverted into the hands of the professional coaches there would be great pressure at the schools to establish Civil Service departments of a rather utilitarian character in which boys, instead of being prepared on strictly educational lines, would be given a different outlook, and a much inferior outlook, on their own education.

22,720. And the earlier years in the clerical ranks of the Civil Service might probably not conduce to any expanding of their minds. Would you be inclined to subscribe to the proposition that such a scheme of recruitment for the Civil Service would furnish it with an ill-educated service?—I know so little of the effect of the Civil Service on the mind that my opinion on that point would be rather second-hand. On the other hand I have the profoundest faith in the value of university education in its bearing on the mind, and I should go very far indeed in expressing a positive opinion that university education would be of the very highest value.

22,721. Not only as cultivating the powers of the intellect, but would not it also have a great value in forming character?—I think, under the conditions that prevail at the residential universities and in a lesser degree at the non-residential universities, that is absolutely true.

22,722. Then you are of opinion that boys taken from the secondary schools would miss all that formative process on the character which they would enjoy at the Universities. They naturally would miss it, would they not?—I cannot see how the conditions of the work in a public office could supply it.

22,723. Would you say still less the work in the elementary and secondary schools?—You carry on the process of the formation of character later at the University, and I think that is very valuable.

22,724. Could you tell us very briefly how the process of forming character is effected and carried out at the universities?—I think that the statement in answer to the first question which has been put in by the council of the senate expresses that very well. There is an immense value in the combination of freedom with discipline which prevails in a residential university, and of course the social life of the undergraduate, the frequent intercourse, for all kinds of purposes, of different kinds of men, has a most valuable effect in bringing out the latent powers and possibilities of individual men. The kind of responsibility which is thrown on men for managing their own games and their own societies—as, for instance, the experience gained in the union society, which is almost entirely managed by undergraduates, or in connection with important athletic clubs—is of great value in enabling a man to acquire the power of managing other men, and leading them. That sort of knowledge of character and tact in handling men is of great value in any sphere of work in after life.

22,725. It has been objected to the system of open competition that, although it may enable you to pick and choose between candidates as regards the knowledge they have acquired, it does not enable you to pick and choose between them in regard to their capacity of doing things, and in regard to their power of initiative, and so on. Are you of opinion that success in competitive examinations does give some reason for thinking that a successful man will possess those qualities of initiative and self-reliance which are desirable in the public service?—I think that it is a useful test as far as it goes, because success in a Civil Service competition means great tenacity and power of concentration, and power of subordinating a man's immediate pleasures to more important ultimate aims; but I do not feel that it is quite an ideal test. I should have preferred an arrangement which gave an opportunity of a personal inspection of candidates, if that were at all possible. It would also be a great gain if the university record of a candidate could be brought into account together with expressions of opinion on the part of college tutors or

those who had some intimate acquaintance with him. But I see that there are immense difficulties in the way of applying that system. I think that an experienced committee of selection could always get behind a man's manner, especially if they were, as they would be, guided by some sort of knowledge of the interpretation of physiognomy. I do not share the feeling which has been expressed in some quarters that it is not possible to apply that kind of test with any fairness. The sort of difficulty that strikes me most is, in the first place, that such a system would be much easier to apply, and could be applied with greater exactness, in the case of residential universities than in the case of non-residential universities, and I also feel rather strongly a doubt whether a system of that kind would really command public confidence in the way that an open competitive examination does. There would always be the suggestion—it would no doubt be quite unreasonable, but it would be entertained—that somehow or other people were penalised because they had not got quite the demeanour which appealed to a selection committee, and so on; and it is rather difficult to see how that could be got over. I should have the greatest confidence in that method of selection myself, but I doubt whether people in general would.

22,726. Are you familiar with the method of selecting men for the Soudan Civil Service?—Only by hearsay, but that does, I think, involve the personal interview.

22,727. Yes, something in the way you describe. I believe the selection is left with the University, and the University take their own means of getting the best men. That, you think, would be a means of supplying the defect which is inherent in an open competition?—It means that the method of selection would cover a great deal more ground, and bring other considerations into account.

22,728. But the method of selection would not dispense with the necessity of open competition?—No.

22,729. Would you have that personal interview and personal appreciation of character before or after the open competition. In other words, if there were, say, 10 vacancies, would you give notice to applicants, and, if 30 or 40 applicants appear, would you see them beforehand, and then nominate a certain number of them to compete, or would you allow all to compete and then interview them afterwards, and bring to bear the criteria which you have explained?—Either method would have the effect of bringing the personal interview as a test into very great prominence, and that is, in a manner, a disadvantage, I think. If a man were excluded from the competition itself on the ground that he had not satisfied the interviewers, there might be a sense of grievance, and rather more so, if, having been successful in the examination, he were excluded, unless great care were taken not to issue any independent result of the examination, but to make the result of the examination depend on both the interview and the paper work.

22,730. So that you would prefer not to have a limited competition, that is, competition among selected candidates, but would prefer that the competition should be open, and that the selection should follow the competition?—I think that would present fewer difficulties, but I have not considered the point with any great care.

22,731. Have you considered the question of the facility with which poor students from elementary schools and secondary schools can reach the University?—The statement put in by the university, together with an appendix, described as Appendix A, supplies a certain amount of information with regard to that kind of poor student who, being under 19 years of age, is a candidate for an entrance scholarship. That does not cover the whole ground, but it covers a great part of it.

22,732. Are the scholarships given by the University open scholarships? Are they given as the result of examination?—By the colleges. The university in its corporate capacity with one or two exceptions gives no scholarships at entrance.

22,733. The colleges give the scholarships?—Yes.

22,734. Are the scholarships given as the result of open competition, or are they given to students coming from particular schools?—The scholarships dealt with



16 January 1913.]

Dr. J. B. TANNER.

[Continued.]

in our statement are entirely under conditions of open competition with the exception of certain 40l. exhibitions offered by King's College, to which a pecuniary qualification is attached. But with that exception it would be true to say that all these entrance scholarships are offered in open competition.\*

22,735. (*Mr. Shipley.*) Are not there some closed Eton scholarships of 80l. at King's College?—That is so, I had forgotten those.

22,736. (*Chairman.*) With some exceptions, such as the Eton scholarships at King's College, the general rule is that the scholarships given by the Cambridge colleges are given as the result of open competition?—It is certainly broadly true to say that. There are a certain number of exhibitions, limited to particular schools, which are not, generally speaking, offered at the same examination as the entrance scholarships, but there again I am afraid I must make an exception. I believe that the school exhibitions tenable at Emmanuel are given at that examination.

22,737. Would it be competent for a boy from any secondary school to compete for one of these open scholarships at Cambridge?—I think so, certainly.

22,738. What would be the procedure? Would he have to submit papers showing his previous school career, or certificates of conduct or anything of that description?—Yes, he would have to apply to the tutor of the college to which he gave his first preference in the event of being elected, and would be required to furnish to the tutor a certificate of character, and it would be very frequent practice for there to be correspondence between the tutor and the head master of the school concerned.

22,739. Would there be any objection raised for social reasons? Would the social position of the parents in any way interfere with the boy's eligibility?—That would not be taken into account in any way.

22,740. If a boy from, say, a secondary school, got one of those scholarships, might he also bring with him a scholarship from the secondary school?—Yes. It will be noticed that in Appendix A, "Return of entrance scholarships and exhibitions," not only the college emolument is returned, but also the value of supplementary grants made by the college, the value of school scholarships or exhibitions held by the student, the value of county council scholarships, and grants from other public funds. A very large number of successful candidates also hold school scholarships or county council scholarships.

22,741. In the college life do you notice any distinction drawn between young men who come into the University in that way and men who are the sons of rich people and of higher social position?—I think the university is extraordinarily free from anything in the nature of class feeling. Young men take each other very much on their merits, and if a man justifies himself by any kind of success, he finds very ready recognition. At the same time I do not want to put it too high. I think that in exactly the same way as there is a more complete freemasonry prevailing between members of the same school and a similar freemasonry between members of the same kind of school in relation to each other, it is a little more difficult for anybody coming from one of the poorer schools to establish exactly that relationship. But there is nothing in the nature of hostility or even drawbacks that cannot be got over; in fact it is not more than the kind of drawback which might prove a positive stimulus to a man of character.

22,742. Do those scholarships from local sources show, so far as you can judge, a tendency to increase. Do the young men who come to the University with scholarships from outside—from local bodies, county councils, and so on—tend to increase in number? Do they come to Cambridge in greater numbers?—I am afraid I can only offer an impression. I have no statistics bearing on that.

\* NOTE BY WITNESS.—Trinity College, by a recent change of statute awards "at least three" of its Entrance Scholarships "with special reference to the pecuniary circumstances as well as to the other qualifications of the candidates receiving them."

22,743. Will you give us your impression?—My impression would be that of late years they had considerably increased, and were increasing.

22,744. In regard to the general mental equipment of the students who enter the Civil Service by the open competition, do you consider that the curriculum in Cambridge is perfectly satisfactory?—Do you mean whether the examination itself is satisfactory from a Cambridge point of view?

22,745. We have been told that the older universities produce men of the same type, that Oxford and Cambridge give to the Civil Service men of the same type, while fewer men get into the Civil Service by what has been called the more modern studies, such as economics; and it has been suggested that that is due to the system of marking which has been adopted and has been in force for some time. It is said that not sufficient marks are given to such subjects as natural science, political economy, and political science. Have you looked at the subjects of examination from that point of view?—Under our system where triposes are divided into parts, it is a very common thing for a candidate for the Civil Service to take two parts of different triposes, and therefore to rely not only on, say, classics or mathematics, but on some kind of combination of those subjects or other subjects, and therefore as far as they are affected by the education, I do not think it would be true to say that the men are of one type. I have an analysis of the results in the competition of 1912 which bears that out to a certain extent; it shows a great variety of selection.

22,746. As regards the general power of dealing with things as they come up, in preparation for the business of life, are you of opinion that these studies I have been referring to now—political economy, natural science, and so on—are as good a mental training as the classical studies? Do you think the men who devote themselves altogether to those modern studies—to use a generic term to describe them in contradistinction to classical studies—are as capable of dealing with emergencies and situations as they arise in the general work of life as men who have been trained in the old classical studies?—It is difficult to generalise, because the individual is always escaping your generalisation. I have known quite as effective men produced by the modern subjects of study as by the older studies. My own feeling is, however, that of the different kinds of education afforded under the present scheme, the best of all is a combination of classics and history. I think that that produces, so far as I know, the very best men. But it is a question of degree, and other combinations are quite effective educationally.

22,747. Is the combination of classics and history that usually taken in Cambridge for the Civil Service?—No; I think the choice is very much wider than that. A good many men take classics and history; but in 1912, for instance, three candidates took history alone; one candidate combined natural science and economics; another combined natural science with mediæval and modern languages; another combined mathematics and history. The majority, however, began with classics or began with mathematics; but 3 of the 11 men who took Part I of the classical tripos took Part II of history, and out of 8 men who began with mathematics, 1 took history and 2 took natural science. So the combinations are very various.

22,748. At all events you think that the combination taken for the Civil Service is that most calculated to produce suitable and good men?—Yes, I think so.

22,749. Your scheme of studies in Cambridge, I understand, has not been influenced by the Civil Service examinations?—The arrangements of our schools have not been affected at all except in this way, that there is a subsidiary organisation—a private organisation—supported and financed by the colleges apart from the university for supplementing university teaching for Civil Service purposes. With that qualification I think it is true to say that the actual subjects taught have not been modified in any way by the Civil Service examination.

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

22,750. Then the organisation you refer to is for the purpose of directing students to take particular subjects?—To advise them in their choice of subjects.

22,751. To advise them as to the subjects which would be most paying in the examination, but that does not interfere with the general direction of education in the University?—Not at all. On the other hand I think the choice of individual men as to what subjects they should read is a good deal affected by the existence of the Civil Service examination, because they choose subjects which would be of value to them in that examination.

22,752. (*Mr. Graham Wallas.*) You know that two theories are held with regard to the kind of studies which should be pursued by candidates for administrative posts; one which is used in Germany and France, that a man should study a special type of question which would fit him for that special work; and the other the English tradition that he should be examined upon the ordinary work of higher education without reference to any special preparation for administration. Would you accept that statement?—Yes.

22,753. Then assuming that the English system, the English tradition, is right, it would rather follow from that tradition that great care should be taken by the State to follow all actual changes in the general trend of higher education and not to be left behind?—The State itself, I suppose, should influence the trend of higher education.

22,754. If the State, as examiner, says, "I am not going to ask you for special preparation for State service, but will examine you on what you have freely chosen as the best subject," then the State must be careful to follow the free choice of university students, and not to lead it?—I do not feel that I could assent to that without qualification. It is possible that the trend of higher examination in certain directions might be unfortunate from the point of view of those who were responsible for the manning of the Civil Service.

22,755. That is to say, the State must to a certain degree follow what I have taken as the first alternative—that it should in its allocation of marks in its own examinations give preference to those subjects which it considers specially useful in preparation for the State service?—I do not feel that that alternative quite follows. I can imagine the State able to recruit its service quite adequately on lines which were not entirely in accord with what you describe as the general trend of educational tendency in the country.

22,756. But if the State decided to ignore, to a certain extent, the general trend of education, it would do so because it thought that certain subjects are more suitable as preparation for its own service?—It might take the view that certain subjects were more valuable educationally without any intimate relation with the duties that the Civil servants might be called upon to discharge.

22,757. And more valuable for the education of the kind of man they want?—If you put it in that way, "for the education of the kind of man they want," I think I should agree.

22,758. Would you say that in the last 20 or 30 years a strong trend in university education has been shown by the development of the more modern humanistic studies—take history, modern languages, and modern types of philosophy as an instance?—There has unquestionably been a very great increase in Cambridge, at any rate, in the study of those modern subjects.

22,759. Do you think that the State in organising its examinations to lead to its own service should allow for that change?—Do you mean should distribute values among subjects differently to the way in which they are already distributed?

22,760. Distribute values somewhat differently from the distribution of values which would be suitable if that change had not taken place?—I think the present distribution of values is not very old, and is subsequent to the development of modern subjects, and it is quite arguable that the tendencies which you refer to have been allowed for already to a sufficient extent.

22,761. And if that tendency goes further, do you think it ought to be further allowed for?—I think that

is a question on which I am hardly qualified to express an opinion. I can imagine an overwhelming preponderance of modern subjects which might have the effect, if the distribution of marks followed it, of crowding out a most valuable type of candidate for Civil Service purposes.

22,762. I understand you to say that you could imagine a change taking place in the type of university education which you would personally deplore, and which the State would practically have to oppose by means of these examinations, in order to choose the men who followed the older rather than the newer way?—I should not be willing to assent to the position that the State ought, without reference to other considerations, simply to follow the educational trend for the time being.

22,763. But this particular trend which we are talking about does not seem to you to be deplorable—the trend which has increased the importance of subjects such as history and modern languages?—I do not think it has reached a point at which it is deplorable at present, but I can imagine the tendency being carried so far as almost to extinguish what I should myself regard as a better educational system.

22,764. You pointed out to us that the students made their own choice very largely among subjects for examination, and grouped them according to their own tastes, and also according to what they thought would pay in the examinations?—Of course that is very largely done under advice. There is a director of Civil Service studies who interviews men and gives them counsel.

22,765. You know, for instance, in the American universities that right of choice under the name of option is extended very much more widely than is the case in any English university?—Yes.

22,766. Would you say that the present distribution of the work at Cambridge between more or less watertight triposes hinders in some cases what would be rather a wise combination?—I think that could have been said some years ago, before the triposes were divided into parts. At the present time, with the division among the triposes, and the possibility of men combining parts of triposes in a great variety of combinations, I think that objection has been met.

22,767. You think there is no unnecessary difficulty in the way of a man taking such a combination as law and history?—No.

22,768. Or history and modern languages?—No. That is rather a more difficult combination, because modern languages take a very much longer part of a man's course; but it would be quite possible to combine history and modern languages in four years.

22,769. Or law and philosophy?—Law and philosophy could in the same way be combined in four years.

22,770. Do you say that a modern university ought to provide at any rate in the organisation of its studies for all combinations of studies during the university period which are reasonably wise?—Yes, those which are of high educational value.

22,771. The University of Cambridge keeps up the system of compulsory Greek?—Yes.

22,772. Do you think that that system of compulsory acquisition of sufficient Greek in all cases represents a wise allocation of time from an educational point of view?—That is a large and burning controversial question, and I think there is a good deal to be said on both sides.

22,773. The fact that it is a burning question indicates that the question is fought out on large general lines of social organisation, does it not?—Yes, I think so.

22,774. That is to say, if you know a man's politics you know fairly well how he will vote on that question?—Do you mean his academic politics?

22,775. No, his general politics?—No, I do not agree with that.

22,776. Would you say that with regard to two men out of three it is true?—No, I do not think I can assent to it in any degree.

22,777. The first page of the memorandum of the University of Cambridge represents, I believe, the considered opinion of the council of the Senate on the

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

general character and value of education given at Cambridge?—Yes.

22,778. I choose two short paragraphs as summing up the opinion of that Senate. One is "The principle of freedom of choice, the wide range of study, and the character of the teaching, both literary and scientific, which is accessible to the students, provide for the excellence and variety of their intellectual training"; the other is "As regards the development of character, the conditions of life in the university and colleges are in a high degree favourable." That represents generally the opinion of the council of the Senate?—Those are the two points with which the statement deals, I think.

22,779. (*Mr. Boutwood.*) On page 4 of the statement, in speaking of the entrance scholarships, you say the opinion is held by some that the number of those scholarships ought not to be increased very greatly until there have been certain external improvements in education and the methods of selection. What does that mean? Does it mean that in the opinion of those who so think the secondary educational system of the country, as it stands at present, does not provide a large number of men up to the university mark?—No, I do not think it is intended as a reflection on the system of secondary education, but only as a statement of our experience that under existing conditions all the men who go in for scholarships and who show really considerable intellectual attainments and promise get scholarships or exhibitions, and that if you greatly increased the number of scholarships you would not under existing conditions have men good enough to fill them.

22,780. When you speak of methods of selection, what sort of changes do you desire in the method of selection?—I think that was intended to refer to scholarships awarded by county councils and bodies of that kind. The tendency at the present time would rather be for their awards to include boys not of the first rank. The best boys, of course, would get assistance from the county councils, but our view would be that under existing conditions the tendency was for boys to find their way to that kind of assistance who were not from our point of view really of scholarship rank.

22,781. That is what you refer to in the last two sentences of the paragraph on page 4 of your statement?—Yes, that is a concrete case illustrating the general statement.

22,782. Was the report of that inquiry embodied in any accessible document?—That I do not know.

22,783. We have been told by another witness, when speaking of the principle of competitive examination, that, in his opinion, the principle of competitive examination was a more adequate test in the case of the higher examinations such as Class I. than it is in the case of the examination of a lower grade. Do you agree with that?—I am afraid I have no knowledge of the lower grade examination.

22,784. I was not referring to a specific examination, but if you take the Class I. examination as representing a very high educational standard and compare it broadly with anything appreciably lower, the evidence given was that, in the opinion of the witness, the competitive examination gave a more adequate test of the general capacity and character of the man in the case of the higher examination than it would do in the case of the lower examination?—I think I should agree with that, because when you get into the more difficult regions the men spread out more. I mean there would be a tendency in a simple examination for men to be pretty much on an equality and to arrange themselves in great blocks; but when you are dealing with the higher subjects there is more play as it were, and it is possible to arrange men very much more according to their real order of merit.

22,785. I suppose the students who come to Cambridge in some way or other from elementary schools usually come without any prior experience of corporate school life, or in many cases they do?—They come without any experience of residential school life, but I understand there has been an increasing tendency in the elementary and higher grade schools to organise

sport, for instance, and to create as far as possible something in the nature of a corporate feeling. That is only a general impression, and I have no first hand knowledge.

22,786. Using the words in quite a limited sense, does that impoverishment of their earlier experience operate adversely when they come to the university. Is it some time before they feel their feet?—It depends very much on the individual. I think some of them come up physically exhausted, and they are timid and tend to lead rather a hermit life, and with those men there is a difficulty in assimilating corporate ideas; but that would be quite a minority. The man of character always makes himself felt pretty early, and generally speaking I should think that most of them find their feet within quite a reasonable time, although of course they are under some disadvantages.

22,787. (*Sir Kenneth Muir-Mackenzie.*) I did not quite understand that last answer. Who are the people that you say come up physically exhausted—the athletes or the overworked students?—The overworked students.

22,788. Do you agree with the sort of opinion one has heard frequently stated lately, that all university men are alike—that is, always the same type?—The same type as supplied to the Civil Service, or generally?

22,789. I suppose it is really generally?—I should entirely disagree with that view.

22,790. One sees a good deal written just now about the older universities in particular as if every one university man was exactly like another?—I have had 17 years' experience as a college tutor and I have had a great many men under my hands, and I should say with absolute conviction that there is a very great variety of type.

22,791. Then you would not agree that the higher ranks in the Civil Service, by being largely recruited from the universities, were recruited as far as that source is concerned entirely with one type of man?—No, I should disagree with that entirely.

22,792. With regard to the very interesting things that you have said as to bringing in some sort of personal inspection for the purpose of selecting men for the Civil Service, is anything of that sort actually in use at Cambridge either for selecting scholars or for selecting fellows of colleges?—In the case of the selection of scholars, I think that in history a new experiment was tried for the first time last year in the establishment of a *viva voce* examination; but that would be directed mainly to testing further the man's knowledge. The Appointments Board take a great deal of pains, by means of personal interview and inquiry into the antecedents of men and the impressions formed by the tutors in the colleges about them, when they are making recommendations for business appointments and others.

22,793. But I suppose it would be really almost impracticable to introduce the principle, which you appear to favour, into the selection of men for scholarships. That must almost necessarily be open examination and nothing but examination?—I think it is so enormously important to maintain public confidence in the fairness of the competition that it would be undesirable to adopt a system of that kind.

22,794. But it is so with fellowships?—With fellowships the knowledge of the individual is for other reasons very much more complete. At Cambridge it is rarely the case that a man is elected at any other college than his own, and at his own college, of course, he is very well known.

22,795. But you have open examinations for most of your fellowships?—No. That is rather the exception at Cambridge. It exists at Trinity, but the method adopted at most other colleges is by means of dissertations. A man writes a rather bulky and detailed thesis on some important question, and that is submitted to referees.

22,796. At the university you do not profess to prepare people for the Civil Service or for any other particular profession. Your business at the university is to afford the best education according to your judgment for all people who come up to the university?—That is certainly the general attitude of the university.

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

22,797. And, therefore, I suppose one would not expect that you would be influenced in considering what was the best education that you should afford to men by the fact of whether it assisted them or enabled them to get into the Civil Service or into any other particular profession. But, on the other hand, you would expect that those professions would come to something like the same conclusions as yourselves as to who were the best men?—I think that would be our view certainly.

22,798. If that is the case, if you are successful in finding out who is the best man, why should he be examined over again in order to go into the Civil Service or whatever might be the profession that he wanted to enter?—That would be in practice a system of nomination by the university?

22,799. Yes, it would be very nearly that, subject to some such board of inspection as you refer to?—I think one difficulty would be that it would not be easy to standardise the different universities. One university might be extremely strict in its methods of selection and another university rather lax. Then you would have a tendency set up under the law of self-preservation by which the strict university would in the interests of its own men become more lax in its nominations; that is the kind of difficulty I foresee in that system.

22,800. But still that is rather the system that is used for the selection of men in the Egyptian, and Soudan Civil Service?—The numbers there would be rather small, would they not?

22,801. (*Mr. Shipley.*) With regard to *viva voce* in the entrance scholarships examinations, you said it was a new experiment. Did you mean it was a new experiment in history? You have had *viva voce* examination in natural science and modern languages for many years?—In natural science it is the practical examination you are thinking of.

22,802. Yes, combined with *viva voce*?—Yes, I was referring to history.

22,803. Then there is a general impression abroad, which was voiced only a week or two ago at the conference of the educational associations, that Oxford and Cambridge still confine their attention largely to classics and mathematics. Have you any statistics you could give us as to the honours schools in Cambridge and the percentage of men who take the different triposes?—I worked out the figures for the triposes of 1910 and the percentages are: natural science, 30·3; classics, 18 per cent.; history, 12·6 per cent.; mathematics, 9 per cent.; law, 8·5 per cent.; mechanical sciences, 7·4 per cent.; theology, 6·2 per cent.; medieval and modern languages, 4·3 per cent.; moral science, 2·1 per cent.; economics, 1·4 per cent., and Oriental languages, 0·2 per cent. Those are the 11 triposes.

22,804. You gave us some information as to the subjects taken by Cambridge men going in for this Class I. examination, and the combination of triposes. It might be interesting if you could hand in any further information which you have?—I will hand in the paper from which I quoted.\*

22,805. You come from one of the largest colleges in Cambridge. Have you any idea how many elementary school boys and how many secondary school boys, apart from public school boys, come up to the university?—I am afraid I have no figures bearing on that. It would be very difficult to get them.

22,806. In this statement, Appendix A, that the council of the senate put in, I notice there are 53 out of a total of something like 220 of the students who are receiving help from county councils. I suppose the majority of them would come from the elementary and secondary schools?—Yes, I think the great majority—in fact, almost all.

22,807. That is to say, 25 per cent. of those scholars are from such schools, and I suppose to them you might add the teaching training men?—And men receiving grants from city companies or public funds of that kind would certainly be poor men.

22,808. I notice one case in which a scholar in classics is receiving 300*l.*, 200*l.* of which is from a city company?—Yes.

22,809. You have no system of limiting the amounts which a person can gain in this way if he is clever enough in securing exhibitions?—My own college in administering some of its endowments asks for a statement of the emoluments which the student is receiving from other sources, and it is quite probable that the same method prevails elsewhere in Cambridge, although I have not any direct knowledge of it.

22,810. I suppose you would agree that it would not do if the world was peopled entirely with university men. The world can only absorb a certain number of men who have had a university training?—I agree with that.

22,811. On the whole, do you think the ladder is fairly broad for a poor and really able boy to get to the University of Cambridge?—I think so. I have had a good many under me and it is extraordinary how, in addition to the help they get from outside, money will be found, not perhaps by the parents but by the family collectively, to complete the boy's education—that is very noticeable.

22,812. You were asked whether the social conditions of those candidates who come in through entrance scholarships had any effect on the examination. I think it is true to say, from having examined for many years, that the examiners have no knowledge of the social conditions, but simply have the names before them?—They have not as examiners. It might be the case that a college tutor was also an examiner, and therefore, knew the circumstances of half-a-dozen men entered for his own college; but that would be quite exceptional and would have no effect whatever on his judgment on the performance of the men.

22,813. He would be only one of a large number of examiners?—Yes.

22,814. In these big groups we have sometimes as many as 25 or 30 examiners?—Yes.

22,815. With regard to the question Mr. Wallas raised about compulsory Greek, as far as my recollection goes, the resident members of Cambridge—that is, those actively engaged in teaching—have lately had a considerable majority in favour of doing away with compulsory Greek?—And I think it is the case that the majority of those residents in Cambridge are, politically, conservative.

22,816. (*Mr. Hoare.*) Could you tell the Commission what is the least sum upon which a man could reasonably be expected to live at a college in Cambridge?—I think the best way in which I could answer that would be by referring to some estimates of expenses which appear in the university handbook to the university and colleges. The calculation is a little complicated by the fact that there are certain initial expenses. At most colleges a man deposits 15*l.* caution-money and then there is an admission fee, a university matriculation fee of 5*l.*, and the valuation of furniture; and he has to buy cap and gown and surplice, and so on. These various initial expenses, amounting altogether to, perhaps, 30*l.*, spread over the three years, would have the effect of raising the annual expenses from the lowest figure which is put down in this estimate. The lowest figure there is 107*l.* 5*s.*, but that is exclusive of these initial expenses. It is also exclusive of examination and degree fees. The examination fees are spread over a man's course, and the degree fees occur at the end. In the case of natural science students, or medical students, or engineering students—and into that category poor students would more commonly come—a considerable sum has to be added every year for the very heavy cost of laboratory fees. Although I have known men of that type get through the university course by extreme care—it sometimes involves a kind of penury which deprives them of a great many of the social advantages of Cambridge—on something like 140*l.* or 150*l.*, I think if a man studying the expensive modern subjects really wanted to make the most out of the place he would be a good deal happier with something like 200*l.*, and that would not allow for anything in the nature of extravagance.

\* *Vide* Appendix LII.

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

22,817. Do you think it would be wise of county councils in sending municipal scholars to Cambridge, to insist upon their being able to show scholarships or other means, say, to the value of 150*l.* a year?—So as to insure that the man should not lead a very miserable life?

22,818. So as to insure that the man should be in a position to take full advantage of the advanced education?—Yes, I think it might be a good thing, but I have not specially considered the point.

22,819. Have you followed the career at Cambridge of any of these municipal scholars?—I have some information which was supplied to me by the secretary of the Appointments Board. I am sorry to say it is very incomplete, because it is only for the years 1905 to 1909, and it refers only to the London County Council, but it is the best information available. During that period there seem to have been 77 scholars altogether, but there is only information with regard to 39 of them. Many of the rest probably became schoolmasters. Taking those 39, I can give you the professions which were subsequently adopted by them, if that would be the kind of information you desire.

22,820. But, roughly speaking, does the return which you have there bear out the contention that, upon the whole, they have been successful at Cambridge?—I think, as far as it goes, quite. It is rather striking, in one way, that out of the 39, 13 have gone into the Civil Service, including India, the British Museum, and other departments, and nine more have taken up scientific appointments of one kind or another—some of them business appointments, no doubt. The remainder are distributed rather widely. There are three Fellows of colleges, four have gone into agriculture, two are engineers, one is a journalist, one a chartered accountant, one is in an insurance office, and two are described as lecturers—I am not quite sure what that implies—one is in a bank, one has a railway appointment, and one has taken holy orders. It is a very wide distribution, if you exclude the Civil Service and the scientific appointments.

22,821. The system of municipal scholarships only began in 1902?—It is quite recent.

22,822. Have you in that return, or in your experience, any cases of physical breakdown of these municipal scholars?—I have had a certain number of cases of physical breakdown of my own pupils belonging to that general type, but I could not say without reference whether they were actually county council scholars or not.

22,823. The strain is very great upon a large number of boys of that type?—Yes, I think that some of them cannot stand it; but the dimensions of that particular evil are not very great. I do not wish to give the idea that any very large proportion of them come to the university in an exhausted state.

22,824. I think you told Mr. Boutwood that the standard of education still left something to be desired. Have you thought out how the standard of municipal scholars could be improved?—I am afraid that is rather a large question, and I have not considered it sufficiently.

22,825. You had not any specific remedy in your mind when you gave the answer?—No.

22,826. In the last paragraph, on page 2 of your statement, you imply that the maximum age of 24 for Class I. of the Civil Service, judged from the standpoint of the university curriculum, is too high. Would you like to see it lowered to 22 or 23?—I think the view was taken by the Council of the Senate that, as men take their degrees at the university usually at the age of 22, the upper limit of 24 prevents some, who would otherwise compete, from competing, because they are not able to spend an additional year after their university course is completed. There is another class of student—and I was asked specially to bring this in, in connection with that paragraph, in my oral evidence—who devote the main part of their course to the study of one particular subject, and are debarred from competing because the examination has so wide a range. But the council did not wish to express an opinion on the question whether the age limit should be lowered in consequence, and I am not

authorised to speak for the university on that point. It is, however, the case that a good many people at Cambridge take the view that if the age limit were lowered from 22–24 to 21–23 it would have the effect of enabling our candidates to go straight from their ordinary tripos work to the Civil Service examination, provided that the maximum marks were at the same time reduced. Supposing that instead of 6,000 marks being the maximum you had 5,000, it would then be possible for an ordinary student, combining two parts of two triposes, to be a candidate for the Civil Service without having to take the extra subjects which sometimes have to be got up with the assistance of professional coaching, and educationally there would be a considerable gain on that ground.

22,827. I do not quite understand the point about the reduction of the maximum. How would that work out in actual practice?—At the present moment a man who offers, say, classics and history, or any other combination, cannot secure the full maximum of 6,000 without adding some outlying subject or subjects. Some of them would take French literature, others would take law, and so on. These extra subjects which require special preparation, and which are not, as it were, relevant to a man's main work at the university are, some of us think, educationally disadvantageous. Of course, the view is also taken by others that they are a test of a kind of mental agility, and are valuable for their own sake.

22,828. What is the average age at which most men enter Cambridge? Should I be right in saying 18?—I think the great majority would be nearer 19. A good many enter at 18, but 19 would be a much more representative figure.

22,829. So that there may be a considerable gap between a man leaving the university and entering the Civil Service examination?—Yes, that is the difficulty. I ought to add that, supposing the maximum were reduced from 6,000 to 5,000 marks, those at Cambridge who are in favour of that reduction would attach considerable importance to certain subjects being made compulsory, because, if you simply allow a reduction of the maximum, it would be possible for a man to specialise in particular directions, and there would not be a very satisfactory guarantee that he had the ordinary equipment of an educated man. I read a very interesting article by Mr. Stanley Leathes which appeared in the "Nineteenth Century," and I find myself very much in agreement with that. I think he suggested in that case that in addition to English composition, which should be compulsory, there should be at least one language and either history or philosophy. Some arrangement of that sort would be a protection against the excessive specialisation which a mere reduction of the maximum might involve.

22,830. Have you ever made any special recommendation to the Civil Service Commissioners on the subject?—There was a conference some time ago, I think, between representatives from Oxford and Cambridge, and the Indian Civil Service Board at Cambridge passed resolutions with regard to the age limit.

22,831. (Chairman.) In favour of a reduction?—In favour of a reduction of age. With regard to that I would like to mention that I think a good many people in Cambridge would be very reluctant to press a change which we might regard, as in our particular interests, against the interests, say, of Oxford or of other universities. It is quite realised that the general interest transcends that of a particular university, and I would be rather sorry to press these changes as against definite evidence, say, from Oxford or from some other university, to the effect that they did not suit their curriculum, and would diminish the number of good candidates which they could send up.

22,832. Have you any reason to suppose that they would not suit Oxford?—I believe the view was expressed at this conference, which took place some time ago, that a change of that kind did not suit Oxford; but I have some impression—I do not quite know where I derived it—that the Oxford view has undergone modification.



16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

22,833. May I ask you whether the most interesting views you have expressed on this matter now are the views of the University of Cambridge or your own individual views?—They are certainly not the views of the Council of the Senate, which avoided expressing an opinion on what is rather a thorny question, but I have no doubt that that view is widely entertained at Cambridge. But Cambridge is not agreed.

22,834. (*Mr. Hoare.*) What would be the case of the opponents of the change?—I think their view would be that extra subjects might be a test of mental agility, and would be a corrective to an education which would be on rather narrow and more specialised lines. I am not sure that that is a fair representation of their case, but one can recognise that there is something to be said on that side.

22,835. Now I suppose it would be usual for a man having passed his degree to go to a crammer for one of those special subjects, unless he was a very remarkable man?—I am afraid it is the case that a very large number of our men spend a short time with crammers, perhaps 6 months or 12 months. The best go to get up the extra subjects, and the second class go partly for that and partly in order to get a very drastic revision of the work they have already done. In 1910, out of 33 successful candidates at Cambridge, 21 were at Wren's for six months or more, and two more for seven weeks. The corresponding figures for 1911 are 30 successful candidates, of whom 12 were at Wren's for six months or more, and three for seven weeks. The figures for 1912 are 30 successful candidates, of whom 17 were at Wren's for six months or more, and two for seven weeks. If you take the whole three years into account, it looks as if all the men who obtain second classes in triposes, and not quite half the men who obtain firsts, resorted to outside assistance at Wren's.

22,836. Do you know at all what extra expense that throws upon a man?—That I do not know.

22,837. It would impose upon him an appreciable expense?—I think so. I do not altogether like the term "crammer," because these people are supplying a definite want in a very business-like way, but our view would be that the less our men go to professional coaches, and the more they are enabled to go straight from the university into the examination, the better, and that a reduction of the maximum marks might have that effect.

22,838. Is there close co-operation between the Civil Service Commissioners and the University of Cambridge?—I think the Civil Service Commissioners would consult the university before making any important change in their system, but I do not think recently there has been any need for consultation.

22,839. Have you ever considered the advisability of having the universities represented officially on the Civil Service Commission?—I have not considered that at all.

22,840. Would you care to express an opinion upon it?—I think I would rather not, without more consideration.

22,841. With reference to the scholarships: of those 220 scholarships which you mention on page 4 of the Appendix, do you know at all how many are restricted to men of poor means?—I am afraid it would be very difficult to arrive at any figure. We point out in the second paragraph on page 4 that it may be safely assumed that out of the 220, 79 were receiving assistance from county councils or public funds and were of slender means, but my own experience certainly, and I think the general experience of college tutors, is that that number does not anything like represent the number of poor men, interpreting "poor men" in the widest sense, as men who are in need of additional help to complete university education. It is very commonly the case that you have the sons of clergy and professional men with large families who need help, and are receiving help.

22,842. But are there none of those scholarships which are explicitly restricted to poor men?—The only exception that I know of is the case I mentioned at King's—the 40*l.* exhibition for which a pecuniary qualification is necessary; but, of course, apart from this entrance scholarship examination, the colleges offer—

usually at a different examination—sizarships and sub-sizarships, which are entirely restricted to poor men.

22,843. Then it would not be true to say of Cambridge what is true of many colleges at Oxford, that the exhibitions are restricted to men who have to show that they are in want of them?—The exhibitions offered in open competition are not restricted, broadly speaking. The sizarships and sub-sizarships, which are offered at a different examination, are restricted, as the name implies.

22,844. (*Miss Haldane.*) Do you consider it altogether satisfactory that a young unmarried man, without presumably expensive tastes, should not be able to attend a great national university for half the year under a cost of 150*l.*, and even then that he should do so in a state of penury, and get little advantage out of the social side of university life?—It is a little difficult to express an opinion on that question. It might be unsatisfactory from some points of view; but the university is a great going concern, with standards of living which are regulated more or less by tradition, and determined by the class from which the students are drawn, and I think it would be a great deal better that men from the poorer schools should enter fully into the general life of the place than that they should form a class apart, living under special conditions.

22,845. (*Chairman.*) Does the 150*l.* refer to students who live in the university, and not to those who live in quarters in the town?—I think there is not very much difference. The colleges have quite small and cheaply rented rooms, which are as inexpensive as lodgings in the town.

22,846. (*Miss Haldane.*) Then you do not consider that an effort should be made rather to reduce those expenses than to enhance the emoluments of those who are coming in?—I think it would be very undesirable to mark off poor students into a separate class if that can possibly be avoided.

22,847. I meant would it not be better to reduce the cost all round. As I make out, only about 25 per cent. of those in Appendix A, who are receiving scholarships and exhibitions, would be able even at the rate of 150*l.* a year to pay for their university career out of those exhibitions and scholarships?—It is very difficult to work out in one's mind exactly what the consequences would be of a general change in the whole habits of the university. I think it might be described as a sort of depreciation of the whole standard of living of men who were not required from pecuniary considerations to live on a reduced standard.

22,848. But at present you consider it practically impossible for a poor man to go to a university like Cambridge unless he has considerable assistance from relatives at home?—A good many of those men in Appendix A are getting sums of 150*l.*, 160*l.*, 100*l.*, 145*l.*, and so on.

22,849. Twenty-five per cent. of them 150*l.* or over as I make out?—Some of the 30*l.* exhibitioners, assuming them to be poor men, would certainly require a great deal of assistance from friends.

22,850. Taking the whole year, how would you estimate the expenditure which a parent would have to be prepared to make for his son—counting the whole year, vacation and all—who wished to have a university education at Cambridge?—Supposing the whole cost worked out at 150*l.* a year, and the son had a 30*l.* exhibition, it is simply a matter of arithmetic; the parents would have to find 120*l.*

22,851. But then there is the holiday time. You would have to consider the cost of the whole year?—A man living at home in the vacation is, I imagine, very inexpensive to his parents.

22,852. I have a poor man in my mind. I am not thinking of the better off ones, or even the poorer clergyman's son. Would such a poor man have any chance of getting to the University of Cambridge as things are at present without help, except what he gets from exhibitions and so on?—It depends on the amount of outside assistance.

22,853. Then if he thought of the Civil Service he would have extra expenses, I suppose, for special preparation. Do you know how much that would be?—The expense for special preparation in Cambridge

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

itself would be quite small. The fees charged by the Associated Colleges for lectures on subjects not included in the ordinary curriculum are, perhaps, one or two guineas a term. I cannot think that it would work out as a very substantial addition to the cost. Directly he comes away from Cambridge and goes to a place like Wren's, the cost would probably be a great deal higher. In the case of a man whose parents lived in London, and who was therefore able to live at home, and merely went to Wren's for teaching purposes, the situation again would be modified in his favour.

22,854. But supposing he remained at the university, could you give me any idea of what he might be expected to pay extra in order to receive the special preparation which I think you said was general on the part of those who go in for the higher division examination?—I should think about 20*l.* would cover it.

22,855. You said in your memorandum: "In the methods of selecting those who are to be thus educated, it will not be possible to increase very greatly the number of entrance scholarships awarded to such persons without lowering unduly the standard of ability required. In support of this statement it may be mentioned that a joint inquiry, conducted in the summer of 1912 by representatives of the colleges, suggested the conclusion that a number of the students to whom grants had hitherto been made by an important public body had failed to show sufficient ability to justify the amount of public money spent on them." Will you say what you consider is wrong in that method of choice?—I am afraid I do not know enough about the method of choice adopted. I have no first hand knowledge.

22,856. (*Mr. Shipley.*) What really happened in this case, if my recollection is right, is that we found at Cambridge, of the number of boys coming up from one very important public body with scholarships, a certain percentage were not doing well. The university formed the idea that they had been badly selected, and communicated with the local body. The local body were afterwards more careful in selection, and decreased the number but increased the amount of the scholarships. Does your recollection coincide with mine?—I think the university, in dealing with this memorandum, rather intentionally avoided disclosing the name of the body concerned, because it is only an *ex parte* statement of what happened. There was a redistribution of funds, which to our view was of much greater advantage.

22,857. (*Miss Haldane.*) That is the explanation of this sentence in the memorandum?—Yes.

22,858. You consider it is better to have fewer men but with higher standing?—Exactly.

22,859. (*Mr. Clynes.*) Respecting that list of 39 municipal scholars, would you say that the results as shown by that list compare favourably with the results in any similar number of cases of scholars drawn from another quarter?—By "another quarter" would you mean entrance scholars who were not specially marked out as being poor men?

22,860. Yes?—It is rather difficult to make a comparison. My impression is that the men of poorer antecedents have strong points of their own, and also weak points.

22,861. Would you consider the results, as shown by that list, to be very good results? As a rule, how do they develop under university instruction?—I think that the poor men gain the full advantage of a university education on the intellectual side—I mean the freeing of the mind from any kind of prejudice, the development of an instinct for fair-mindedness, and the handling of evidence fairly, and also, what I always think is one of the great advantages of that kind of training, the development of an instinct for getting to the bottom of things; that is to say, a man ceases to be satisfied with inadequate or partial explanations. On the intellectual side I think the poor men get the full advantage of the university education, but I think they have their own weak points and strong points. The strong points in particular are that they are very industrious, and perhaps less pleasure-loving than other kinds of men, and very willing to learn—I have always found that. I have had dealings with a good many of them, and I

have liked and respected them immensely on that ground. On the other hand, I think some of them are too specialised; they come to the university with rather a narrow outlook—with the literary instincts undeveloped, or with their literary knowledge based not on their own reading but on other people's ideas derived from quite small text-books, and it is sometimes difficult to create in them the literary appetite; but we have been on the whole successful with them, although it takes a longer time. I think also they do not find it quite so easy as the other kind of men do to subordinate personal interest to the general interest of a college or a service. One does not like to say that they are a little mercenary, but their outlook perhaps has that character. But I have always found that college loyalty, and the impact on them of college life are good correctives. Of course, there are numbers of exceptions. I have known extremely loyal and unselfish people, and I have known quite selfish and mercenary people in both classes, and therefore I could only lay considerable stress on what I said before, namely, that the individual is always escaping your generalisations.

22,862. (*Chairman.*) What would your answer be with regard to the comparative degree of appreciation for university teaching exhibited by the poorer class of boys compared with the boys from the richer classes?—I think they are more one-sided.

22,863. (*Mr. Clynes.*) Would you say that these poor boys, having secured these educational advantages come out very well as compared with other classes in respect to securing positions either in the Civil Service or elsewhere?—I do not feel able to make a satisfactory comparison between these and other students; I think, however, it may fairly be said that, although they are under some disadvantages, on the whole they do exceedingly well.

22,864. I understood you to say in answer to one question that the college did not, generally speaking, specially seek to prepare men for the Civil Service?—No.

22,865. Have you some exception in mind?—The exception I was thinking of was the organisation of Associated Colleges, which arranges for supplementary lectures on the extra subjects.

22,866. (*Chairman.*) You mentioned that if the age were reduced from 22-24 to 21-23, and the total number of marks were reduced from 6,000 to 5,000, you would insist upon making part of the subjects compulsory. Had you in mind any particular group of subjects that you would make compulsory?—I was thinking of the subjects referred to in Mr. Stanley Leathes' article—English composition and one language, either classical or modern or Oriental perhaps, and either history or philosophy, in order to correct the excessive specialisation which might grow up under an altered system.

22,867. (*Sir Kenneth Muir-Mackenzie.*) With regard to that same subject of the reduction of age, the effect of that would be to bring the universities and the Civil Service into closer relation than they are now as regards the examination and the selection of candidates?—Yes; men would be much more likely to go straight from the universities into the Civil Service without any intermediate period than they do now.

22,868. Then the probable effect, and, perhaps, from the point of view of the universities, the desired effect, would be that a larger proportion of university men would go into the Civil Service?—I think that is quite possible.

22,869. (*Mr. Boutwood.*) Are the 39 cases you have mentioned once or twice the same as those in Appendix B?—They are not the same. It is a different return limited to senior county council scholars, but it is quite possible that individual cases might occur again in Appendix B. There is one point I was asked to mention specially with regard to Appendix A. In that list the names of some students occur who have been elected to scholarships and who retain the status of scholars; but, being men not in need, they voluntarily resign the emoluments attached to the scholarships, and the money set free is not taken by them but is carried on to the next year. All the colleges have an arrangement by which they encourage that, and this would

16 January 1913.]

Dr. J. R. TANNER.

[Continued.]

seem to have rather an important bearing on the relation of Appendix A to poor men.

22,870. That is to say, the money becomes available for the poor men?—Yes.

22,871. (*Mr. Shipley.*) In giving your estimate of the expenses of students, I do not think you had in your mind at all the non-collegiate system?—No.

22,872. By that system the expenses are very markedly reduced. It is a system by which men can join the university without joining a college?—Yes.

22,873. (*Chairman.*) I asked you, if they did not live in college but lived outside, whether there would not be a saving of expense?—Yes, the expenses are less. I certainly misunderstood the question with regard to men living in lodgings. I did not take it as referring to non-collegiate students, but to members of colleges living in lodgings.

22,874. (*Miss Haldane.*) What could a man who entered on the non-collegiate system live for in a year?—The censor of non-collegiate students, writing in the "Students' Handbook," sums it up by saying: "It will not be far from the truth to infer that the average expenditure in Cambridge of students living in lodgings" (that is, non-collegiate students) "is between 78*l.* and 90*l.* a year. I include books and stationery, and provision for a normal share in corporate life, but not clothes or travelling expenses." If you bring in clothes and travelling expenses I suppose it would be 100*l.* to 110*l.* to compare with the 150*l.* mentioned before.

22,875. That would be the only system by which the really poor man, of whom we have been speaking, could

go in—a man who had merely the exhibitions or scholarships under 150*l.* a year?—Yes, and whose parents could not contribute much. That would certainly be the cheapest way.

22,876. (*Mr. Hoare.*) Could he hold any of these scholarships as a non-collegiate student?—Only a few—very few. There would be nothing to prevent; his holding a county council scholarship or getting a grant from a city company.

22,877. (*Miss Haldane.*) But he would not be entitled to hold the larger part of those of which we have the return. The college and university give 11,055*l.*, and the schools and county councils, and so on, 9,113*l.* Would he be entitled to any part of the 11,055*l.*?—Not being a member of a college he would not be eligible for scholarships offered by a college, so I think the answer to that is no.

22,878. So he would be only entitled to what comes from county councils?—Yes, and grants from public funds.

22,879. (*Mr. Shipley.*) There are one or two scholarships in connection with city companies, I think, which are non-collegiate?—There are six Clothworkers' company exhibitions of 30*l.* and a few other smaller exhibitions.

22,880. (*Mr. Hoare.*) How many non-collegiate students are there?—About 150, or something like that number. The exact number of men in residence last year as non-collegiate students was 151.

22,881. Is the number increasing?—It has increased of late years.

Dr. A. NEWSHOLME, C.B., F.R.C.P., called and examined. Dr. R. W. JOHNSTONE was in attendance.

22,882. (*Chairman.*) What is your position at the Local Government Board?—I am medical officer of the Board.

22,883. Have you long held that position?—For five years.

22,884. Dr. Johnstone is also a medical officer of the Board?—He is a medical inspector of the Board.

22,885. Will you tell me briefly what it is your wish to bring to the notice of the Commission?—I appear to-day in support of the summary of evidence of which you have a copy before you, which has been presented by the medical inspectors of the Board; and I wish to confirm the statements made in that summary of evidence.

22,886. You yourself are in a somewhat different position from the medical inspectors?—That is so.

22,887. What is the range of the salary of the medical officer?—The medical officer of the Board has an initial salary of 1,200*l.*, which rises at the end of five years to 1,500*l.*

22,888. Then the medical officers have no grievance to bring before us?—No, this summary is on behalf of the medical inspectors alone. I ought perhaps to add that there are three assistant medical officers as well as the medical officer.

22,889. I will ask you what the hierarchy is. The assistant medical inspector is the lowest in the grade?—That is so.

22,890. Then comes the medical inspector?—Yes.

22,891. Then come the medical officers?—Yes.

22,892. Are the medical officers selected from the medical inspectors?—As a rule that is so. In my own case that was not so.

22,893. Does the Local Government Board retain the discretion of appointing as medical officer a gentleman from outside the Service?—It is within the president's option to appoint whomsoever he thinks is best suited for the purpose.

22,894. Are the functions of the medical officer those of supervising the work of the medical inspectors, or are they of a different character?—Both—to a large extent supervising the work which is carried out by the medical staff of whom there are 27, and also doing independent work, advising the Board directly in regard to important matters of public health.

22,895. How many medical officers are there?—There is the medical officer, and there are three assistant medical officers.

22,896. What is the scale of pay of the assistants?—The senior assistant medical officer receives a salary which goes from 1,000*l.* to 1,100*l.*; the salaries of the second and third assistant medical officers go up to a maximum of 900*l.*, starting with the addition of 100*l.* beyond what they were receiving when medical inspectors.

22,897. Are the assistant medical officers always chosen from the ranks of medical inspectors?—I believe there has been no exception to that rule.

22,898. If an assistant medical officer were brought in from outside, is there any scale of pay at which he would begin?—I take it in such a case it is probable that he would begin at 800*l.* and go up to 900*l.*, the maximum of the present assistant medical officer.

22,899. I understand you have one medical officer who is at the head, and he has three assistants, and then comes the grade of medical inspectors?—Yes.

22,900. Have the medical inspectors assistants?—No, they have no personal assistants, but there are at present on the medical staff of the Board three assistant inspectors of a lower grade.

22,901. What is the salary at which the assistant inspectors begin?—They begin at 400*l.* or 420*l.* and rise to a maximum of 600*l.*

22,902. And the inspectors?—The inspectors begin at a maximum of 500*l.*; at the end of three years there is an increase to 600*l.*; at the end of five years more there is an increase to 700*l.*, and at the end of five years more to 800*l.* That is to say, the maximum of 800*l.* is reached in 13 years.

22,903. Are the medical inspectors chosen from the grade of assistant inspectors always?—No.

22,904. May the assistants be promoted in course of time to the inspectors' grade?—Yes.

22,905. The point that you wish to bring before the Commission is that the inspectors are too poorly paid?—That is so.

22,906. Their pay which begins as you say at 500*l.* and reaches 800*l.* after 13 years' service you consider to be an inadequate emolument for what they do?—I do.

22,907. Have you any representation to make on behalf of the assistant inspectors, or do you consider

16 January 1913.]

Dr. A. NEWSHOLME, C.B., F.R.C.P. (Dr. R. W. JOHNSTONE  
was in attendance.)

[Continued.]

their scale of pay is adequate?—At the moment I have no representation to make on their behalf.

22,908. Then we will restrict ourselves to the inspectors?—I would like, however, to add that in actual fact it has been found impracticable to distinguish carefully between the class of work assigned to the assistant inspectors and that assigned to the inspectors, and if I were framing a scheme at the present moment, I should consider that the class of assistant inspectors would preferably not exist; but I am not here to-day to press that point.

22,909. But if the assistant inspectors were abolished as a class, you think that the inspector class would have to be enlarged?—Yes. My only point is that the assistant inspectors are doing the same class of work almost entirely as the inspectors are doing.

22,910. Is the inspector class appointed by examination, or by nomination?—By nomination.

22,911. Pure nomination?—That is so.

22,912. How is the occurrence of a vacancy made known?—Vacancies occur by death or by retirement upon superannuation, and, I think, it is quite well known in the public health medical service that such vacancies are about to occur.

22,913. That may be, but there is no publication of the fact that a vacancy is about to occur?—None.

22,914. As a vacancy does occur the Local Government Board make inquiries in the manner in which you say, and make the appointment?—Yes.

22,915. Would there be any objection to notifying publicly that a vacancy is about to occur, and asking for applications?—I see no objection whatever in principle; but I cannot see, at the moment, that any material advantage would accrue.

22,916. Still you see no objection?—Not in principle.

22,917. Do you happen to know whether in practice, when there is likelihood of a vacancy occurring, the medical schools are communicated with?—No. May I explain the method of keeping up the President's list. The President receives a large number of letters applying for the post of medical inspector under the Board; those letters come in irrespective of any immediate or immediately contingent vacancy. The letters are referred to the medical officer of the Board for his observations, irrespective of the fact that there is no vacancy. The medical officer then makes such inquiries as he can about the candidate's position and experience; nearly always he asks the candidate to come and see him, and after the interview he presents a statement to the president, on the strength of which that candidate's name is usually added to the President's list to be considered in the event of a vacancy occurring. That is the first step. Secondly, the medical officer who has to see medical officers of health from all parts of the country day by day, always takes an opportunity of ascertaining who are the good men coming along. Personally, I have always made it a practice to ask the senior men if they know of any promising man.

22,918. Who are the medical officers of health you refer to. Are they gentlemen engaged under the local bodies?—Yes, under the local sanitary authorities—largely senior medical officers of health of counties and county boroughs, who have a number of assistants under them, or medical officers of health having smaller districts under their charge. In many instances, as the result of those interviews, men are sent up to see me, and if they are suitable men their names are also recommended to be added to the President's list.

22,919. Do you impose on yourself any limit of age in your selection of medical inspectors?—No limit of age has been stated at all, but, other things being equal, it would be preferable to have men, say, under 40, or about 40, years of age.

22,920. In the English medical schools, at what age do men qualify?—From 23 to 26 or 27; if it is one of the older universities it is more often 26 or 27. In addition to that, I should add, that most candidates for the post of medical inspector have to pass an additional nine months' course of training as medical officers of health, in order to obtain a diploma in public health.

22,921. That is before applying for an appointment?—Yes.

22,922. Do you insist that all your officers shall have the diploma of public health?—I could not say that it is an absolute condition, but, with very few exceptions, it is a condition which in actual practice is enforced, the reason being that it would be anomalous for medical inspectors of the Board who have to go down into the country and advise and confer with medical officers of health when they have lower qualifications than the officers in question. Exceptions have been made where men having specialised experience have been brought into the service of the Board. We have special branches of work—pathological work, including bacteriological and chemical work. For tuberculosis work recently the Board appointed an inspector who had not a diploma in public health, but who had very special experience with regard to tuberculosis.

22,923. Do you always look to it that the gentlemen you put upon your list shall have experience as ordinary medical practitioners?—Yes, I do not think any candidate has been put on the President's list who has not had considerable experience in some form of practice—either medical practice or preventive medicine practice.

22,924. Then you rarely, if ever, put anybody on your list who is under 30 years of age?—There have been one or two instances of putting men on at 27 or 28—first-rate men.

22,925. Immediately after getting their degree?—In those cases I think they had been qualified two or three years.

22,926. Then they, after qualification probably, went in for post-graduate research?—Certainly.

22,927. Then you are quite clear that the circumstances are such as preclude the possibility of a competitive examination among candidates for a particular vacancy?—I do not think that arises at all. These candidates have already passed through a double examination. First of all they have got their medical degree; secondly, they have got their diploma in public health; and, in addition, there is their record of experience qualifying them for the special posts. I do not think you would gain anything in such a case by a competitive examination.

22,928. But all these examinations that they have passed have been up to that time non-competitive. Say a vacancy occurs and there are five or six gentlemen on your list who are well qualified. The question of a competitive examination between these six for a particular appointment is an intelligible proposition, is it not?—Surely.

22,929. But you in your discretion have never adopted it?—That is so. If you use the words "competitive examination" in a sufficiently wide meaning there can be no objection.

22,930. The object is to see which of the hypothetical six men is the best?—I submit that the examination to which those six men should be submitted is an examination first as to their academic record, secondly as to their experience, thirdly as to the use they have made of that experience as judged by their annual and other reports as medical officers of health or in whatever position they have held, and fourthly an interview to judge as to the capacity of the men, and particularly as to their power of getting on with committees and people whom they will have to interview.

22,931. I admit that is one method; but that is a method of selection on the man's record, and on your appreciation of his capacity for dealing with men, and so on?—Yes.

22,932. The other is the competitive method. I am not saying that it is the best method that can be adopted; I only want to know the reasons why it cannot be adopted in this particular case?—I think you would not gain anything by it. I think the method I have set out gives better information, and it is the method in fact which is adopted by all local sanitary authorities who are proposing to appoint a medical officer of health.

22,933. But is there anything impracticable in subjecting six gentlemen, say, between the ages of 30 and 36,

16 January 1913.]

Dr. A. NEWSHOLME, C.B., F.R.C.P. (Dr. R. W. JOHNSTONE  
was in attendance.)

[Continued.]

to a competitive examination in professional subjects?—There is nothing impracticable in having such an examination, but personally I should be very sorry to abide by the result of it. The man who can write the best examination paper is not necessarily the best man.

22,934. You say there is nothing impracticable in that examination, but these gentlemen have got out of the age of passing examinations?—Yes, there is a good deal in that.

22,935. They have no longer perhaps the same facility in putting their views on paper. From that point of view do you see anything objectionable in subjecting to examination gentlemen who have passed into what you may call middle age, or beyond 30?—I think it would be an objectionable method in their case.

22,936. Therefore you prefer first to scrutinise their professional qualifications and then to see them personally and make inquiries, and make your choice on the result?—On the result of the general record and of a personal interview.

22,937. What is your reason for thinking that the scale of salary from 500*l.* to 800*l.* with the chance of promotion to the higher appointments, of which there are four, is inadequate?—I ought perhaps to correct a previous answer I gave. There are 18 medical inspectors in the main medical department and five food inspectors and a chief food inspector in the food sub-department—24 altogether, of whom 23 are medical men.

22,938. And the highest pay is 800*l.* for the 23?—Yes. Except that the chief food inspector goes to a maximum of 900*l.*

22,939. With the possibility of promotion to five higher paid appointments?—Yes, with some measure of probability, those vacancies occurring infrequently. These posts comprise the post of one medical officer, three assistant medical officers, and one chief inspector of foods.

22,940. Will you give me your reasons for thinking it is inadequate pay. Have you any dearth of applicants for these appointments?—The president has a very considerable list, but a large proportion of them are of course men one could not recommend. The main dearth is in getting men between 35 and 40 who have already won their spurs in the public health service of the country, who have proved themselves men of the highest ability and administrative competence.

22,941. Then you look to the service under local bodies as the recruiting ground for your medical inspectors?—Yes, the main recruiting ground. I ought to add that there are special branches of work—pathological work, chemical work, and tuberculosis work—in which we may have to look in other directions for these specialised inspectors, but for most of the inspectors one looks to the public health service as the recruiting ground.

22,942. Out of the 24, have you to look to that recruiting ground for 16?—I should say about that number.

22,943. These gentlemen under the local bodies have got into the public service in what way—by nomination of local boards?—They have been appointed by the local sanitary authorities after advertisement. A number of men have applied; somebody has gone over that list and reduced it to a short list; the men on the short list have been interviewed and the local committee have then chosen one out of the short list. That is the usual procedure.

22,944. Does the Local Government Board prescribe the necessary and essential qualifications for these posts?—Medical officers of health for districts over a given population, that is over 50,000, must have a diploma in public health.

22,945. Besides a diploma of medicine?—Besides the ordinary medical qualifications.

22,946. They must be qualifications of the College of Surgeons or College of Physicians?—There is no condition on that point except that a man must be fully qualified in medicine and surgery.

22,947. A mere chemist would not have sufficient qualification?—No.

22,948. That being the recruiting ground, will you tell me what salaries these gentlemen draw under the local bodies. You have given me particular localities which, I suppose, are more or less exceptional?—There are two classes of appointments—part-time and whole-time. The whole-time appointments, as a rule, begin at 500*l.*, and the salary may be anything from 500*l.* to 1,200*l.* or 1,500*l.* in exceptional cases.

22,949. Would these be cases to which promotion would take the man?—In a few instances; but the possibilities of such appointments are, unfortunately, very few.

22,950. A man does not count upon any exceptional appointments, but they are there and they stimulate his hopes. The regular scale of appointments would be from 500*l.* up to what sum?—500*l.* to 900*l.* about.

22,951. Therefore the maximum scale is above the Government medical inspector's scale, though the minimum agrees?—Yes.

22,952. What are the inducements which lead a medical officer, under a local body, to accept Government service. I suppose they do accept it at the present time?—Yes.

22,953. Are there any inducements beyond the certainty of Government service?—That is one important consideration.

22,954. The pension?—The pension is the second consideration.

22,955. Which all the medical officers, I understand, employed under local bodies do not get?—Not all of them?

22,956. Only the whole-time men?—Not even all the whole-time men.

22,957. Then there are two appreciable advantages—the certainty of position and the pension, and further the hope of promotion to those higher appointments?—Yes.

22,958. And that, you think, is not sufficient inducement to get you the class of man that you want?—In actual fact it is not. If I may illustrate it, during the last year I have had three men who came to see me who were most desirable men to have on the medical staff of the Board. After inquiring into the conditions they all declined to put down their names because they were receiving considerably higher salaries than the Board could offer to them.

22,959. Let me assume that one of these gentlemen who came to you, a desirable man to have on your list if you could get him, was drawing a salary of 700*l.* under a local board, and there was a vacancy in your staff of medical inspectors, and he was considered to be eligible, would he have to begin at 500*l.*?—Always; without exception.

22,960. That, of course, is a handicap?—Yes.

22,961. What are your proposals?—The petition of the medical inspectors, with which I agree, proposes that the minimum should be increased to 600*l.* and the maximum to 900*l.*

22,962. How many years does a medical inspector serve for a pension?—I think I am right in saying he must have at least 10 years' service, and he does not earn a pension until he is 60 years of age except under very rare circumstances.

22,963. Unless he retires on the ground of ill-health, I suppose?—Yes.

22,964. Then does he get the usual Government terms?—Yes, the usual Government terms.

22,965. (*Miss Haldane*) I understand you would like to bring the salary to the same rate as that which the general inspectors have?—So far as the maximum is concerned it would then be equal to that of the general inspectors. It would still differ in the important respect that the general inspector reaches his maximum in five years, whereas the medical inspector would reach it much more slowly.

22,966. But it would be 600*l.* to 900*l.*?—Yes.

22,967. What are the qualifications of general inspectors?—I have no special knowledge on that point.

22,968. What sort of qualifications have they?—I do not know.



16 January 1913.]

Dr. A. NEWSHOLME, C.B., F.R.C.P. (Dr. R. W. JOHNSTONE  
was in attendance.)

[Continued.]

22,969. You do not know whether they have had long special training of any kind?—That I do not know. I think Sir Horace Monro would give evidence on that point.

22,970. (*Mr. Shipley.*) Is not the term "inspector" slightly misleading? In the last 30 years have not the medical inspectors ceased to do merely mechanical inspecting and seeing that the departmental rules are carried out, and are they not now doing a much higher class of work?—The proportion of the higher class of work has very greatly increased in the last 10 or 15 years, and to that extent it is true, but there still remains a very considerable amount of routine work in seeing that local authorities are doing their duty.

22,971. Is that chiefly done by the medical inspectors, or by the assistant inspectors?—To a considerable extent by both. All of us have to do a large amount of routine work. It is inevitable in a big central organisation.

22,972. The medical inspectors are specialised and highly trained men: they have to be capable of carrying on investigations; they have to be epidemiologists, and have to understand an enormous number of things, and have to exercise at times very great tact and firmness?—That is so.

22,973. They are really picked men?—They are picked men, and it ends in actual fact in nearly every medical inspector specialising in some particular direction. If you want an investigation of a sudden outbreak of typhoid fever there are two or three men you would pick out for that particular class of work; if on the other hand it was a housing investigation another man would be picked out; and so with tuberculosis and so on.

22,974. Certain of these gentlemen are exposed to very considerable risks to health, and I imagine when you are, for instance, dealing with a plague outbreak in Suffolk there is considerable danger of acquiring the disease. That risk is quite different from what the general inspectors are exposed to?—That is part of the life of a medical man. He does not mind about it very much, but still it is an actual fact that he has certain risks.

22,975. Do the medical inspectors ever have to go abroad and take part in big international conferences?—Yes, that is another direction in which the medical staff have to specialise. It is important that we should have good German scholars and good French scholars on the staff. Those are two important points. One or more of the medical inspectors has to take part in international conferences and conventions which settle most important matters of international hygiene.

22,976. I think you once sent one as far away as Mukden?—Yes, last year one of our medical inspectors who had made himself specially skilful in regard to plague problems was sent at the request of the Chinese Government to Mukden in Manchuria, right in the midst of that terrible epidemic of pneumonic plague. The risk was considered actuarially so great that the life insurance premium was almost too exorbitant to be taken. The premium charged was at the rate of 25 per cent. per annum.

22,977. That was the plague where everybody died who acquired it?—Yes, it was the pneumonic plague, and there were very few recoveries.

22,978. None, I think?—No, I believe none.

22,979. When were the existing salaries of the medical inspectors fixed?—They were fixed in 1887, 25 years ago, and there has been no modification since then, although during the interval there has been an improvement in the scale in other departments of the Board.

22,980. I suppose you will admit that the cost of living has materially gone up in the last 25 years?—Yes, I think there is no doubt about that. Another point bearing on that is that in former years it was practicable to "district" the medical inspectors; that is to say, allot them to certain parts of the country. Owing to the stress of work, and the fact that one is never certain where an epidemic will occur, it has been found in practice more advantageous for more of the inspectors to live in or close to London as the best

centre. That also has a material influence in increasing the cost of living.

22,981. (*Chairman.*) What travelling allowance do medical inspectors get if they are away for a night, for instance?—It is 1*l.* a day and travelling expenses.

22,982. (*Mr. Shipley.*) I gather the medical inspectors have two grievances—one inside the office, that they are paid at a lower rate and rise at a lower rate than other inspectors; and the other is that, compared with similar offices outside, their stipends are lower?—Yes.

22,983. We have the evidence of that on your printed paper?—Yes.

22,984. How does your stipend compare with the head medical men in the army or in the navy?—It is considerably lower.

22,985. And their work is more stereotyped; they are dealing with only one sex, for instance?—I think the salary is 1,750*l.* or 2,000*l.* in the army. I am not quite certain.

22,986. I understand that other gentlemen in the Local Government Board had their stipends increased. I do not know much about it, but my impression is that the president's stipend was materially increased a short time ago, being raised to 5,000*l.* from 2,000*l.* His stipend has been more than doubled, and the salaries of these medical inspectors have remained the same for 25 years. Is the office understaffed in any way?—We have recently had considerable additions to the staff of the medical department. If I were to judge by the present year, I should consider we were very much understaffed; but it is not quite fair to judge in that way as there is an enormous access of work in connection with the new tuberculosis and sanatorium benefits. But there is no doubt that good work could be done with additional staff permanently.

22,987. You yourself would like to see the staff increased?—That is so.

22,988. Legislation, as usual, has got ahead of the staff?—That is so.

22,989. You told us you had considerable difficulty in getting the men you want. Do you think that lately, say the appointments in the last five years, compare unfavourably with the appointments of the last five years of the last century?—No, I should not like to say that. We have some very promising younger men. The only thing I would say on that point is that they are men who have not yet in most instances made their mark. They are men whom we have had to take on trust to some extent.

22,990. (*To Dr. Johnstone.*) Would you like to make any general statement beyond what has been put forward?—No, thank you; I think not. I think Dr. Newsholme has expressed my view, and this paper which is handed in practically expresses the views of the medical inspectors in general.

22,991. (*Sir Henry Primrose.*) (*To Dr. Newsholme.*) I see from the appendix to your paper you mention that, in giving evidence before a committee in 1897, Sir Richard Thorne-Thorne said that a committee in 1887 had thought of putting the medical inspectors on the same footing as the engineering inspectors, but the committee decided not to recommend that, because during their first years of service they were chiefly employed in vaccination inspection. Sir Richard seemed to imply that that was not true in 1887. Whether it was true in 1887 or not is it true now?—It is much less correct now than then.

22,992. Then apparently the whole case was gone into by Sir John Hibbert's committee in 1897 (of which I happened to be a member), but they did not observe upon it. That is 15 years ago. Has the grievance—to give it that name—been considered by the President of the Local Government Board at any time since?—On two or three occasions representations have been made, but for various reasons it was not thought opportune to press it at the time.

22,993. But has any official answer been given justifying the difference between the medical inspectors and the general inspectors?—None at all.

16 January 1913.]

Dr. A. NEWSHOLME, C.B., F.R.C.P. (Dr. R. W. JOHNSTONE  
was in attendance.)

[Continued.]

22,994. Therefore, may one say that the question has been asleep since 1897?—It has been occasionally roused from sleep by petitions from the medical inspectors.

22,995. But have those petitions not received any definite answer?—As I said, I gather it has not been considered expedient to put the matter forward to the Treasury.

22,996. But, so far as the President was concerned, has he on those occasions said that he was not prepared to press it on the Treasury?—I am not in a position to say that.

22,997. Has any president expressed sympathy and indicated that if there was a more favourable opportunity he would like to press it on the Treasury?—That again I am unable to say.

22,998. With regard to the local medical officers, are their salaries net salaries or have they any outlay? For instance, has the local medical officer to provide himself with an office or with a motor car to get about the country?—As a rule not an office. I have no doubt there are outgoings, but, speaking generally, travelling expenses are paid for by the local authority—not always.

22,999. That is, travelling expenses outside his own district; but would they be paid for within his district?—Yes.

23,000. He could charge for cabs or anything of that kind?—Speaking generally, that is so.

23,001. But some of those medical officers would have some outlay?—Some of them I am afraid would have to pay their travelling expenses within their own districts.

23,002. Do you often draw men from any other quarter than the local authorities? You told us, I think, that possibly eight out of 24 had been drawn from elsewhere. Do you ever take a man from general practice?—Yes, general or special practice. One of the most recently appointed inspectors is a doctor who does not hold a diploma in public health, but has been physician to a tuberculosis dispensary and to two or three sanatoria for consumptives.

23,003. Do you think it might be some explanation (I will not say justification) of the difference between the rates of pay between your class of inspectors and the general inspectors, that there is a very much larger supply of medical officers than there would be of general inspectors?—I should say it was very much the other way about. As no definite statutory qualifications are set out for general inspectors, you have every gentleman in England to draw from.

23,004. From that point of view, no doubt, there are a large number to draw from, but they do, as a matter of fact, require certain technical qualifications?—I am not suggesting they do not, but it is not a case which you can test by examination or otherwise, so far as I know.

23,005. (*Mr. Boutwood.*) When you were speaking of the local officers of health, something was said about the greater certainty of the Government service. What is the element of uncertainty in the local service?—There are four classes of appointments of local medical officers of health: First, appointments as in London and under county councils, which have nearly the same security as the Government service; secondly, in most of the large county boroughs you have appointments which are made during the pleasure of the council, and in which three months' notice can be given on either side; thirdly, you have appointments, especially in the smaller districts, which are made annually, or at the end of two, three, or five years, subject to renewal, and in which frequent changes, for obvious reasons, take place; fourthly, some appointments are made permanent, with the consent of the Local Government Board.

23,006. (*Mr. Graham Wallas.*) The medical inspectors have to undertake from time to time public inquiries?—That is an important part of their work, inquiries into loans for fever hospitals, for disinfecting apparatus, and questions of land in regard to hospitals.

23,007. And the work of holding public inquiries is practically judicial work?—That is so. The judgment does not rest eventually with the medical inspectors, but they must report in a judicial fashion.

23,008. But a man has to be able to conduct his inquiry as well as a stipendiary magistrate would conduct a judicial inquiry?—Yes. On that point I may mention that some of the medical inspectors are also barristers.

23,009. (*Chairman.*) Some of the medical inspectors have medical degrees, and have also been called to the Bar?—Yes.

23,010. (*Mr. Graham Wallas.*) Do you agree that the State should carefully safeguard the interests of the technical officials in administrative offices?—Yes.

23,011. The history and origin of a technical official are somewhat different from the administrators. The administrators are in a great majority, and it would be a right principle to adopt that care should be taken that the technical officer does not suffer. Sir William Ramsay laid down that principle?—That should be so, undoubtedly.

23,012. You have yourself a clerical staff under you?—Yes. In the chief medical department we have eight clerks, and in the food sub-department three—a total of 11.

23,013. Do you remember how they are classified?—The clerical staff consists of one staff clerk having a salary of 300*l.* to 400*l.*; four second division clerks from 70*l.* to 300*l.*; two assistant clerks from 45*l.* to 150*l.*, and one boy clerk.

23,014. Do you remember how much your staff clerk is actually getting?—At the present time he is getting 440*l.*, and he has a personal maximum of 450*l.*, in view of the fact that he acts in a responsible position as my private secretary.

23,015. Then you have no first division men in your department?—None at all.

23,016. Have you ever recommended that any of your officials should be promoted to the first division?—Both my predecessor and myself have recommended that the staff clerk in the medical department should be promoted to the first division.

23,017. Was the rule that staff clerks should lose salary on promotion proposed to be applied to his case, do you remember?—That would have been applied, doubtless, and would have meant serious financial loss to the clerk in question.

23,018. What actually happened. Was the request made?—The request was made, I think I am right in saying, but it fell through.

23,019. But it fell through you believe on that ground?—I am not clear whether it went to the Treasury or not. I think it did go to the Treasury.

23,020. But you are satisfied with the absolute competence to do the highest work of the gentlemen in question?—Yes. The officer in question is a thoroughly competent man who has extremely responsible work, and who is quite equal to that responsibility.

23,021. (*Chairman.*) (*To Dr. Johnstone.*) Have you anything you wish to add?—I should like to say just this that the inspectors have petitioned the President more than once since 1887, but we have no means of knowing whether our petition ever reached the President or not. It went through the usual channels.

23,022. But you do not know what happened?—No, there has been no pronouncement made.

## FIFTY-SEVENTH DAY.

Friday, 17th January 1913.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.Sir KENNETH AUGUSTUS MUIR-MACKENZIE,  
G.C.B., K.C.Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. C. B. HEBERDEN, D.C.L., called and examined.

23,023. (*Chairman*.) You are Principal of Brasenose College, Oxford, and Vice-Chancellor of the University?—I am.

23,024. And you have come to represent the University of Oxford before this Commission?—Yes.

23,025. And you have furnished us with the answers\* of the Hebdomadal Council of the university to certain questions † that we forwarded to that council?—Yes.

23,026. The first question is: "The relation between the highest education given at the universities and the efficient discharge of their functions by members of the Civil Service." That question was put because it has been represented to us that the highest education is not essential to the efficient discharge of their duties by the superior classes of the Civil Service, and that less protracted and lower kind of education, when supplemented by official experience, would supply all that was necessary? What is your opinion upon that point?—I do not know that I have much to add to what has been stated in the answer from the council. I think if I tried to state my opinion in a very few words it would be to this effect: That a university education teaches a man to think for himself, and I should like to add that that is an education which takes a long time. I think that you must have some years after a boy leaves school if you are really to develop his mind to the fullest extent and in particular to teach him to think for himself.

23,027. And in that process of mental development what would you say would be the factors—in what respects would the university have advantages over lesser centres of education?—I suppose, so far as the subjects are concerned, they are very difficult and very large subjects. The subjects which a man takes for the final honours school are certainly big subjects which require a great deal of time to get up at all thoroughly. Then I think that it is very important that a man should have a great deal of training and teaching, which he can get at universities, in getting up those subjects. There is a very elaborate system of tutorial teaching at Oxford, and, of course, at Cambridge also, but I am only speaking for Oxford, and I think that combination of very big subjects, together with a great deal of very highly-organised teaching, is what constitutes the benefits of a university education from an intellectual point of view.

23,028. The curriculum in Oxford enables a student to receive the highest education, not in one branch of knowledge but in many?—Yes.

23,029. Are there many schools?—There are many honours schools—there are nine final honours schools.

23,030. It will be desirable to have them enumerated on our notes if you can state what they are?—These are the final honours schools. Of course, we have also the intermediate honours school of Moderations.

23,031. We are dealing with the final honours schools?—They are as follows: *literæ humaniores*, which really means Greek and Latin, including philosophy and ancient history; mathematics; natural science, which comprises eight different branches. There are eight different natural science schools.

23,032. Will you mention the names of the eight scientific subjects?—Physics, chemistry, physiology, zoology, botany, geology, astronomy, and engineering science. Then the other schools are jurisprudence; modern history; theology; Oriental studies (that is Sanskrit, Arabic, Hebrew, Persian, or Egyptian); English language and literature; modern languages, which includes French, German, Italian, Spanish or Russian.

23,033. Do you attach the same educational value to each of these honours schools?—No; personally I should not attach the same value to them.

23,034. Our object in having your views as to the best scheme of preparation for the public service, the best means of developing men's faculties, is to know which of these honours schools you would prefer as a means of literary culture and sharpening a man's capacity for dealing with the events of life as they happen?—My own opinion is that the school of *literæ humaniores* is the best adapted for the purpose.

23,035. Are you of opinion that any one of these schools would produce men capable of initiative and of dealing with men, and generally of managing affairs?—That partly depends upon other considerations, not merely the school for which a man reads, but I think there are others of these schools besides *literæ humaniores* which will develop a man's intellectual faculties in a very adequate way.

23,036. Does each school produce a particular type of man, or is there much of a similarity between the products of all the schools?—I do not think that any of the schools produce a particular type of man; we have very different types of men at Oxford; people sometimes do not quite understand that; they think there is a sort of Oxford type or Oxford manner or something of that kind, which to those of us who are in Oxford is not very apparent.

23,037. I suppose there is more or less of an external similarity; I suppose that Oxford does put its cachet upon its alumni?—It must be a very external cachet. Certainly, if I may take my own college, we have men of every sort of type of character.

23,038. Of course, you must have; for you cannot assume that Nature casts all men in the same mould; you must have separate types?—Yes.

23,039. But are you of opinion that any of those final honours schools may produce a man as good as another school may produce for the management of affairs? I must tell you what I am leading up to. I am leading up to the question of the allocation of marks for these schools?—I find it a little difficult to answer that question for more reasons than one. I ought perhaps to say to the Commissioners that I have had no experience in lecturing to men or teaching men for the final honours schools. My own experience has been entirely in preparing men for the earlier part of their honours. When I was lecturing I used to lecture for honours in classical Moderations; therefore, I have no experience in lecturing for the final schools; but I should say that some of these schools seem to me to be more likely, as I have already said, to develop the mind than others, and in particular I should myself attach considerable impor-

\* *Vide* Appendix LIII† *Vide* Appendix XXXII

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

tance to a man's having had something of a literary training.

23,040. Are you acquainted with the general character of the instruction conveyed in the newer universities?—No, I cannot say I am. I know nothing beyond what everybody must know. I have no special knowledge.

23,041. From all you do know, are you justified in saying that Oxford supplies as efficient and as good instruction in any department of knowledge as any of the new universities do?—I hardly know enough to answer that question. I should imagine that in preparation for professional life or in technical instruction, very likely some of the modern universities might supply quite as good instruction as Oxford or better.

23,042. In regard, let me say, to political science, in regard to history, in regard to psychology, in regard to natural science, the heads you have mentioned, do you think that the instruction at Oxford is quite as good as can be given in any of the modern universities?—I should think so.

23,043. You are aware that the age limits for the Civil Service examination of the higher class (Class I.) are from 22 to 24?—Yes.

23,044. Are you quite satisfied with those age limits?—Yes, I think so. I see no reason why they should be altered.

23,045. We were told yesterday by the representative of Cambridge University that 21 to 23 would be a more ideal arrangement for that university?—It would not suit Oxford as well, I must say frankly. Our normal course for a man is four years; that is to say, if a man takes honours both in Moderations and in a final school he requires four years to do it in.

(*Mr. Shipley.*) The Cambridge representative advocated lowering the age at Cambridge, but said he would not press it.

23,046. (*Chairman.*) I was going to say that. Then one would direct one's attention to the age at which men matriculate at Oxford. What is the general age at which young men go up to Oxford?—The normal age is 19.

23,047. Then, if four years were required to graduate with honours, that would mean 23, would it not?—Yes.

23,048. And if the object was that a man should go from college to the examination without any intermediate time spent at crammers, what would you say?—I quite agree to it. I think that is very desirable. But when I say that the normal age is 19, a man is generally 19 before he comes up; he is very likely 19½ before he comes up, or he may be. I have forgotten exactly, but I think the age limit for the Civil Service examination is fixed at the 1st of August—your secretary tells me it is the first day the examination begins, and I feel pretty sure that it would exclude an appreciable number of our men if the age limit were lowered; but I agree that it is very desirable that a man should, if possible, take his Civil Service examination as soon as he leaves the university.

23,049. Do honours men, as a rule, now prefer the Civil Service to commercial or industrial occupations, do you think?—I think probably they do, but at the same time it seems to me that there is an increasing desire among university men to go into business, and I believe that there is an increasing desire on the part of business men to get university men.

23,050. We have had evidence to that effect. But, in your opinion, does the Civil Service exercise more attractions upon honours men than the professions do?—I am inclined to think it does with a man who has any chance of getting into the Civil Service. I think they like what is a certainty after all.

23,051. That being so, is there any disposition on the part of the university authorities to adjust the curriculum to the requirements of the Civil Service examinations?—I do not think the Civil Service examinations have caused us to alter our curriculum, and I should be sorry that they should have that effect.

23,052. If the curriculum is not altered—if it is directed more to the general cultivation of a man's mind than to preparing him for a particular examination, is there any arrangement made whereby assistance can be given to men who aim particularly at

going into the Civil Service; are there any lectures particularly adapted for them?—No, not in the ordinary university course; but there is teaching, which a good many men now have after they have gone in for their final honours school. A good many of them now go to Mr. Sturt who, with other lecturers he employs, lectures to men for about six weeks before they go in for their examination. Apart from that, there is no special preparation for Civil Service candidates.

23,053. That is, of the nature of special preparation though free from its more objectionable features?—Yes, certainly.

23,054. Could you tell us anything of the help that is given by the University of Oxford to men of slender means to get from the ordinary secondary school to the university?—I have brought a few statistics with me; I thought I might be asked that question. I can give some statistics which are statistics covering the university, and some from my own experience, which I think might be interesting to the Commissioners.

23,055. If you please?—I have some details here as to the amount of money that was spent or, perhaps I should rather say, that was offered in the way of scholarships and exhibitions during the last academical year, that is to say, 1911–12. It is very difficult to get them quite accurate, and it is sometimes rather difficult to know how to classify the different scholarships, but according to the figures I have here, which, at any rate, are approximately correct, there was offered in the way of open scholarships, that is to say, scholarships that are open to all candidates whether of limited means or not, 10,557*l.*—of course, under certain limits of age.

23,056. And on submission of certain certificates, I suppose?—They all have to produce certificates of good character, of course.

23,057. But there is no limitation to boys of particular schools?—No, not in these open scholarships. I am coming to the limitation to schools.

23,058. But these 10,000*l.* worth of scholarships are free and open scholarships?—Yes.

23,059. (*Sir Donald MacAlister.*) Is that 10,000*l.* a year?—No, that was offered in the year. The amount spent on scholarships and exhibitions is probably not less than 60,000*l.* a year. Scholarships are held for three, four, or five years.

23,060. (*Mr Hoare.*) Is one year very much like another?—I think so; I do not think there is any reason to suppose there would be any great difference.

23,061. (*Chairman.*) I suppose there is no religious qualification?—No, certainly not in ordinary cases.

23,062. For these open competitions?—Oh, no. Then in the way of close scholarships, that is to say, scholarships attached to particular schools, the sum I have down is 3,335*l.*

23,063. May I ask you how many scholarships are covered by the 10,000*l.* open scholarships?—154; and then the amount limited to men who are in need of assistance was 1,757*l.* 12*s.* There may be a slight inaccuracy in those figures, it is extremely difficult to get them quite right, but I feel sure they are approximately correct. The total of that adds up to 15,649*l.* 12*s.*, but I should like to make one or two observations about them, if I may. In the first place it will be understood by the Commissioners that many of these open scholarships are, as a matter of fact, held by men who are in need of assistance. The number of rich men who hold scholarships is very small, in my experience—very small indeed. Then I should like to give the Commissioners a few figures which are from my own experience in my own college; they are very few, but they may be of interest.

23,064. (*Sir Kenneth Muir-Mackenzie.*) May I ask, do you mean by a rich man any man who could go to college without assistance?—Yes, that is roughly what I mean. At my own college we have certain valuable scholarships of 100*l.* a year (which is more than most scholarships are worth) which are confined to men of limited means. When men apply for those scholarships we send out a paper of questions, and in that paper of questions we ask the parents, "What is your professional income?" "What is your private income?" and we also ask, "How many children have you?" I have put down here a few details from my experience of the last six years—of course, I give no

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

names. I may give you the details in this way. I will give you a column of the professional income and a column of the private income. I have got 11 cases here. I should say that I have taken the last six years simply for this reason, that I do not keep these statements beyond a certain time; I generally keep them only as long as the man is with us, because we may want to know whether he requires further assistance, therefore I have destroyed other statements. This covers, therefore, only the last six years: (1) professional income 130*l.*, private income nil; (2) professional income under 2*l.* weekly, private income nil; (3) professional income 200*l.*, private income nil; (4) professional income 80*l.*, private income nil; (5) professional income 220*l.*, private income nil; (6) professional income 200*l.*, private income nil; (7) professional income none, private income between 80*l.* and 90*l.*; that is the case of a widow; (8) professional income 250*l.*, private income 20*l.*; (9) professional income 36*s.* weekly, private income none; (10) professional income none, private income 80*l.*; (11) professional income 232*l.*, private income none. Then I should like to point out that of the candidates who have been elected in these cases, five have been elected to scholarships or exhibitions, mostly to scholarships, which are not limited to men in need of assistance, and that is one of the points that I desire to make, that it must not be supposed for a moment that the money which is spent on open scholarships does not assist very largely men of limited means. Then there is another point which I should like to put before the Commissioners, that is that many colleges, have, in addition to their scholarship fund, a fund which they administer in the way of grants of money privately—at any rate not after advertisement—to students in need of assistance. Taking my own college last year—I have not got the exact figures, but I know in round figures we spent 480*l.* in the way of grants to students in need of assistance. I may add that I know of another college where about 500*l.* has been spent in the year; so I was informed by a college tutor. I therefore desire to point out to the Commissioners that there is a good deal spent on men of limited means which does not appear at all in the advertisements of scholarships.

23,065. Have you any note of the number of scholarships to be held at Oxford which are given by county councils and brought up to Oxford from secondary schools?—No, I am afraid I cannot supply that. I dare say I could obtain the information by writing round to all the colleges, but I have not got it. I have got a rather striking fact, which I only learnt quite recently, but I think it might possibly interest the Commissioners; I have it really quite accidentally. This is the case of the Oxford High School. I am told that since the present head master has been there, that is since 1888, there have been 109 boys sent to Oxford High School with scholarships from elementary schools, and of those 80 have passed into the university. That is only an illustration.

23,066. What is the cost of living; how cheaply can a student live at Oxford?—It depends, of course, upon whether he is in a college or is a non-collegiate student.

23,067. Will you give us estimates for both?—We think we have given you a statement of the cost of the non-collegiate system on page 8 of our Answers. Under the non-collegiate system a student can limit his annual expenses to about 52*l.* That would not include clothes and travelling expenses and so on, and what other expenses he may be put to in his vacations; that is, of course, a very difficult thing to estimate. If you take the case of the colleges, putting aside Keble College, which has a fixed charge which it makes for each term in advance—if you take my own college, which I should think is not very exceptional one way or another, our men can keep their expenses to something under 40*l.* a term, that is to say 120*l.* a year. I think if a young man comes up with a college scholarship of 80*l.*, or it may be even, as it is sometimes with us, 100*l.*, and if he has a county council scholarship also, which I believe are something varying from 50*l.* to 70*l.*, he can pay his way.

23,068. Can he take part in the college life and pay subscriptions with 120*l.*?—Yes, I think so. I do not

say that he could do a great deal of entertaining; I should not like to say that; but I think he can live the college life for that sum. I am speaking now of a man's college bills, which include board and lodging, tuition fees, and college and university dues.

23,069. (Mr. Shipley.) Can you state what the Keble College fixed charge is?—85*l.* a year.

23,070. (Miss Haldane) Does that 40*l.* a term include undergraduate clubs and things of that kind?—Yes, 40*l.* would. We have a regular college subscription for clubs and things of that sort. I do not wish it to be understood that a man would not have to be very careful about his expenses, but I have satisfied myself—I have looked quite recently at the college battels—that many of our scholars spend just under 40*l.* a term.

23,071. (Chairman.) That is cheaper than they can do it at Cambridge, according to the evidence of Dr. Tanner yesterday?—I think there must be some mistake about that.

23,072. (Mr. Graham Wallas.) You have to add to those the whole cost of clothing, books, and travelling, and the expense of maintaining the man during the other 26 weeks of the year?—Yes. I feel sure that there must be some mistake. I do not think it is likely that Oxford is cheaper than Cambridge. But I also wish to make it plain that I do not mean that the bulk of our men only spend 40*l.* a term; I only mean that it can be done without any very great difficulty, with care of course.

23,073. 40*l.* a term is the college battels?—Yes, 40*l.* a term includes board, lodging, tuition fees, and college and university dues, and subscriptions to athletics.

23,074. (Chairman.) But you are satisfied that if a man from a secondary school did manage to get an open scholarship at Oxford and also brought a scholarship with him of, say, 50*l.* or 60*l.* from the county council, he would be pretty well able to get through?—Yes, that is my strong belief.

23,075. In regard to competitive examination, are you satisfied that a *viva voce* examination is not desirable in a competitive examination?—I should like to know what the *viva voce* examination is intended for.

23,076. A written competitive examination shows what a man knows, what knowledge he has acquired; do you think that a *viva voce* examination would enable the examiner, especially if the examiner was carefully chosen, to form any idea of the alertness of mind and quickness and accuracy of perception of the candidates, which cannot be inferred from written papers?—If the *viva voce* examination is intended merely as an intellectual test, I do not think you gain very much from it really; and I also think it is a very dangerous thing, as so much depends upon the skilfulness and acumen of the examiner. I quite admit that it may be required for certain special posts, or that it may be desirable for certain special posts, but I think it would be a risky thing to introduce it as a regular part of examination for all candidates.

23,077. Do you admit that a written examination does not enable you altogether to judge whether probably a man will be successful in dealing with practical affairs?—I think it is a very good test of his intellectual capacity; but there are other things that enter into a man's capacity for practical affairs, and no doubt the examination does not throw light upon them.

23,078. Could you make any suggestion by which, at an open competition, some information might be gathered upon these points. Up to this time we have been told that the best way of getting information upon these points is by knowing what the candidate's past record has been, what his school record has been, and what his college record has been; and if you could restrict your competition to men from schools or from colleges which preserve such records you would probably be able to get what you want. But you cannot restrict competition in that way?—No. And then there is the further difficulty that you cannot tell that the estimate that you get from one school is co-ordinate with the estimate you get from



17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

another. You want to know something of the person who gives the certificate.

23,079. Are you of opinion that a man's papers ought to be examined by two men?—Yes, I am of that opinion, if it is possible.

23,080. Why should it not be possible?—I do not know. I have no means of judging about it; I have never had anything to do with the examination, but I suppose there may be difficulties in getting out the list in time, and so on.

23,081. It would be a matter of expense, I suppose?—It would be a matter of expense, but I think certainly if it can be done it is very much better to have two opinions than one.

23,082. (*Sir Donald MacAlister.*) I observe on page 4 of the Summary of the Hebdomadal Council they express the opinion that, "The reforms promulgated in 1904, whereby the number of subjects was limited and the margin of age for India raised to the same limit as that for the Home service, have greatly abated this mischief." Do you mean there to refer to the limitation of the maximum number of marks that can be obtained?—Yes.

23,083. I take it that the object was to diminish the temptation to take a number of extraneous subjects for the purpose of adding to the marks?—That is what I understand.

23,084. It has been suggested to us from a number of quarters that the process which has led to that improvement might be continued a little further, and that the maximum might be still further reduced on the ground that there are still temptations to take extraneous subjects beyond what a man has taken for his regular university course. Have you any views on that point?—I am not sure that I am very competent to express an opinion because, as I have already told the Commissioners, I have never lectured to men or prepared men for the final schools, and, therefore, I have no experience of my own as to the desirability of further limiting the subjects; but I do not see any objection to the present state of things. I think it does not seriously interfere with a man's studies if he has to take up some extra subjects in order to make certain of getting marks in an examination. It does not mean very much. If a man takes certain subjects at Oxford he can get in with a very little addition to those subjects; and personally I do not think there is anything to quarrel with in the examination.

23,085. I gather that if he takes certain subjects at Oxford he needs to add very little in the way of extraneous subjects?—I think so.

23,086. But if he takes other subjects at Oxford he has to add a great many extraneous subjects?—Yes; but, if I may say a word about that, it is obvious that I was referring mainly to the School of *literæ humaniores*. It is quite true that if a man takes *literæ humaniores* he has not got very much else to add; perhaps he takes English literature, or English history, or, possibly, political economy, which hardly enters into *literæ humaniores*; but at the same time there is this to be remembered, that some men take other schools, and a history man, for instance, probably will take his degree in three years instead of four years, and, therefore, he has a whole year in which he can prepare himself in other subjects.

23,087. But if he has to take a few extraneous subjects of that kind he does it outside the regular curriculum provided by the university?—Not necessarily; he may go in for another school, or he may read for a diploma, or something of that kind.

23,088. If he does not do that, these subjects, like political science and so on, which you say involve a little extra work, would merely serve the purpose of increasing the maximum number of marks that he can hope for, but have they any serious educational value in regard to his work at Oxford?—I think it depends upon how much time the man gives to them. If he can give a whole year to them he will make something of them, especially as he would have been pretty well trained by his previous experience.

23,089. You would not ascribe the same value to these extraneous subjects educationally or intellectually

as you would to those which he had seriously studied for his degree?—I cannot say that I should.

23,090. What I am coming to is this: there seems to be a tendency on the part of those who have previously given evidence to think that the limits of the Civil Service Class I. examination should be more or less made to correspond to those of the honours school that a man has taken, whatever that honours school may be, in order to secure that that examination shall be a competition testing the product of university training?—I quite appreciate that.

23,091. And that the element of what I might call perfunctory study (because it is very often perfunctory study) might be eliminated?—Of course if it is very perfunctory, I agree.

23,092. For example, to limit the maximum number of marks obtained by a candidate to 5,000 instead of 6,000 might have that effect?—It might; but as I say, I do not think my opinion on that point is worth very much.

23,093. But you would confirm the impression that the present scale, 6,000 as the maximum, does make it specially favourable to a man who has taken Greats?—I think that is so.

23,094. (*Miss Haldane.*) To go back to the question of cost, could you tell me how many men there are who have, perhaps, scholarships sufficient to carry them along in college—not during their vacations—without any assistance from their parents?—Do you mean in the university in general?

23,095. I mean, how many men get scholarships and exhibitions, say county council scholarships and college scholarships together, that are sufficient to carry them along?—I am afraid I cannot give you any statistics about that.

23,096. You have no rough idea how many men can really go to the university without having help from their parents during the session?—No. I cannot give you any information about that. I have not any means of answering that question.

23,097. We have had a list from Cambridge from which it appeared that about one-fourth of those scholarships, etc., would give men sufficient to carry them through their college course without extraneous help?—I cannot give you any information about that off-hand.

23,098. I suppose you feel that poor men benefit very much from coming into their new surroundings?—I think very much.

23,099. Do you think, on the other hand, that richer men also benefit by coming in contact with those who come from a different kind of surroundings, and, more particularly, those men who are going into public life who will in future meet persons in every class of life?—Certainly. I am a great advocate for the poorer and richer classes mixing together.

23,100. You think there is benefit on both sides?—Yes, on both sides.

23,101. In your summary the 52<sup>l</sup>. is for those who, while being members of the university, are unattached to any college?—Yes.

23,102. That means, does it not, that they have not the benefit of the social life of the university?—I should not like to say that they have none of the benefit of the social life, but they have not so much benefit as a man living in college. I mean that there is a certain social life among the non-collegiate students; they have their clubs, and so on.

23,103. But they do not mix with the others?—Of course, it is quite open to them to do so; they go to the same lectures as others, and they get to be known.

23,104. (*Chairman.*) Are they eligible for membership of the Union?—Certainly.

23,105. (*Miss Haldane.*) Can you say what is the future, as a rule, of the non-collegiate students?—I cannot answer that.

23,106. Are there many teachers attending the university?—There are a certain number, but I have not got any statistics about that; I could not say. A certain number of the non-collegiate students are rather senior men who do not want to enter a college.

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

23,107. Have you many future teachers in State-aided schools who are members of the university?—We have some men who are training to be teachers.

23,108. Have you a large number of men who are training to be elementary school teachers?—We have some. I have not got the statistics, but I could supply the number who are training in that way.

23,109. And I suppose a large number are training to be secondary school teachers?—I wish there were many more. I am sorry to say that comparatively few men seem to me to come to Oxford now with the idea of becoming teachers in secondary schools. I do not think the teaching profession is very popular at the present time amongst our men.

23,110. (*Sir Donald MacAlister.*) I suppose that a considerable proportion of the non-collegiate students pass into one or other of the colleges during their career?—Yes, a certain number do; every term there are men passing into colleges.

23,111. (*Miss Haldane.*) Are there a considerable number of women attending the university who are intending to become teachers?—Yes.

23,112. Have you any figures as regards their numbers?—No, I have not.

23,113. (*Mr. Hoare.*) We had some rather full figures yesterday from Cambridge in reference to scholarships, and I should like to know whether you could obtain similar figures for us with regard to Oxford. We had, for instance, figures of the supplementary grants made by the colleges. I suppose those were the grants you were referring to?—I have no doubt that I could obtain the information you want by writing to the colleges and asking them how much they grant in the way of supplementary grants. In my own college it would be the sum I have already given, 480*l.*, that we have granted, in round figures.

23,114. (*Chairman.*) If we sent you a form you could supply the information?—I will endeavour to obtain any information that you want.\*

23,115. (*Mr. Hoare.*) There was a third heading of school scholarships and exhibitions?—You want to know from what schools the scholars come?

23,116. Not the schools from which they come, but the amount of the school exhibitions. 4,518*l.* is the amount given us for Cambridge?—Probably I can supply any figures if you will tell me exactly what you want.\*

23,117. Otherwise it is difficult to know exactly what the scholarship provision is. Have you had any experience at Brasenose of county council scholars?—Yes, we have some.

23,118. Has your opinion of these men been on the whole favourable?—Yes. I do not think we have any reason to find any fault with the awarding of the scholarships.

23,119. You think they have been awarded carefully and well?—Yes, I have no reason to think otherwise.

23,120. With reference to the cost, has there been any movement in Oxford lately to attempt to reduce the cost of living?—For some time past the domestic bursars have held meetings twice a year, and conferred together as to possible means of effecting economies. That has been going on for some time, and I believe it has borne fruit.

23,121. It would be correct to say, would it not, that you would be anxious to get the cost of living down as low as possible?—Certainly, I quite agree with that.

23,122. With reference to what you said about *viva voce* examination—a *viva voce* examination is very common in Oxford in various examinations?—Yes.

23,123. Is it solely used as an intellectual test?—Solely, if you are speaking of the university examinations.

23,124. University or college examinations?—I must draw a slight distinction there. So far as the university examinations are concerned, undoubtedly the *viva voce* examination is solely directed to testing a man's intellectual ability. If you take the college matriculation examination for admission to the college, I think other things are taken into consideration. In that examination a college naturally thinks a good deal of the testimonials it receives as to a man's

character and the impression that they form of a man's character on a *viva voce* examination. I think there is generally weight attached to considerations of that kind. At any rate, so far as the university is concerned, there is no doubt that the *viva voce* is intended to find out what a man's capacity is.

23,125. Do you find that the supplementary test by a *viva voce* examination in the colleges is useful in taking into account considerations other than purely intellectual considerations?—I think it probably is. Of course, it is of great importance to a college to have men of high character. Moral considerations certainly come in. I think it is useful to *viva voce* men to form some judgment of the likelihood of their being good members of the college.

23,126. Do you think that those advantages would apply to the public service if such a system were adopted?—I think it would be very difficult.

23,127. What is the distinction?—The distinction is that men in a college are living together very much, and they influence one another very much, and it is extremely important that there should be men of high tone and character in college.

23,128. Do not you think that equally applies to the public service?—I think it is a different thing. There is not the same close society as there is in a college where men are in constant contact with one another and influence one another very much. But it is a test that has to be very carefully used; it is a difficult test to apply, and there is always the danger of making mistakes unless one is very careful.

23,129. Is the number of non-collegiate students increasing?—I do not think it is increasing.

23,130. Can you say what is the number?—About 220 undergraduates.

23,131. Would it be true to say that several distinguished men have been non-collegiate students?—No, I do not think it would be true to say that there have been a very large number. Of course, there are men who, as Sir Donald MacAlister has said, pass from the non-collegiate body into colleges.

23,132. Do any of them take a prominent part in university life?—I should think it is very rare.

23,133. For instance, have any of them been President of the Union, or in some similar distinguished position?—There have been one or two cases apparently, but I do not think there have been very many; I cannot say offhand.

23,134. (*Mr. Shipley.*) Could you furnish us with a list of the number of men who have taken each of the nine honours schools that you mentioned; we have had a similar list furnished from Cambridge?—Yes, we could easily provide that. Do you want the average of a few years.

23,135. One year would do—say the last year for which you can give the numbers?—We can easily furnish that.

23,136. Do you think that a reduction in the total number of marks in the Class I. examination of the Civil Service would lead to increased specialism; would it lead to a narrowing of the reading of a man?—As I said before, I really do not feel competent to answer questions about that examination because I have no experience. I should very much regret an increase of specialism. If it should have that effect I should object to it.

23,137. You feel quite clear that lowering the age of entrance into the Civil Service Class I. would be detrimental to Oxford?—Certainly.

23,138. Do you think it would exclude a great many Scotch candidates coming from the Scottish universities?—Yes, I think it is probable.

23,139. To go back to the question of expense: at Cambridge we have five colleges who make inclusive terms, not for all their students, but for such students as wish it, and in one college the number, I think, is 30. Of course, the average is different, but at Selwyn it is 27*l.* a term, at Emmanuel 21*l.* to 29*l.*, at Queen's 21*l.*, at Downing 25*l.*, and at St. Catherine's 29*l.*, and, of course, for non-collegiate students it is equally cheap or cheaper. I gather that at Keble College there is an inclusive charge?—Yes.

\* *Vide* Appendix LIV.

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

23,140. Is there at any other college?—I do not think there is.

23,141. Could you tell us what the Keble figure is?—85*l.* a year, paid in three instalments. You will find all the information in the Oxford University Handbook, of which I will furnish a copy; it has been brought up to date for the Congress of Universities.

(Mr. Shipley.) We have a corresponding book for Cambridge. In every case the terms vary in little details according as one college allows washing and another allows lights, and so on.

23,142. (Miss Haldane.) Do any of the scholarships of which you have been talking go to women?—No.

23,143. (Mr. Shipley.) I see the charge at Newnham is from 30*l.* to 35*l.* a term?—It is something like that at Oxford in the women's colleges.

23,144. Is the non-collegiate Board at Oxford subsidised by the university?—Yes, 1,000*l.* a year.

23,145. I see it is more happily situated than the non-collegiate Board at Cambridge. From your experience as a teacher and the head of an Oxford college of the normal type, you would not, I take it, agree with what one occasionally reads in the papers, that Oxford is the rich man's playground?—I do not agree with that at all; there are a great many poor men, and very poor men, at Oxford.

23,146. (Sir Kenneth Muir-Mackenzie.) With regard to what you said about the cost of living, and that there was an attempt being made by the bursars of the colleges to reduce it, the general cost of living I suppose is really higher, is it not, because prices generally are higher, and it must take them all their time to keep the cost of living where it is?—As a matter of fact we have succeeded in reducing the cost of living a good deal. Since I have been at Brasenose I am quite certain—I have not got the figures with me—that the cost of living is much lower than it was some years ago. I am looking back over 40 years. One thing that was done was that many of the colleges now have got stores from which they supply groceries and other things at a reasonable cost, and that has considerably reduced the cost of living.

23,147. Are there any means of influencing the cost of living, not in those respects where the college has direct control as it has with stores in the general charges for battels, and so on, but I mean in the general style in which men live?—No, there are none. One may, of course, get to know in some way that a man is spending too much money, and, if so, that would be a matter for his tutor to investigate; but I cannot say that there is any machinery to provide against extravagance.

23,148. With your considerable experience would you say that Oxford is more extravagant or less extravagant than it was, say, a generation ago?—Much less extravagant.

23,149. You said just now that you thought that the business of being a teacher was not popular at Oxford as regards secondary schools. Did you mean that there are not many men at Oxford now who go in for being masters at our public schools?—Yes, I did mean that. I should say that when I first came to Brasenose if I asked one of our classical or mathematical scholars what he intended to do, he very often said he wished to be a schoolmaster. I find now that it is very rare for a man to say when he comes up that he wishes to be a schoolmaster; he is sometimes driven into it a little against his will, but comparatively few men nowadays, so far as my own experience goes, look forward to becoming masters, even in the big public schools, when they come up.

23,150. Does the Civil Service compete largely in that matter?—I think it does very largely.

23,151. Is that because the pay is better?—I think so, because the pay is better and it is secure.

23,152. Is it really more secure than that of a mastership in a good public school?—Well, it has to be a very good public school; I mean a school which has a very assured position. But I do not think for one reason or another that the scholastic profession is very popular nowadays. I am very sorry for it.

23,153. I want to ask you one or two questions with regard to the *viva voce* examination, that is to say, the investigation as to a man other than on paper. Fellowships to some extent correspond more nearly to the competition for the Civil Service than scholarships, because they are given at the same age practically. Is much account taken at Oxford of men's records or the impression they may make in *viva voce* in the election of Fellows. Do you elect Fellows simply on paper examination?—Perhaps I ought to distinguish. There are official and non-official Fellows at Oxford—they may be differently styled in different places—but some are Fellows whom you elect in order to do work in college, and eventually to become tutors, and so on, and others are Fellows whom you elect as prize Fellows or non-official Fellows, or whatever you like to call them. I think that considerable weight is attached in the election of official Fellows, that is, men who are going to be teachers and tutors in the colleges, to what you may know of a man's character and the impression you may form of him in an interview with him; but in the case of prize Fellows I do not think it enters in in the same way.

23,154. Do you think that you are able to make an effective and useful examination of a man under those circumstances when you want a Fellow of the college, and it is important, as you say, from the point of character and so forth?—I ought to have added, what I forgot to say, that we do not very often examine for official Fellowships nowadays; we generally depend upon the man's record in the schools, and we know what a man has done, that he has taken a first class in *literæ humaniores* or mathematics, or whatever it may be, and we know what his record is; and then we get testimonials, of course, and we also interview a man; but we do not, as a rule, nowadays examine a man on paper for an official Fellowship.

23,155. Is that a change from our time?—Yes. I myself was examined, but I was one of the very last—I will not say quite the last that was examined; we only went on for about five years afterwards doing it, and since then we have always, at Brasenose, elected an official Fellow without a written examination.

23,156. (Sir Henry Primrose.) With reference to that last examination, after all there is a great difference between selecting a man for a single place which you know all about, and selecting men in large batches for a number of places of very varying kinds?—That is so. I hope I was not misunderstood as advocating this *viva voce* examination. I think it may be desirable in certain special cases, but I was not in any way advocating it as a general thing for the Civil Service.

23,157. (Mr. Boutwood.) As regards the 11 cases that you mentioned in connection with your college, do you know the occupations of the parents?—I have not got them here. I think I could supply them, but I should prefer not to do so, because I do not want the men to be in any way identified. I have, as a matter of fact, made a list of our men who have got into the Civil Service since 1894, and I have got notes as to the parentage of all those men, and they are very various.

23,158. (Chairman.) Will you look at Appendix B that was given us by the representative of Cambridge University (*handing the same to the witness*)?—In our case some are simply given as "of slender means" or "means limited," but some, I think, are sons of shopkeepers, and so on. I know at the present moment, for instance, of the son of a shopkeeper and the son of a carman.

(Mr. Boutwood.) The thing that I have in my mind is this. We have had that statement from Cambridge and we have had even longer particulars from some of the Scotch universities showing how various are the social classes that they draw from, but practically we have nothing of the kind from Oxford.

23,159. (Chairman.) I think, if it will not inconvenience you, it would be desirable to have something of the same sort from Oxford; otherwise an inference may be drawn that would be unfair?—If you will let me know exactly what you want, I will endeavour to furnish it.

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

23,160. I think you might follow the Cambridge method without mentioning any names?—Certainly, and without identifying them with any locality. I have a list here of about 60 Brasenose men who got into the Civil Service since 1894.

23,161. We are not so much interested in that as we are interested in the men who got to Oxford; we want to know that Oxford does not exclude the poor man?—I think we can supply that. You want to know about selected cases?

23,162. No, not necessarily selected cases, but cases showing that there are poor men at Oxford, and by what means they have been able to get a university education?—I understand.

23,163. (Mr. Graham Wallas.) You have kindly told us that you would give us some figures showing for last year, or some year, the percentage of men taking the various honours schools at Oxford; would it be possible for you to add to that a couple of other figures showing the tendency of the changes that are taking place in those percentages—say, the figures of 10 years ago and the figures of 20 years ago?—Yes, quite easily. You want to know the total number who have got honours in the final schools covering a period of 20 years at intervals of 10 years?

23,164. Yes; say last year and 10 years ago and 10 years before that?—You mean taking all our schools together, the percentages that have gone in for *literæ humaniores* and so on.

23,165. Showing whether an increasing percentage go in, say, for mathematics?—Yes.

23,166. (Chairman.) Supposing that 200 men take honours in a particular year, we want to know what is the percentage of men who take *literæ humaniores*, and so on?—Yes.\*

23,167. (Mr. Graham Wallas.) The general tendency in the last 20 years would be for what one may call the modern humanistic school somewhat to increase—history in particular and modern languages—I think, would it not?—Yes.

23,168. You also kindly gave us some particulars as regards 11 poor men to whom scholarships were supplied at Brasenose. Could you give us the numbers from whom those 11 were drawn?—The total number from which these eleven are drawn is 29. All of them were candidates for emoluments limited to men in need of assistance, but the 11 were especially needy.

23,169. I just wanted to know from whom they were selected—the number from whom they were selected?—Yes, I appreciate that; but you will understand that the whole number from whom they were selected were of limited means.

23,170. Now I want to ask you two or three questions arising out of what Sir Donald MacAlister spoke about as to the value of certain selected subjects for the Class I. examination. I am supposing that a man has gone through with industry, and a certain amount of wide reading, the full course for classical Moderations and *literæ humaniores*; he takes both Greek and Latin translation, and prose and verse composition, and literature. All those subjects might be taken, or would be taken, by a diligent scholar taking the full course in classical Moderations?—Yes, except that an increasing number of men do not do verse composition; but, subject to that reservation, I quite agree with what you say.

23,171. Have you ever had any complaints that a diligent and wide-reading scholar, taking the Oxford Moderations course, cannot find in the papers which are set for the Class I. examination a sufficient number of questions which are covered by his reading and working?—No, I do not remember having heard that said. I suppose he would always take something beyond; I think they always do take something else—for instance, English literature or English history.

23,172. I am only just dealing, for the moment, with that particular subject?—No, I have not heard that said.

23,173. Then he gets for that 2,200 marks out of his 6,000?—Yes.

23,174. If he takes Greek and Roman history he gets 1,000 marks for those?—Yes.

23,175. Again, have you ever heard any complaint that a diligent student, taking Greek and Roman history in *literæ humaniores*, does not find a sufficient number of questions in the papers set which are covered by his work?—I do not think I have ever heard that said. I am not quite sure that I am in the way of hearing such things said.

23,176. A good student of Greats would take the philosophy paper?—Yes.

23,177. For which he gets 600 marks?—Yes.

23,178. He would take that on his ordinary reading?—Yes.

23,179. He would take the logic and psychology paper, which, again, he could take if he were a really diligent student on his ordinary work?—I should think so; but I am not very competent to speak about the Greats work.

23,180. He would take the political science paper?—Yes.

23,181. He will always have considerable practice both in Greats and Moderations in English composition?—Certainly in Greats, considerable practice.

23,182. Then it is more doubtful whether he would take political economy and economic history; that is a special subject?—That is a special subject.

23,183. Which he might or might not take?—He would be unlikely to take it as a special subject.

23,184. But with that exception, that he might not take the special subject of political economy and economic history, he does get the full 6,000 marks out of that run of studies; the totals I have given you add up to 6,000?—Yes, I dare say that is so. I have not absolutely followed the figures, but no doubt you are correct.

23,185. Now do you know of any other course of study at Oxford by which he could in the ordinary run of study get anything like that total?—I suppose it would not be so, but I have not the whole details very clearly in my mind.

23,186. Now I want for a moment to put aside the marking of the various subjects in the Civil Service examination and to consider the provision for teaching the various subjects that is made at Oxford, supposing, for instance, that for the Civil Service examination a man desired to take law, philosophy, and modern history together?—All at once, do you mean?

23,187. If he wanted to take the Class I. examination in all those subjects, you would say that that is educationally a defensible group of subjects, would you not?—I should not have thought that was a very good combination.

23,188. Then I will cut it down. Law and modern history is a defensible group of subjects, is it not?—Yes.

23,189. How would he go to work if he wanted to be taught at Oxford both law and modern history?—He could do it quite well; he could take history in three years and take law in his final year. A man can take double honours.

23,190. He can take them in four years, but he could not study the two subjects at the same time?—No, he could not; and I should not have thought it very desirable that he should.

23,191. If he wanted to add philosophy, he would also have to add a rather high knowledge of Greek literature and Greek history; he would have to take Greats if he wanted to be examined in philosophy?—Yes, he could not take philosophy without taking Greats.

23,192. Supposing he wanted to take philosophy and modern history?—Without taking *literæ humaniores*?

23,193. I want to see what would happen to him. He would have to take Greek history as well as other things, and he would find it very difficult to take both modern history and philosophy?—A man can take Greats and modern history if he chose to do so. He could do it in two ways. From the Civil Service point of view he would have to take *literæ humaniores* in three years, that is to say, he would have to omit honours Moderations, which he could do, and then he could take history in his fourth year. That would be possible.

\* Vide Appendix LV.

17 January 1913.]

Mr. C. B. HEBERDEN, D.C.L.

[Continued.]

23,194. But in no case could he take any branch of philosophy without taking the full classical side of *literæ humaniores*?—No, he could not be regularly examined in philosophy in any other school.

23,195. Then would it be easy for him to take a group consisting, say, of modern history, psychology, and modern literature, or modern history, political economy and literature?—No, not easily. I should doubt whether it would be very desirable. My own view is that it is better for a man to study one big subject and to study it well than, perhaps, to study three subjects not so well.

23,196. Would you say that modern history, modern literature, and psychology represented three big subjects that ought not to be studied together, whereas ancient history, philosophy, and ancient literature represented one subject?—I should have thought that the latter were more connected.

23,197. If he wanted to take any branch of philosophy, with high mathematics and science, that would be extremely difficult?—It would be extremely difficult.

23,198. Almost impossible to fit into a system, would it not?—I think it would be difficult.

23,199. Has it ever been proposed or discussed at Oxford whether provision should be made so that it might be more convenient to take other groups of subjects than those in classical Moderations and *literæ humaniores*?—There has been some talk of having a kind of *literæ humaniores* without Greek, or philosophy without Greek, but nothing has come of it at present.

23,200. At present nobody can take anything in the university unless he takes a certain minimum of Greek?—He cannot read for an arts degree unless he does so.

23,201. He cannot take any degree in the university, can he, unless he takes a certain minimum of Greek?—Not in arts, except an Oriental candidate.

23,202. At what period of his life at the university, supposing he is anxious to forget that minimum of Greek as quickly as possible, can he begin to forget it?—He can forget it from the very beginning, except so far as the Greek Testament is concerned.

23,203. Provided that he retains a minimum of Greek necessary to translate the Greek Testament?—Because he can pass Responsions before he comes into residence.

23,204. (Mr. Holt.) Do you consider that the education given at Oxford—and, of course, also at Cambridge—is the best training for a person who intends to become a Civil servant?—I do not know what would be better.

23,205. Let me put it in this way. Are you quite certain that a young man of 23 who has been educated at Oxford or Cambridge and goes into the Civil Service, is going to be a better administrator than a man of the same character and domestic circumstances who at 19 goes straight into the Civil Service?—I should have thought that the man who had had the longer intellectual training would have been much more efficient in the long run.

23,206. Would not the practical performance of administrative duties be of itself an intellectual training?—No, I should not think so. I dissent entirely from that. What do you mean by an intellectual training?

23,207. The performance of the duties he is called upon to perform in his office?—I should not call that an intellectual training.

23,208. Have you any such experience or knowledge of persons who have been successful in different walks of life as to enable you to say that those persons who have had a university training, when placed in competi-

tion with persons who have not, are, roughly speaking, more competent?—I do not know that I can say that I have had such experience, but I should have thought it a miracle if a man who was put into an office at 19, and had to do the work of the office at 19, would be eventually as competent and as highly trained intellectually as a man who was able to pursue his education for another three or four years longer.

23,209. For the purposes of that office?—I should have thought so.

23,210. You would have thought that the longer education was certain to make the man more competent for the purposes of his office?—I should have thought so, unless it was an office where the work was merely of a routine character. It depends, of course, to a certain degree upon what the work of the office is, but I take it that an office in the Civil Service is not of that character.

23,211. I am assuming an office in the Civil Service, and I am assuming that both persons are bound ultimately to rise to the highest position. You feel confident that a university training must produce a better man?—I do.

23,212. But you cannot say from knowledge whether, under similar circumstances, if the university-trained man is put in competition with the non-university-trained man the university-trained man has proved to be more efficient?—No, I could not say that because I have not had experience of people in the Civil Service; but I should like just to add that I do not doubt that there may be very exceptional men who may go into an office at 19, and who, through having exceptional qualities, may eventually rise to the very highest posts, but I think they would be very rare.

23,213. You think that what is known as special preparation for an examination is a bad thing?—It depends upon what the examination is, and I am not quite sure what you mean by special preparation; do you mean what we call cramming?

23,214. I mean getting up a subject of the examination specially for the examination?—I do not think that is a very wholesome thing. I think that you want to study the subject apart from the examination, if it can be done.

23,215. Might not the power of passing a sufficient examination at very short notice in a subject with which a man is unfamiliar be indicative of very valuable qualities for an administrator, as showing that he has the capacity of getting up a subject rapidly, and mastering it?—Getting up a subject rapidly I do not think means very much; it does not mean that you get to know very much of the subject. You get up a sort of minimum knowledge in a very short time, and that is no training for the mind at all. My whole point is, as I said at the very beginning of my evidence, that education is a long process, and the mere getting up of a subject in a rather smattering way, especially a big subject in a short time, is not a mental training.

23,216. Supposing you wanted to test a man's mental training, might it not be a very good test of his mental training that he was capable of getting up a subject at very short notice—as you put it, a smattering—in a sufficient way?—It might be a desirable test for a special occasion, but it would not show that the man had had a good training.

23,217. Would it not be a test of the sort of quality that a man requires to make a successful barrister?—I should have thought not.

Mr. R. F. CHOLMELEY, M.A., called and examined.

23,218. You are the head master of Owen's School, Islington?—Yes.

23,219. Whom do you come to represent?—The Incorporated Association of Head Masters.

23,220. Of what does your Association consist?—It consists of somewhere between 500 and 600 head masters of schools working under a scheme—secondary schools.

23,221. Working under a scheme prepared by the Department of Education?—Yes.

23,222. I understand that some of these schools are not generally understood to come under the definition of secondary schools. Some of them are larger schools, such as you mention in your memorandum, \* Westminster

\* *Vide* Appendix LVI.



17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

School and Clifton College?—Yes; the fact is that a head master of any school ordinarily known as a public school is eligible; but some of them do not condescend to belong.

23,223. So that the majority of the schools represented are what are known as secondary schools under the Department of Education?—Yes.

23,224. Manned by teachers who are appointed by the local bodies—education committees and county councils?—No, not necessarily. The teachers are appointed by boards of governors.

23,225. Some?—Most of them I should think. There are a number of municipal schools now growing up in which the teachers are appointed by education committees.

23,226. What proportion of the Association is composed of this class of schools; that is to say, schools under the local education committees?—You mean directly governed by education committees, without the intervention of a governing body?

23,227. Yes; the secondary schools that are governed by committees of the county councils, and so on?—That would be very difficult for me to tell you.

23,228. Very roughly, out of the total number in your Association, how many of the schools in your Association would be of that class, without a governing body? For my present purpose I do not regard a committee of the county council as a governing body?—I should say it would be a very small number.

23,229. In considering the Civil Service examinations, if you have no objection, I propose to begin with the boy clerk. Are you in favour of the class of boy clerk constituted as it is now?—No.

23,230. What, very briefly, are your reasons?—My reason is that they take away a boy from his higher education just about the time that he is beginning to profit by it.

23,231. And I suppose another reason would be that his employment is of a blind-alley description?—Certainly.

23,232. I suppose you are opposed to the arrangement by which, if the boy does not get a permanent appointment at the age of 18 his services are dispensed with?—Certainly.

23,233. So that you are entirely opposed to the boy clerk class as at present constituted?—Entirely.

23,234. Have you any views as to the minimum age at which a clerk of that description should be recruited. What, in your opinion, should be the minimum age fixed by the Government for recruiting clerks of the lowest class?—I should put it at not less than 16. One is always in rather a difficulty in making a statement of that kind from a purely educational point of view, because one does not know what the boy is going to be set to do, and one realises that that does enter into the question.

23,235. Let us say that the boy is recruited for the ordinary clerical service of the Government; do you think a boy to be recruited for the ordinary clerical service of the Government ought not to be taken from his school before the age of 16?—I think not.

23,236. That would be the minimum age. What would be the maximum age that you think should be fixed?—I think I should put that at 17.

23,237. How many chances would such an arrangement as that give the boy?—I suppose you could give him two.

23,238. Do you see an advantage in giving a boy of that age two chances?—I do not know that I do. What I had in my mind, and what I should like to see, would be that such a certificate, for instance, as the London senior schools examination, should be taken as a qualification.

23,239. A qualification in substitution for a competitive examination?—Not as a substitute for a competitive examination, but as a preliminary to a competitive examination.

23,240. As a qualification for admission to the examination?—Yes.

23,241. A sort of leaving certificate?—Yes, that is practically what it is; a boy may get it practically at

any time; that is to say, he may qualify, but he does not get the certificate until he leaves school.

23,242. Is that a practical proposal as regards all the London schools?—I should think it is.

23,243. As regards the London elementary schools?—Not the elementary schools. That suggestion of mine means that a boy shall really have had a secondary school course.

23,244. How many years would a boy who got such a certificate have been in attendance at a secondary school?—Anything from three to five years, or even more. It varies, because the age of entrance to the secondary schools varies so much. I get boys entering my school between 9 and 10, and I get them entering at 13 years of age.

23,245. Then you have an elementary section to your school?—It is not called an elementary section, but the work in the two lowest forms is of a rather preparatory kind.

23,246. Up to what age do the children remain in the two lower forms in your school?—Not as a rule beyond 12. Most of them not beyond 11 years.

23,247. Then they enter on a secondary school course?—Yes.

23,248. Would such a leaving certificate be difficult to provide, as a general rule, throughout England?—I do not think so. I think the general tendency is for secondary schoolmasters to consider this one of their aims.

23,249. We have had evidence to the effect that the education in contiguous areas in England may be of a very different standard?—Yes.

23,250. It may aim at a high standard in one place, and owing to the difference in the schoolmasters, at not so high a standard in another place?—That is so, undoubtedly.

23,251. Consequently, if you were to have a universal leaving certificate, it should be of a low standard?—That certificate, if I may quote my own case, which is the one I do know about, is taken by the third division of my sixth form. I think that most of the secondary schools of England ought to have a top, which is at least equivalent to the third division of my sixth form.

23,252. Do not you think the prescription of a standard would gradually raise schools up to the standard?—I think it would. I think that is very important.

23,253. That is a very important consideration in your opinion?—Yes, and perhaps I may say here that the Federal Council of Secondary Schools' Associations, of which I also happen to be honorary secretary, and which is made up of representatives of the secondary school bodies, is now memorialising the Board of Education on that point—the institution of a general standard.

23,254. Do they make any suggestions as to what the standard should be?—What they have said is that it should be of a standard that a well-educated boy of 16 ought to be able to reach, say, the fifth form, or the form next below the sixth in a secondary school. That was as near as we could get having regard to the great variation.

23,255. How would that standard compare with the examination (which is shown in the book before you), for the second division of the Civil Service, omitting book-keeping and stenography?—I have no personal experience of the second division examination, but I should say that the London senior schools examination, which we take ourselves, is a more educational examination than that. The point is that it is an examination on the school syllabus; it is not an examination in subjects prescribed by the examiners. They take our syllabus.

23,256. Looking at the examination on page 4 of the same book, which of those two examinations would approach more to your syllabus?—The "junior appointments" examination approaches more nearly to my syllabus; but, of course, it is a higher standard. That is taken by boys at the top of my upper sixth form.

23,257. But the boys in your top form would be able to come up to this standard—the "junior appointments" standard?—The best of my boys would. It is

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

very often a question with regard to a particular boy whether he will try for a scholarship at Cambridge or go in for the "junior appointments."

23,258. You say you are dissatisfied altogether with the boy clerk class as it at present exists. Do you know anything about the assistant clerk class?—No, I cannot say that I know anything except what I have read in the memorial from the second division. It is not within my own experience.

23,259. You know the assistant clerks are recruited from the boy clerks?—Yes.

23,260. And the boy clerks are recruited from the class that you say have not benefited adequately by the education that is appropriate to their age. What would you say to a proposal which would abolish the boy clerk altogether, and, consequently, abolishing the boy clerk would abolish the assistant clerk, and create a new class of clerk, to be recruited from boys between the ages of 16 and 17, or say, at a single age of 17, for permanent service; and thereby save them from the danger of losing their appointment at the age of 18?—Of course I should welcome that.

23,261. Do you think such a proposal as that would meet all the objections that you have urged to the boy clerk?—I think it would decidedly, because the two objections that I find to the boy clerks are that their education is checked at an important point, and that their occupation is not permanent.

23,262. And such a proposal as that would meet both those objections?—So far as I can see, it would.

23,263. With regard to the one or two examinations, is there any great advantage in giving a boy recruited at the age of 17 two chances of getting into the public service, so that if he misses one chance he may go in for the other. If there is only one chance he prepares for that, and if he misses it he turns his attention away from the Government service to ordinary commercial and industrial life?—Yes, he does.

23,264. Do you think there is an advantage in having only one examination for that lowest class in the public service?—I should see no particular disadvantage. I am not particularly in favour of giving him two chances, supposing that the entrance were, as I suggested, by a qualifying examination to begin with, which is practically an examination upon his school work, and particularly if that examination could be improved, as I think most of us would consider it would be improved by taking into account what is called the "school record."

23,265. Do I understand you rightly to say that you would have a qualifying examination before the competitive examination?—I should. I should not admit anybody to the competitive examination who had not got such an equivalent, as I hope we may some day set up, to the German *Abiturienten* examination.

23,266. (*Sir Donald MacAlister.*) You mean a qualifying certificate?—Yes.

23,267. (*Chairman.*) Such an examination resulting in the grant of a certificate would be held in the schools?—Yes.

23,268. Not a qualifying examination held by the Civil Service Commissioners?—No.

23,269. Until we reach that state of perfection in the schools do you think we should improve matters if we substituted for the boy clerk and for the assistant clerk classes, one class?—I think so, certainly.

23,270. And then it would be a still further improvement if, as the educational system in the country progressed, this leaving certificate were provided?—Yes.

23,271. Then you would insist that nobody should be admitted to the examination for a clerkship who did not possess this leaving certificate?—Yes, I would.

23,272. Did I understand you to say that you had no experience in regard to the second division examination?—No, I have not.

23,273. But you have had experience in regard to examinations for the junior appointments?—Yes.

23,274. From what class of schools do the boys who present themselves for the junior examinations come?—I think it is very difficult to generalise about that. I was looking at the statistics, for instance, in an Appendix to a report of the proceedings of this Commission,

and they were extraordinarily scattered. For instance, at St. Paul's school, where I was for 23 years before I came to my present post, I taught those boys from the time that the naval store clerks were invented, about 1903, I think, and I always had two or three candidates. It would be a sort of toss up whether they went in for that examination or for Sandhurst.

23,275. They came from that social class?—Yes. They would probably be poorer boys, because the great attraction was that the salary began at 100*l.* a year the instant you left school. Now I find, as I say, the best of my boys go in for that, the junior appointments examination—generally from three to half a dozen at the top of my school.

23,276. Are you able to say that the boys who go in for the junior appointments examination come from a richer or a better social class than the boys who go in for the second division?—I could hardly say, because I do not know enough about the second division, but on the face of it I should say they did, a little.

23,277. Do no boys go in for the second division examination from your school?—Not since I have been there. If they have got into the second division they have begun as boy clerks; that is to say, boys from my school.

23,278. So that the only recruits that you furnish to the Government service are those who go in as boy clerks and those who go in for junior appointments?—Yes. We have had it under consideration several times lately whether we should encourage boys to go in for the second division, and we have never been able to make up our minds that we could do it without spoiling our syllabus.

23,279. Then you have never really considered whether the scheme of examination for the second division should be retained or should be improved?—Only so far as to decide that it will not fit in with what I consider a reasonable school syllabus, looking at it from that point of view.

23,280. Do you think it is educationally a good scheme?—No.

23,281. Let us consider it from the point of view of age, and afterwards from the point of view of the subjects. Do you consider the age from 17 to 20 for the second division a desirable scale?—I should have thought not, because it does not seem to me to be either one thing or the other. It is difficult to see whether it is intended to catch the boy who is just leaving school or whether it is intended to catch him later. As I think I have said, as far as I can make out, it seems to be a survival from the days when boys went out into business in the hope of being able to improve themselves up to the standard of the examination by attending evening classes—and that might take some time.

23,282. Do you consider that the lower limit of age, 17, is undesirable. We have provisionally considered that, for the boy clerks, if there be a new grade in the Service, a suitable age might be 17?—Then it would seem reasonable that the second division should begin at 17 where the new scheme leaves off.

23,283. But what would be the higher limit of age for the second division in such a case as that, beginning at 17?—I do not know that I should put it above 18, but then I really do not feel that I have the experience to give a definite opinion on that. From our point of view the question resolves itself very much into the further question: what is the boy going to do in order to get through the examination?

23,284. What he is going to do in future life?—No. Supposing you have an examination at the age of from 17 to 20, how is the boy going to prepare for that examination? That is the question that presents itself to us particularly: what is his education going to be? When we see the age of 17 to 20, we know that that means that the boy is almost sure to spend a great deal of time preparing for that examination and nothing else, and that is the thing we object to.

23,285. Taking your school as typical is there any age above 17 which will coincide with the termination of a distinct educational programme?—Yes, I think 18 years would.

23,286. Would there be a programme which would be finished above 18, say at 19 or 19½?—No, I think

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

not, because after 18 the boys who stay at my school and at most secondary schools are boys who are preparing for something definite—specialising for scholarships or something of that kind. We push the specialising age back and make it as old as we possibly can, but after 18 they are practically all specialising. They do three things: they go in for the London University Intermediate B.A. or B.Sc. Examination, they go in for scholarships at Cambridge, or they go in for the junior appointments.

23,287. When is the secondary course of education in the county council schools supposed to terminate—at what age?—You mean the schools actually organised by the county councils?

23,288. Those schools that are managed by the special committees about which we spoke in the early part of your examination?—Do you mean schools such as mine or do you mean schools that are directly governed by committees of county councils?

23,289. The latter is what I mean?—I do not think there would be any great difference. They would put the minimum age at which it was supposed to end at 16; but you will find in many parts of England there is extraordinary difficulty in keeping the boys to that age.

23,290. Will you find in the greater part of England that boys will have left these schools when they get to the age of 18?—Yes.

23,291. You will not find boys remaining on unless they are preparing for particular examinations up to the age of 19?—No.

23,292. But do you find them there when they are preparing for a particular examination?—Yes.

23,293. For the second division say?—Yes; but I am bound to say that applies to a very small number of schools. The difficulty about giving any general answer about secondary schools is that there is so much difference in the conditions.

23,294. We have been told as a rule that the extreme limit of age of a boy remaining at an elementary school is 16 and not longer; and that 18 may be taken as the top limit in secondary schools?—I should not have thought that they remain in elementary schools until 16.

23,295. We are told 15 to 16 is the age?—In London they leave on their 14th birthday as a rule, and they disappear from school life; and I should think in the country they are quite as keen on leaving as that.

23,296. (*Mr. Shipley.*) Do not they finish the term?—No; not the week even.

23,297. (*Miss Haldane.*) In Scotland they do?—Yes; but in London they think it a great favour to the schoolmaster if they stay out the week in which their 14th birthday occurs. I have been told that over and over again.

23,298. (*Sir Donald MacAlister.*) But they are allowed to stay for half a year after they have reached 14 if they wish?—Yes, I think so.

23,299. (*Chairman.*) Am I entirely mistaken in thinking that there is a limit of age of 16 for elementary education?—I think so.

23,300. The leaving age for secondary schools is 18?—But in a quantity of secondary schools up and down the country the average leaving age is 15½. We have been conducting an investigation into that on behalf of my own Association, and we were ourselves shocked to find this sort of thing was going on. We do not feel it so much in London, but I have had a father writing to me saying, "Now my boy is 14 it is time he left school," though that is uncommon with us.

23,301. You say in your memorandum: "The case of the second division and that of boy clerkships belong particularly to the second of the four questions submitted to us"—the second question being "whether experience tends to show that a boy's education is interrupted in order to make special preparation for Civil Service examinations, and, if so, whether such interruption is harmful, and, if it is harmful, how this result is to be avoided"—and you add: "preparation for the second division examinations has not hitherto been found generally consistent with a reasonable scheme of school work." What scheme of school work would you consider to be appropriate

for preparation for the second division examination?—I was rather thinking of the subjects included in that examination which no schools would teach for their educational value, such as copying manuscripts, book-keeping, and stenography. It is the necessity for spending time upon those non-educational subjects that makes the examination bad for schools.

23,302. Was that all you meant? Had you in your mind any reference to the age, too?—What I meant was that the consequence of that is that a boy who wants to go in for a second division clerkship is apt to leave school, say at 16 or 17, and devote the whole of his time to getting through that examination. His studies are interrupted if he is going to do that; he cannot do it in his school career.

23,303. Would you think it desirable that the boy intending to go into the Civil Service should have a certain time beyond the age of 18 allowed, or would you prefer if he were going in for the second division that the age should be fixed at 18. Do you think educationally he would be better equipped for the work of the Civil Service if the age were fixed, say, at 19 or 19½?—It should not go beyond 19, because I have in my mind such an organisation of the education of this country as would enable one to say: "These things have to be done in schools."

23,304. Would you say it would be a reasonable scheme to fix the age for the competitive examination for the lowest division in the Civil Service at 17, and to fix the age for the division above that at 18 to 19?—Yes, I think so.

23,305. Fixing the age at 18 to 19 would give the candidate two chances, would it not?—Yes, if there were two examinations in the year.

23,306. If there was one examination in the year it would only give him one chance?—It could be arranged to give him two.

23,307. Are you familiar with the facilities which exist in the shape of scholarships enabling boys from the secondary schools to proceed to the university?—I am quite familiar with the conditions in London, but with regard to the conditions over the rest of the country I only rely upon what I have been told.

23,308. Restricting yourself to the conditions in London, do you think that the arrangements are adequate to enable, if not all, yet the majority of clever boys to get from the secondary schools to the university?—I think so, as far as I can see. I judge from the boys who have desired to proceed to the university from my own school, and I judge also from the fact—though I do not know how much reliance one should put on that—that whereas the London County Council proposed to offer not more than 100 scholarships with that object, it does, as a fact, award something under 50, and therefore presumably all that are deserving of them get them.

23,309. Do the London County Council award their scholarships after competition?—Not at all by open competition. They award them upon an examination of the record of the boy.

23,310. Upon the record of the boy as kept in the school?—I am not using the word "record" in a technical sense, but simply for an account of what he has done; that is to say, if a boy has obtained an open scholarship at Oxford or Cambridge he sends in a statement of that fact together with any other distinction he may have obtained during his school career. That is sent in on an application for a senior scholarship to the county council, and they take all that into consideration.

23,311. But take a boy who has not obtained any distinction; say that a boy has merely worked in a school and done his school work well and stands well in the estimation of the head master of the school, has he any chance of getting a scholarship?—I should say not. That is partly a financial question at present. None of these scholarships are of greater value than 90*l.* a year, and the county council practically assures itself that the boy will on the whole have a sufficient income to keep him up at the university, and that there is a reasonable prospect that his university course will lead to something.

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

23,312. The London County Council assure themselves on both points?—Yes, they try to.

23,313. First that the boy will have sufficient money to keep him at the university?—Yes, they do that.

23,314. They are able to ascertain that; and, secondly, they consider whether he gives sufficient promise of benefiting by his residence at the university?—Yes, and they are rather particular in the questions that they put to the head master of his school as to whether he is likely not only to overcome the general difficulties of a university education but also to be able to make a living out of it afterwards.

23,315. But the boy must have established the fact that his school career was effective and successful by passing a public examination?—As a rule by obtaining a scholarship in a competitive examination. They take the line, which I think is a reasonable line on the whole, that for boys who require so much assistance to go to the university at all, a university education is not likely to lead to much unless they are capable of obtaining a scholarship.

23,316. And then they come with their money and they supplement that scholarship?—Yes.

23,317. Does that plan seem to you to be in any way defective as regards the student who has not taken an open scholarship but who has done well at his school?—I do not think I remember a case of a student who has done well at school without having sufficient ability to get a scholarship, whom I would have recommended to go to the university in his own interest.

23,318. (*Mr. Graham Wallas.*) I want to ask two or three questions upon the hypothesis that Class I. in the Civil Service is recruited still at the age of 22, and, putting that out of sight, that there are two other classes—one recruited at 18, corresponding to the second division plus junior appointments, and the other appointed to the permanent service at 16, corresponding to a sort of permanent boy clerk, proceeding, if he is of good conduct, at once to the position of assistant clerk. Would you think that scheme would be an improvement on the existing scheme?—I should certainly think so.

23,319. How would you meet one or two difficulties which occur to me with regard to it? One is the objection that that would exclude from the Government service the children of the poorer working class who could alone proceed into the Government service if they proceeded straight from the elementary schools. If it were said: "This is excluding the children of the working man," how would you answer it?—That would exclude those who were unable to take advantage of the scholarship system—those who were too poor for that.

23,320. Yes?—I think it is a rather unanswerable objection from that point of view. The answer I should make to it is that one ought not to be satisfied while there are any people to whom it would apply. I see no other answer.

23,321. Do you say, then, that where there is an adequate scholarship system the greater part of the working classes can now, and all of them ought to be able to, avail themselves of it for their more intelligent children, and the Government does not want a child who could not get a junior scholarship?—I think I should say so, but I should like to qualify that in one direction. There was an attempt made a while ago in London to differentiate between what I believe were intended to be different types of secondary schools, by the institution, you will remember, of the central schools. I think part of the trouble in London, and generally, is that we are so convinced that there is only one type of secondary school, and the working classes themselves in London are so convinced that there is only one type, that there is a kind of boy, whether poor or not, who does not get a chance because it is not the type of education for which he is suited, and he ought to be brought in somehow.

23,322. That is to say, in recruiting at the age of 16 you would try and recruit from various types—the boy who wanted largely a semi-manual education in drawing and subjects of that kind as well as the boy who is fitted for a more literary training?—Yes, if that kind of training were treated, as I believe it was intended to be treated, in the central schools in what we

are accustomed to call a humanistic spirit. It has not been done for various reasons.

23,323. Have you followed the changes—I think they took place mainly while you were at St. Paul's—in the pupil teacher system?—No, I knew nothing about that.

23,324. It broadly aimed at taking the boy straight from the elementary school. But since then, with general acquiescence, a period of secondary education has been interpolated?—Yes.

23,325. Another difficulty seems to me rather more important: You, as head master, would then have to advise boys with regard to two examinations, one at 16 leading to assistant clerk and the other at 18 leading to the second division of the new type. Would you find it easy to settle the question whether you should advise a boy to go into so strictly subordinate a class as that of the assistant clerk?—You are speaking of the comparison between these two divisions?

23,326. Yes, I am assuming that the higher directive labour is normally done by first division men coming in at 22, that there is another kind of administrative work which is normally done by those who come in at 18, and that the normal work to be done by those recruited at 16 would be somewhat mechanical and somewhat subordinate. Should you find it easy to decide to what boys you would say, "You are likely to succeed in an examination held at the age of 16, and that examination does not offer very brilliant prospects, but I advise you to take it?"—I think so, that is the kind of question one is always having to answer.

23,327. And you think that would correspond to two types of boys—roughly, the boy who gets his junior scholarship and does not get his intermediate scholarship would be one type, and the boy who gets his junior scholarship and continues with the intermediate scholarship would be another type?—I am not sure of that, because if your lowest division was of the standard that I have been putting forward—that is of the school leaving certificate—those boys would all qualify for intermediate scholarships, and there would be nobody below that standard.

23,328. Then you would advise boys who held intermediate scholarships in London under certain circumstances to go into what would be a third grade in the Civil Service?—Yes I might, but I am bound to say that if what now corresponds with the present second division were improved, as has been suggested, I probably should not advise them to go into the third grade.

23,329. (*Chairman.*) You would probably advise them to stay on at school and go in for the other?—Yes; that would depend very largely whether they could afford to stay on at school or had to earn money at once. That is a problem that comes before me more often than any other.

23,330. And also depends on your appreciation of the boy's capacity?—Yes.

23,331. (*Mr. Graham Wallas.*) Would you be able to find a certain number of boys at that age who would not be put into work which was too good by going into the third division of the Civil Service at that age?—I think so.

23,332. With regard to your evidence based on the St. Paul's experience as to the first division, you say, in the paragraph beginning with "Question 1" in your memorandum, that the conditions of appointment to Class I. determine in many cases, not merely the choice of special studies, but the preference for one university over the other?—Yes.

23,333. The choice of special studies means the choice of such studies as are likely to pay in the Class I. examination?—Yes.

23,334. The choice of one university over another means the university which is most likely to lead to success in the examination?—Yes.

23,335. Will you expand that by saying which are the studies which you believe to pay best in the examination?—Undoubtedly, the general classical curriculum with all that that implied.

23,336. Then a boy of exceptional general ability trying to choose what type of study he should take

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

would be advised by you that if he wanted to serve the Government he should, somewhere about the age of 16, begin to concentrate on the classical studies?—That question did not arise at St. Paul's, because a boy concentrated on classics from the moment he entered the school. The question was whether he should ever give it up.

23,337. You were under Dr. Walker?—Yes.

23,338. But you knew the examination so well that you would have said—in another school where there was an effective choice—that a boy who had great ability of a type which was not marked in any one direction and who had to get into the Civil Service, if he could, would be wise to concentrate on the classics?—Yes, I think he would.

23,339. That is to say, with the same amount of ability and the same amount of industry, classics pays in your judgment much better than any other subject?—Yes, if you could ever get a boy whose ability could be treated in fact in that way—a boy who was capable of turning in either direction.

23,340. Would you say, as a question of psychology, that there is a marked and ascertainable difference at the age of 16 between a boy who will do well in ancient history or modern history and a boy who will do well in ancient languages or modern languages, and that the difference shows itself so strongly?—It is difficult to say, because it is so difficult to get a real comparison.

23,341. What was the university you used to prefer over any other?—Frankly, we always thought things had been invented to suit the Greats school at Oxford. That is exactly how it occurred to us.

23,342. In this respect you have a very wide and intimate acquaintance. You had a large number of successful candidates through your hands at St. Paul's School?—Yes.

23,343. And the opinion held in St. Paul's School during your 23 years was that the thing had been invented in order to provide for the Greats school at Oxford?—Now I think you are putting a little more into what I said. Certainly, if it was a case of advising a boy to make his choice, we should have told him at any time that the Greats school at Oxford would be more likely to get him in. One very important point arising out of that is that he would be more likely to get in without subsequent cramming than he would from Cambridge.

23,344. Or than if he took any other school at Oxford?—Yes.

23,345. (Mr. Boutwood.) With reference to the two grades of clerks that have been suggested, what kind of examination have you in your mind for the higher of the two, the one commencing at the age of 18?—If the work was worth it, I should say an examination very nearly of the standard of the London Intermediate B.A. or B.Sc.

23,346. How does that compare with the existing examination for junior appointments?—Our boys who take junior appointments have generally passed the London Intermediate B.A. or B.Sc. the year before. They would take the London senior schools examination at 16 (generally below 16) in the lower division of the sixth form; two years after that they would take the London Intermediate B.Sc., and then they would take the junior appointments examination.

23,347. That is the sort of examination you would think appropriate for the higher of those two grades?—Yes, I said if the work is really worthy of a boy of that education, because I was in some sympathy with what was said at the Head Masters' Conference a year ago, that the junior appointments were not really worth the education lavished upon them.

23,348. That is another story?—But it does hang together.

23,349. (Chairman.) But is this junior appointments examination standard too severe for boys who have been successful in their studies up to the age of 18?—Not too severe for the best of them, but I think it picks out the best.

23,350. For the average boy of 18 is the junior appointments examination too severe?—For the average boy, yes.

23,351. But not for the best ones?—No, it is pretty near the general standard of a scholarship examination.

23,352. It will not be too severe for a boy of 19?—I think you get away from the question of severity then. Age does not come in.

23,353. You have at the age of 18 your substratum of education, and then you have a special preparation of a year?—Yes.

23,354. (Mr. Boutwood.) Was I right in understanding that you thought it rather important that the limit of age for that examination should not be higher than 18, and it ought to be an examination at 18, roughly speaking?—Yes. I am not so particular to that exact year.

23,355. But I thought you said when you got to boys of 19 and 20 they were probably specialising in other directions?—19 and 20, yes. I should put 19 as the absolute upward limit.

23,356. I was very much interested in what you said to Mr. Wallas, although I did not understand it, as I am not a Londoner. You spoke of the central schools, and of a certain type of boy in the elementary school who somehow was not provided for by the ordinary secondary schools?—Yes.

23,357. Would you mind telling me in a little more detail what all that means, because I did not quite follow it?—The junior scholarships from the elementary to secondary schools are scholarships given by the county council in open competition at a certain age, at which all the boys in the elementary schools in London are supposed to enter. I say "supposed," because, as a matter of fact, they do not all enter. They get those scholarships on a simple examination which is supposed to test their fitness for the ordinary secondary school curriculum, which is mainly a curriculum in mathematics and English, and eventually science and modern languages. Then there are a certain number of boys in the elementary schools who may be quite able boys, but whose ability does not lie in that direction, or who may develop late, and are not caught by the scholarship net. The county council has invented two means of dealing with those boys. They attempt to deal with the boys who develop late by a system of what they call supplementary junior scholarships, which are given at the age of 13 or 14, and I do not think that that system has got very widely into working order yet; they have also attempted to provide for the other kind of boy by means of what they call central schools. The original idea of those central schools—the word "central" having nothing to do with it at all—was that they should provide a means of giving a boy an education through arts and crafts, and trades and manual work—not a trade education which would enable him to learn a trade so as to make his living by it, but an education which should be a real education by means of those things which he could do. But there are very few people either on the county council or engaged on the central schools who understand that idea to this day. It is an extraordinarily difficult idea to bring into action.

23,358. That is what you meant when you said that for certain reasons the humanistic idea had not been very well carried out?—Yes; I can give you a very easy illustration. I went to the opening of one of those schools, and there were a number of county councillors on the platform, with the newly elected head master of the school, and they all made speeches, and nearly every county councillor said, "What a splendid thing it was for boys and girls to be taught a "trade," and it was not until the head master spoke that you had a glimpse of the fact that that was not what was intended.

23,359. How many schools of that kind are there in London?—I could not tell you, but a good many. They are founding them daily.

23,360. What is supposed to happen to boys when they have finished at such schools?—They are supposed to go into various sorts of business.

23,361. I think that what you have just said answers the other question, that practically there is the widest



17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

possible door in London from the elementary schools to the secondary schools?—Yes, there is.

23,362. (*Sir Henry Primrose.*) Mr. Graham Wallas, in his examination, discussed with you the question of the lowest class recruited at 16. Looking at page 4 of your statement you say: "To admit that boys may reasonably be taken into the public service at 14, to continue their education along with their official duties, seems to us to involve an unduly pessimistic view of the position." There is an enormous mass of work in the public service of a very simple and very routine kind—the sort of thing that clerks all over the country are doing at small salaries of 150*l.* to 200*l.* Supposing we wanted to recruit men to do that work, and only perhaps the very best of them ever to do any other work, what should you say to taking boys for that class of work at the age of 14?—Speaking as a person engaged in educating boys, I cannot consent to anything that takes a boy into work at the age of 14.

23,363. But you are contemplating an ideal condition of things in which no boy ever ceases his education before 16?—Yes.

23,364. We are a long way from that at the present moment?—Yes.

23,365. Do you think it would be wrong of the Government and that it would be delaying the realisation of that ideal too much if, under existing circumstances, they were to take boys of 14. You would get boys probably from the public elementary schools—boys who would in any case be leaving school at 14—and if the Government did not take them they would go into something else?—Yes.

23,366. They would be much more likely to be satisfied with the sort of prospect which would be offered them in the public service of doing this inferior class of work, which is of a somewhat mechanical kind, at quite moderate rates of pay. Do you feel that the Government would be, as I say, delaying the approach of the millennium by doing that?—I think they would.

23,367. But, as things are now, the boy of 14 who leaves school on the very day that he strikes 14, probably has a future which is not a better one than what would be offered in the public service under those circumstances?—That is possible.

23,368. Now going to the idea of recruiting boys at 16, surely if you recruit a certain number of boys at 16 and a certain number of boys at 18, you have got so very near together that it is difficult to distinguish them, is it not?—I was thinking that as we went on.

23,369. You have said more than once that a great deal depends upon what you are recruiting boys for, and what prospects you are going to give them when they get in?—Yes.

23,370. For instance, you think that the prospects of the intermediate class, as they are now, are hardly sufficiently good to justify getting men of that calibre, and that quite an inferior class, in fact boys at 16, would be perhaps good enough for it?—Yes, for a good deal of the work that they have to do.

23,371. After all, as things are now, the age of 14 is an age which corresponds with something quite definite as regards the school life of a large number of the population, does it not?—Yes.

23,372. And if we were adapting our schemes to things as they are, rather than to things as they ought to be, there would be a good deal to be said for taking, for the quite inferior class of work, the 14-year-old boy?—But that would be basing it on the necessity of finding occupation for these boys in the belief that it was the business of the Government to find it.

23,373. Not quite that. My idea in getting that class of boy is that you then get into the public service somebody who is quite sufficiently good to do the work that you want done, and yet is not so good as to be dissatisfied with the work when he gets it?—Yes, that was the recommendation made by the clerks of the second division. I believe, with a proviso that the Government should continue the education of the boys after they get them there. Was that part of the suggestion?

23,374. I quite see from an educational point of view it is open to objection; but it seems to me that if for that very lowest order of work you wait until a boy

is 16, and he has already had two years of secondary education, you are then getting an instrument that differs very little, or does not differ sufficiently, from the next class above, which you would recruit at 18?—That does, of course, take me rather out of my depth, because I do not really know what the essential differences between the two classes of work are. I have thought of the young Civil servant, and I am bound to say one result was to deepen the impression to which I have always been rather inclined, that there is a limit beyond which the division of labour, even in a Government office, is an abominable thing. If you choose so to organise your office that one man does nothing but lick envelopes all day, you will have your envelopes better licked, but you may pay too dearly for it in other ways.

23,375. Of course there is a risk of that; but, taking education as it is now, you have certain definite points in respect of age. You have got the 14 years' limit, and you have got the 18 years' limit, or perhaps 18 is putting it too high, because you say that while 18 is the theoretical age of secondary education, the practical limit is 16½?—The practical limit over a good deal of the country at this moment is 15½.

20,376. If the Government were proceeding at this moment to arrange its examinations so as to catch boys at certain ages at which they do leave school, you would fix upon 14 as the lowest limit. Your next limit would be something between 16½ and 17. I suppose we need not go so low as 15½?—No, call it 16.

23,377. And then you would have the university limit for the highest class of all?—No, 18 next—14, 16, 18, and 22.

23,378. No, I want nothing but the three. What I am suggesting is that examinations might be adapted to three limits. One the limit of the elementary school, the second the limit of secondary education, and the third the limit of university education. You do not like the idea of the lowest—the elementary school limit?—No, I do not. I think it would provide very definite encouragement for people to believe that it was a reasonable thing that boys should finish their education at 14.

23,379. (*Sir Donald MacAlister.*) The age at which the majority of the boys terminate their secondary education is, according to statistics, 16½ in London and less elsewhere?—That may be so.

23,380. (*Mr. Boutwood.*) When they leave at 16½ it means they leave before their course is finished?—Yes.

23,381. (*Sir Henry Primrose.*) You would be encouraging that which is rather undesirable to encourage by having a 16-year limit?—Yes.

23,382. (*Mr. Boutwood.*) I think we had some witness who said that 16 and 18 did correspond to two clearly-marked stages in education?—That is true.

23,383. (*Mr. Shipley.*) On behalf of Mr. Matheson, who cannot be here, I want to ask you at what age you would fix your secondary-school leaving certificate?—You mean what I have rather spoken of as the first certificate?

23,384. Yes, the qualifying certificate?—I should fix it at 16.

23,385. Who would conduct the examination?—We are asking that there should be some kind of order brought into all the examinations that are at present conducted. At present the nearest one could say to it is that we would like it conducted by the university.

23,386. You do not contemplate a Government examination?—I think not.

23,387. You do not object to a Government examination qualifying for the taking of a Government office?—I would not have the qualifying examination conducted by the Government.

23,388. Would the examination be as severe as the German *Abiturienten* is?—I do not know enough about it.

23,389. You must have seen the painful statistics of the number of schoolboys in Germany who commit suicide?—Is that at that age?

23,390. Between 16 and 18. That is one of the worst things happening in Germany at the present time?—It is, but I have never known a boy brought within measurable distances of committing suicide by

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

the London matriculation, which is the sort of thing I am talking of.

23,391. I think this German examination is somewhat higher. I gather you agree with doing away, wherever it can be done, with boy labour?—Yes.

23,392. I have been very much struck, and rather appalled, since I have been on this Commission, at how much we do live upon boys, some of them almost little children, who are introduced into offices?—Yes, I believe the Education Office is the worst offender.

23,393. Do you advise boys to go in for this boy clerks' examination?—I have had to, because I have had boys who were determined to go in for the second division, or determined to go in for the boy clerks' examination. I have never advised any one to do it. I have said, "If you are bound to get into the Civil Service all I can tell you is that you will not get a junior appointment; but I cannot advise you to go in for the second division straight, and much your best plan is to go in for the boy clerks' division, and make up your mind that you will get out of it into the second division."

23,394. (Chairman.) Do you think the second division, as it is now, such an uninviting prospect? The second division begins at 70*l.* a year and goes up to 300*l.*, with staff appointments up to 500*l.*, perhaps higher. Do you think that is such an uninviting prospect for boys who have no more than a secondary education?—I do not think the second division, at its best, is a very uninviting prospect.

23,395. At its best, or at its worst?—When I say at its best I am thinking of a great many Civil Service appointments, particularly of late, which would appear to an ordinary person as belonging to the second division, but which do not carry with them promotion and pension.

23,396. Will you find an instance?—A good many appointments under the Land Valuation Act and under the Insurance Act.

23,397. But these are quite temporary appointments, and are not in the organised service. The second division carries with it the right to a pension?—Yes, that is why they go in for it.

23,398. And it gets up to a limit of 300*l.* a year, with staff appointments above. Is it not a very attractive future for the young men of 18 to 19 who has a secondary education and not a university education?—Yes, it does attract them. My objection to the second division examination is mainly from an educational point of view, that no school will teach for it, or ought to.

23,399. I quite agree to that. If from an educational point of view it is sufficiently good, the second division is an attractive service?—Yes, but my particular point in answer to Mr. Shipley's question is that I would advise boys, if they wanted to get into the second division to go in as boy clerks and make up their minds to get out of that class into the second division.

23,400. That is what they do now?—That is what the most successful of my boys have done, but it is very hard work, and I understand they do it by neglecting their duties.

23,401. (Sir Kenneth Muir-Mackenzie.) You mean they go in as boy clerks and study somewhere out of office hours?—And in office hours. I had the father of a boy in to see me this morning, who is himself in one of the Government offices, and I put that particular question to him, and he said, "Yes, they have books under the desks, and when a senior official comes in they are popped out of the way." The boy who gets into the second division gets in by neglecting his office work.

23,402. (Mr. Shipley.) Do you recommend any of your boys to become apprenticed to trades and technical pursuits?—Do you mean actually apprenticed to a business? It is extraordinarily difficult to find a business that wants apprentices on reasonable terms.

23,403. My college runs a boys' home at Southwark, and we occasionally find 20*l.* to apprentice a boy to some trade?—What type of boy is that?

23,404. They are much poorer, probably, than your boys—boys whom we take from the workhouse, and

such boys?—With regard to a boy who had had three or four years of secondary education would there be anything worth his while to take?

23,405. I do not know. Some of these boys of 19 are earning, I believe, 2*l.* to 3*l.* a week?—That may very well be.

23,406. It seems to be a solution of a great difficulty if we could get more boys apprenticed to some definite trade which they would enter?—Yes.

23,407. (Sir Kenneth Muir-Mackenzie.) But the class of boys who are capable of taking education will not go in for that?—No.

23,408. (Mr. Shipley.) I gather you feel there is a divergence between the teaching of the school and what the boys go in for?—Yes.

23,409. Have representations been made to the Civil Service Commissioners on this point?—I cannot tell you.

23,410. Your Association has not made any?—No; I do not think my Association has taken any steps. You must remember I am rather a young member of the Association.

23,411. How do your boys learn about the existence of this class of second division clerks, and boy clerks, and so on? Is it advertised in the school, or do they learn it from one another, or come and talk to you about it?—A good many of them are the sons of Civil servants; besides there is always Clark's College.

23,412. Does Clark's College advertise very extensively?—Yes. Have you ever seen a prospectus of Clark's College? I have one here.

23,413. I would like to see it. I gather from your memorandum that they are going to drop science from the second competitive examination for the junior appointments: that is to say, chemistry and physics come out of Class II. (Lower Standard), and out of Class III. (Higher Standard). Is that so?—Yes, I have the new regulations.

23,414. You say, "The decision to remove in the intermediate examination, science subjects from the list of those in which marks can be obtained on the higher scale"?—If I may give you this, the paper of regulations, it will make it clear. (Handing in paper.)

23,415. Do you know at all why that has been done. Class III., the higher standard, now contains mathematics, French, German, Latin, and Greek?—They have knocked science from the list of subjects in which you can get up to a maximum of 4,000.

23,416. (Chairman.) Have they dropped out history also?—They have dropped out history, but it does not make very much difference. Originally you could take English history in the 2,000 list, or combine English history and European history in the 4,000 list. Now you can take European history and English history separately, so that you can get 4,000 marks in the two subjects, and that is all you can get. What they have said is: "We will not have science specialists."

23,417. (Miss Haldane.) Is the leaving certificate you speak of something like the Scotch leaving certificate? Do you know about that?—No, I do not know about that, but I imagine it is about the same level.

23,418. It admits to the universities?—The standard that we are thinking of for the London schools leaving certificate is the matriculation standard.

23,419. In Scotland it is not so much a book examination as a statement of record. Is that your idea?—It is an examination in the school syllabus. What one does in London is to present the school syllabus, and if the university approves of it they will examine on that. I mentioned the school record, which I should like to see added, but it is not taken at present.

23,420. In our Scotch leaving certificate we have the school record taken?—I think that is very important.

23,421. But you said not a Government examination. Our Scotch examination is a Government examination?—Yes.

23,422. Is that a point you are strong about at all?—No, I do not know that it is. I have never contemplated a Government school leaving examination.

23,423. You have not strong views on it?—I think the universities could do it.

17 January 1913.]

Mr. R. F. CHOLMELEY, M.A.

[Continued.]

23,424. It is a national examination, and that is all you go on?—Yes, but we are rather opposed to a Board of Education examination.

23,425. On what ground?—We would much rather have it done by the universities.

23,426. Or in conjunction perhaps with the universities?—We rather want to make the universities responsible for it.

23,427. The lower scholarships you speak of are entirely on examination and not on record at all—scholarships from elementary to secondary schools?—Entirely on examination.

23,428. That is not on record as we have it in Scotland?—No, not at all. They have this paper examination and then they apply at the schools which take them, and we have a kind of oral examination in order to select.

23,429. I suppose you find certain children develop later?—Yes.

23,430. And therefore miss their chance, so to speak?—Yes; and that the county council has attempted to meet by instituting these supplementary scholarships which they give at the age of 13 or 14.

23,431. And those who miss that again may go into the central schools?—Yes.

23,432. What sort of curriculum have they in the central schools? Is it to prepare them only for trades?—That is what it comes to, I think, but what it was intended to be was really an educational curriculum based upon arts and crafts and things of that kind.

23,433. Is there anything corresponding to it in Germany so far as you know. Does not the *Real-schule* correspond to it?—No, I do not think so.

23,434. But they practically do not get any education of a literary description from those schools?—No, they were definitely intended to educate boys who were not literary but who had ability.

23,435. At what age do they go to those schools?—They go I think generally from the end of the elementary school period—from 14—and they are supposed to stay until 16, but I know they have the very greatest difficulty in inducing them to stay.

23,436. But they are given other instruction besides the technical instruction?—Yes; they are not intended to be technical schools.

23,437. Do you consider science is a valuable subject for future Civil servants to take up?—I think so, so far as any particular subject is valuable.

23,438. Do you have in your schools technical subjects taught—handicrafts or anything of the kind?—No, but we have a certain amount of manual instruction.

23,439. Do you consider that an important part of the curriculum?—Yes, so far as I can consider anything is which only a limited number of boys take. I should like to have more of it. It is really rather a junior subject.

23,440. But you have science taught systematically?—Yes, right through the school.

23,441. I gather that you consider the educational ladder is fairly good in London and very uneven throughout the country?—Yes. I think I have instanced the case of a head master in Cumberland who told me that he had, I think, 30 or 40 candidates for seven or eight school places, and he would willingly have taken the whole of the 30 or 40.

23,442. Do you find special preparation or cramming is harmful to the health of pupils? Have you had any experience of it?—I do not know whether it is. The mere fact that the boy has been cramming for an examination does not hurt him except that it very often goes on at night.

23,443. But you object to it from an educational point of view?—Yes, it is not an education in any sense. It is simply a very ingenious method of dodging examiners. In the most successful cramming establishments for the Civil Service there is no teaching at all. They do nothing but test papers for which model answers are given, and when a boy has answered for himself and received a model answer to every conceivable question that the Civil Service Commission can ask, he is likely to get through, and he does.

23,444. You put no educational value upon that?—No, not by itself.

23,445. But may it be useful for future work? Very frequently men have to cram up subjects, and it may be useful from that point of view, but not educationally?—Yes.

23,446. (*Sir Donald MacAlister.*) The chief objection from an educational point of view to the second division examination is that its limits of age are 17 to 20, and these do not correspond to anything in the educational system?—Yes, that and the nature of the examination.

23,447. But that first. The nature of the examination has been largely determined by that anomalous range of age?—I do not know that.

23,448. The subjects contained in the examination are not those that are taught in schools?—I do not know what can have determined the inclusion of copying manuscript. One would not think that particularly appropriate.

23,449. Therefore the preparation for the examination must have taken place outside schools and in special establishments?—That is so.

23,450. And those subjects lend themselves to that particular kind of instruction, I presume?—Some of them.

23,451. In your opinion, if the age for the second division were made to correspond to a definite educational stage there ought to be no difficulty in providing a competitive examination in school subjects which would be educationally sound?—No, none.

## FIFTY-EIGHTH DAY.

Thursday, 23rd January 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Rev. The LORD BISHOP OF SOUTHWARK.

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,

K.C.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MAIHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. CLAUD SCHUSTER called and examined. r

23,452. (*Chairman.*) You are the secretary and legal adviser of the National Health Insurance Commission of England?—I am.

23,453. And you come to tell the Royal Commission all about the National Health Insurance Commission?—Yes.

23,454. Would you, before you begin, tell me what has been your experience in the public service; how did you enter the public service?—I was first secretary to a Commission set up under the London Government Act 1899; that was an unestablished position, of course. I served in that capacity until 1902. In

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

February 1903 I became temporary legal assistant to the Board of Education, a whole-time officer, and I held that position until March 1904. I then became part-time temporary legal assistant to the Board of Education, and was employed in the office of the Parliamentary Counsel until February 1907 when I became permanent legal assistant and assistant secretary to the Board of Education. In December 1911 I was appointed chief registrar of friendly societies, and in February 1912 secretary to the National Health Insurance Commission (England.)

23,455. Would you give us very briefly a skeleton outline of the organisation. The chief body is the Health Insurance Commission?—Yes.

23,456. How is the Commission composed? Who are the Insurance Commissioners?—There are four Insurance Commissions for the four parts of the United Kingdom—England, Scotland, Ireland, and Wales.

23,457. That is so; but we are only dealing at the present time with the English Commission, Please concentrate your attention upon the English Commission?—There are eight English commissioners.

23,458. Will you give us their names?—The chairman, Sir Robert Morant; the vice-chairman, Dr. Smith Whitaker; and six commissioners: Mr. Bradbury, Mr. G. S. Robertson, Miss Mona Wilson, Mr. J. Lister Stead, Mr. D. J. Shackleton, and Mr. Thomas Neill.

23,459. These form the English Commission?—Yes, we call it the English Commission, though its proper title is the Insurance Commission.

23,460. Sir Robert Morant is the chairman. Will you tell me briefly what his previous career in the public service has been?—I cannot tell you the exact date when Sir Robert Morant first entered the Service.

23,461. Did he hold permanent office in the Civil Service before he became chairman of the Insurance Commission?—He was, until he was appointed to that office, permanent secretary to the Board of Education.

23,462. Then he was transferred from that post to the chairmanship of the Insurance Commission?—Yes.

23,463. What was Dr. Smith Whitaker?—Dr. Smith Whitaker was medical secretary of the British Medical Association.

23,464. He was not previously in Government employ?—No. Mr. Bradbury is a principal clerk under the Treasury.

23,465. Therefore he must have entered the Service by the Class I. examination?—Yes. Mr. Robertson is chief registrar of friendly societies, and holds his office as a commissioner, *ex officio*, according to the Treasury warrant.

23,466. What was his previous official experience?—He was appointed chief registrar of friendly societies, when I went to the Insurance Commission, as a barrister of 12 years' standing, I think it is, in accordance with the Friendly Societies Act.

23,467. Was that his first experience of the public service?—Yes.

23,468. When was he appointed chief registrar of friendly societies?—In February 1912.

23,469. Was he transferred, then, to the Commission?—He continues to hold the office of chief registrar of friendly societies; he is not paid as a commissioner.

23,470. He is an unpaid *ex officio* member?—Yes. Miss Wilson was not in the public service, but she was closely connected with the Trade Boards set up under the Trade Boards Act, and was doing work for the Board of Trade, I believe, in that capacity. I am not sure, but I do not think she had any actual paid position.\* Mr. Stead was general secretary of the Ancient Order of Foresters, a friendly society.

23,471. That was not a Government appointment?—No, that was a friendly society carrying on operations under the Friendly Societies Act. Mr. Shackleton had been Member of Parliament for the Clitheroe Division of Lancashire, and at the time of his appointment he was labour adviser (I think that was his title), in the Home Office.

\* Miss Wilson was an "Appointed Member" on two Trades Boards, and was paid a fee of three guineas per day while employed.

23,472. He was a permanent official of the Home Office?—He was.

23,473. But of recent date?—Yes, I should think of recent date. I cannot remember the date when he was appointed to the Home Office. Mr. Neill was, I think, manager, certainly he was on the board of the Pearl Insurance Company, an industrial assurance company.

23,474. He was not in public employment?—He was not a Civil servant.

23,475. That being the *personnel* of the Insurance Commission, would you, before we go into the organisation, tell me the relations to the head Commission of the Advisory Committee, the County and Borough Insurance Committees, and the Joint Committee?—May I begin with the Joint Committee?

23,476. If you please?—The Joint Committee is set up under section 83 of the Act, to put it quite briefly, to co-ordinate the relations of the four separate National Commissions. Its functions are such as are assigned to it by regulations made by the Treasury under that section.

23,477. The Joint Committee does not comprise any representation from the Advisory Committee or the County and Borough Committees?—No. The Joint Committee is composed of ladies and gentlemen appointed from the several Commissions, with the addition of Sir John Struthers and Mrs. Creighton, who were put on by the Treasury from outside.

23,478. Are the members of the Joint Committee delegated by the four National Commissions?—They are all members of one or other of the National Commissions, except Sir John Struthers and Mrs. Creighton, who were put on under the powers conferred upon the Treasury by sub-section 1 of section 83 as exercised under these regulations which the Treasury made for the purpose.

23,479. Is there a chairman of the Joint Committee?—Yes, their chairman is Mr. Masterman, financial secretary to the Treasury, and Sir Robert Morant is their deputy or vice-chairman.

23,480. Is the chairmanship of the Joint Committee a paid appointment?—No.

23,481. Can you say what the reasons are why Sir John Struthers and Mrs. Creighton were put on the Joint Committee?—The Act provides for the constitution of a Joint Committee of the several bodies of commissioners, "consisting of such members of each such body selected in such manner as may be provided by regulations, and of a chairman and other members (not exceeding two in number) to be appointed by the Treasury."

23,482. Does the Joint Committee sit in London?—Yes.

23,483. Can it take the initiative in all questions, or does it deal only with questions referred to it?—It takes the initiative in dealing with a number of questions.

23,484. And in taking the initiative can it come to definite resolutions and make definite recommendations?—Yes, it can act.

23,485. Can you tell me the relations between the Joint Committee and the Commission?—In the first place, to test it by the machinery, the Joint Committee has no staff at all. It had some little staff at first, but it was found very inconvenient to run two staffs together in one building dealing with the same set of subjects, and what we do now is that the staff of the English Commission works for and under the direction of the Joint Committee, while their discipline is looked after by the English Commission. That is true of all except the actuarial department; the actuary's work is so common to all the four countries that it was considered that the actuary ought to be the servant of the Joint Committee and borne on their vote, and he is so borne with his professional assistants, but not with his clerical assistants, who will be provided for him by the various Commissions whenever they happen to be wanted.

23,486. Should I be correct in thinking then that the Joint Committee is the really effective body?—It is for some things—not for others. In the early days it was by way of being the most effective, because most of the things that had to be done had to be considered

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

in concert between the four sets of commissioners; but as the administration of the Commission proceeds, I think each of the four Commissions will more and more become more effective, if I may put it so, to the exclusion of the Joint Committee, and the Joint Committee will meet more seldom. At first it was almost in permanent Session; but now it meets but seldom, because everything that is done by each of the Commissions is done in concert with the other Commissions, whether by the medium of the Joint Committee or otherwise, who keep one another informed, because a decision taken in England would prejudice very seriously what was done in Scotland and *vice versa*; there are national peculiarities in each country of course which the other country does not interfere with at all.

23,487. Shall we, before we go further, dispose of the Advisory Committee?—If you please; the Advisory Committee is what its name implies, merely an advisory committee. It is only set up for the purpose of giving advice to the Joint Committee or to the separate Insurance Commissions as the case may require. It is set up under section 58 of the Act, and again, to be accurate, there are five Advisory Committees; there is an Advisory Committee to the Joint Committee, and an Advisory Committee for each of the four separate Commissions. As a matter of fact, very often all five meet together as one body. They do not pass resolutions; we submit to them various drafts of proposals, and their opinions are elicited in the course of debate.

23,488. Does the Advisory Committee comprise any paid members?—No.

23,489. They are all unpaid?—They are all unpaid.

23,490. Is the Joint Committee an unpaid body?—The Joint Committee are all unpaid, except in so far as they are paid as members of the separate Commissions or by reason of some other office.

23,491. Are all the members of the separate Commissions paid?—They are all paid in one way or another; but Mr. Bradbury, for instance, is not paid anything on the vote of the English Commission, nor is Mr. Robertson; they draw their pay from the Treasury or from the chief registrar's office as the case may be.

23,492. That is to say, they retain a lien upon their original appointments?—They do their original work, I cannot say just as before, because our work takes up a great deal of Mr. Bradbury's time; but he is still a principal clerk at the Treasury and does the work of a principal clerk of the Treasury.

23,493. Do you mean to say that that arrangement has held good from the very commencement?—Yes.

23,494. He was not seconded for this particular work?—I do not think he has been actually seconded, and certainly his salary has never been put on our vote, and we have had the great advantage of being able to get as much of his time as anybody could give to anything, which means a great many hours a day.

23,495. Now we come to the County and Borough Insurance Committees?—The County and Borough Insurance Committees are constituted under section 59 of the Act; there is an Insurance Committee for each administrative county and each county borough. At present their constitution is only provisional, because the various steps that have to be gone through before you can get permanent constitutions have not yet been fully taken; that is to say, they ought to be elected by a particular body which has not yet been ascertained.

23,496. When they are fully constituted will they have original powers of initiative?—They will have original powers of initiative within the area in which they operate.

23,497. Will they operate under the general control of the Commission?—They will operate under the general control of the commissioners in the same sense as the council of a county borough or a county operates with the assistance and under the supervision of the Local Government Board or the Home Office.

23,498. That is, in broad outline, a sketch of the general framework of your organisation?—That is so.

23,499. Will you now tell me what establishment you have—what staff you have under the English

Insurance Commission, the central body?—The scheme of the whole thing is that the secretary is the channel of communication between the commissioners above him and the whole of the staff below; that is to say, in theory everything flows through the secretary to the commissioners. The English commissioners themselves are not departmentalised; they sit as a Board but they also sit in committees a very great deal, those committees being attended by members of the staff as secretaries to those committees. These are temporary arrangements which change from time to time. At the top there is the secretary, that is myself; then all the rest of the thing is to a certain extent provisional, and it is a little difficult to describe, so as at the same time to show what there really is and to give a true idea of the thing. Roughly speaking we have tried to divide the staff according to the functions it has to perform, and in the first place it naturally falls into two rather big parts, that is to say, collection on the one hand and administration on the other. All the more numerous part of the staff is engaged upon one or the other of these two duties.

23,500. We shall get at it, perhaps, more easily if you will tell me into what departments your staff is divided; we shall then be able to see whether your staff is suitable and appropriate to the functions it has to discharge?—We have divided it roughly into eight departments, which are set out on page 5 of the statement I have supplied. I tried to set out on page 4 of that statement a rough division of the kind of work we have to do, and I tried to set out on page 5 the kind of arrangements we have made to deal with those functions. They are as follows: (1) To deal with the provisions of the Act as affecting individual cases; (2) To deal with societies; (3) To deal with Insurance Committees. Those three departments are each of them in charge of an officer who is directly responsible to, and in close daily touch with, the secretary and thence the commissioners. (4) Accounts, which in size, of course, is as big as all the rest of it put together, because that means not only accounting for the money when we have got it, but also the work of receiving cards from the country, sorting them out to the various societies that they belong to, and then carrying in the credits to the societies, which implies in turn the handling, once a quarter, of somewhere between 12 and 14 millions of cards, and counting up the number of stamps on each card—and you can imagine the sort of questions that are likely to arise when you are dealing with that kind of business; the collection of revenue by sevenpences is a difficult and complicated thing. Then there are the three departments which serve all the previous four departments as more or less adjuncts, (5) Legal (advisory) drafting, litigation; (6) Outdoor Staff (inspectorate); and (7) General.

23,501. Let us begin with the first. "To deal with the provisions of the Act as affecting individual cases." That is essentially, I presume, the work of the staff of the Joint Committee?—No, that is rather more, I think, an individual English function. We have to deal, for instance, with the case of the outworkers, that is the kind of problem that that part of the office has to deal with.

23,502. Did I not correctly understand you to say that at the present time the Joint Committee is really the operative body. It may cease, in course of time, to be the operative body, and the English Commission will take its place, but at the present time does not the Joint Committee do most of this work?—No, all the work all through has been done, as I said before, by the staff of the English Commission.

23,503. Which is also the staff working for the Joint Committee?—It is very difficult to distinguish, except when a particular decision is being arrived at in commission or committee, whether it is the work of one body or the other.

23,504. Are we to understand that the staff which deals with the first point in your paragraph 6 is the staff of the Commission?—Yes.

23,505. And that staff is the staff that you show on this paper?—Yes, but that is only part of the staff I show on this paper. The staff shown on this paper is



23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

divided among these various heads, which I have tried to give.

23,506. What I want to know is what is the staff that works under the Commission?—The whole of the staff shown on this paper works under the Commission.

23,507. What I want to ascertain is, the central administrative staff. We will come afterwards to the staff that you employ on the accounts and in other ways. We cannot go through the whole of the details, but is not your office organised on the same plan as other Government offices, namely, an administrative staff at the top, and under it the various divisions of clerks in their various grades?—Yes; if you will take the printed paper, the statistical return, what is shown on pages 2 and 3, and the first part of page 4, is what I think you would call the administrative staff.

23,508. That is what I thought?—With the exception of the accountant and comptroller-general, who is the gentleman in charge of all the accounting operations; but, of course, he is an executive and administrative officer.

23,509. Am I not right in saying, that the administrative work of your office is done by those gentlemen shown on pages 2 and 3 and the first part of page 4?—Yes; and then, of course, when you get to the later groups on page 7 to the end—

23,510. These would be working in accordance with directions that they receive from the administrative staff?—Yes.

23,511. Would it not be convenient if you were to divide the staff in that way?—Certainly.

23,512. I find, then, that you are the chief administrative officer?—Yes.

23,513. And you have reached your present position by transfer from another Government office?—Yes.

23,514. Then, under you, there are three assistant secretaries?—There is only one, actually. There are three sanctioned but only one in office.

23,515. And he came into the Service by open competition?—He came in, originally, by open competition.

23,516. And was transferred from his former department to the Commission?—That is so.

23,517. That is quite in the regular course of things. Then you come to the accountant and comptroller-general. He previously was a Treasury officer of accounts, and came into the Service by open competition?—Yes.

23,518. That is also quite regular. Then you come to Group II, the senior clerks?—There are two senior clerks.

23,519. One was appointed under clause 7 of the Order in Council and the other was transferred from another department?—Yes.

23,520. What was the official history of the gentleman who was appointed under the Order in Council?—He was a gentleman, who, during the whole of the year 1911, and indeed from an earlier time, had been at work on the Bill, not for the Government but for various committees or groups of members of the House of Commons. He was a gentleman who certainly had very exceptional knowledge of the Bill (which was rather a complicated measure) and he was taken in on that ground.

23,521. He was taken from outside because of his knowledge of the origin of the Bill, its gradual growth. He is now a Government servant?—Yes.

23,522. Is he now brought on to the establishment?—Yes.

23,523. The other officer was a Civil servant, who came into the Service by open competition in the usual way?—Yes.

23,524. Then there are seven principal clerks, three of whom came in by open competition in the Class I. examination?—Five of them.

23,525. Is that so?—Yes.

23,526. Out of the seven, five came in by open competition in the Class I. examination?—Yes.

23,527. One came in under clause 7 of the Order in Council?—Yes.

23,528. How did the other come in?—The other was a first class staff officer of the Board of Trade. I do not know how he got into the Board of Trade.

23,529. He came from the Board of Trade?—Yes, he also was a person who had worked on the Bill in the Treasury all the time.

23,530. All that seems to me to be regular. You have six out of those seven officers coming in on transfer from another Government department?—Yes.

23,531. And out of the six, five had passed into the Government service by the Class I. examination?—Yes.

23,532. The only appointment that could be objected to, as out of the regular line, is the gentleman who came in because of his knowledge of the various phases of the Bill in passing through Parliament?—Yes. I do not want to argue the point, but it might perhaps be remembered that we had to deal with something that no one has ever had to deal with before. No Government department existed at the time of the passing of the Bill, which was in very close touch with this kind of thing. Of course, the chief registrar of friendly societies knew a great deal about one side of it, and the Board of Trade knew something about another side of it, but there was no organised Government department anywhere that knew anything about insurance.

23,533. I am not making any criticism so far; on the contrary, the impression on my mind up till now is, that you have drawn your staff very largely and properly from the regular staff in the public service?—We have tried so far as we possibly could to take the ordinary Government course and none other.

23,534. Then there is your staff superintendent. He was taken from the Board of Education, and he came in by open competition?—Yes.

23,535. Then there are 12 junior clerks?—There is really only one junior clerk; there are 11 clerkships that will be filled when we reorganise, but there is only one in actual operation, and he was a junior clerk at the Admiralty.

23,536. That is all right, you will fill the other clerkships as necessity arises?—Yes.

23,537. How do you propose to fill them?—As far as we can we shall fill them from among those gentlemen who already appear either as first class clerks or as second class clerks, or else by promotion of second division clerks, or minor staff clerks in the office. We shall not go outside until we have done everything we possibly can to fill them from inside.

23,538. Your intention is to fill these vacancies by promoting men already in your office; you will, if you can, promote deserving men from the lower grades?—Yes.

23,539. That is quite right, but then you will have to fill up the vacancies in the lower grades; how do you propose to do that?—If you look on page 3 you will see that we have 12 junior clerks authorised and only one appointed, and 15 first class clerks. Then on the next page there are 13 second class clerks also authorised, and all filled. We shall certainly not carry an establishment of 15 first class and 13 second class; we shall try to appoint these to be junior clerks, and we shall not fill up the vacancies made by those appointments among the first and second class clerks at present, if ever. That is not an establishment that we should propose as being a proper establishment.

23,540. What do you mean by junior clerks; do you mean clerks ordinarily recruited by the intermediate examination?—No; by junior clerks we mean clerks ordinarily recruited by the Class I. examination.

23,541. Your nomenclature is somewhat misleading, is it not?—I believe they call them by all sorts of names in different offices in the Service. I do not think there is any standard of nomenclature. The reason why we call them junior clerks is because we have already people appointed, the first two or so, called first or second class clerks, and we could not think of anything else to call them.

23,542. You had a great opportunity of reforming a nomenclature, which, in the opinion of some, sadly needs reformation?—I know, but we had so many new things to do at once that we did not feel ourselves up to that effort.

23,543. But the scale of pay sanctioned for these junior clerks is from 200*l.* to 500*l.*?—Yes.

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,544. But will you get any of your first class for that grade, because, although the first class clerk's increment is somewhat less than the junior clerk's increment, the first class men begin on a higher scale?—We should transfer them from the first class to the corresponding position in the junior clerkships. The only effect on them would be that they would get 20% increment instead of 15%.

23,545. But they are promoted from second class clerks. Is a second class clerk supposed to be a man who has passed in by the Class I. examination?—The ordinary entrance to a second class clerkship, I suppose, would be by the intermediate examination.

23,546. No, second class clerk is a name earmarked in the Treasury, at all events, to the grade into which a man passes by the Class I. examination. The second class is the grade in which he is placed immediately on entry into the public service?—I agree, if I may respectfully say so; but I do not think that these names can be used so as to indicate classes. I do not think that because a man is called a second class clerk you can say with any certainty what kind of creature he is; you have to look at the kind of pay he gets when he is appointed, what his salary is, and his range of maximum to find out what he is, and these scales that are set down for first and second class clerks are scales appropriate to the intermediate class on entrance. But, as a matter of fact, we have taken five persons into the second class clerk grade from the Class I. examination. Those are the only five we have taken at all from outside.

23,547. That is to say, you have transferred them from other departments?—Some of them we have transferred from other departments, but we have taken five from the Class I. examination.

23,548. Has a Class I. examination been held for these appointments?—We took them from the general Class I. examination held the year before last; but the rest of the second class clerks have all been taken by transfer from the public service from one position or another; they are of all sorts of origins.

23,549. (Mr. Matheson.) Are these 54 Colonial Service and Indian Civil Service men?—No, there are five taken directly. If you look at column 4 b on page 4, you will see, "Open Competition, 5."

23,550. (Chairman.) Does that exhaust the administrative staff of your central office?—Yes.

23,551. Then you have the accounts, which is, of course, a great division?—Yes; the head of the accounts is the accountant and comptroller-general, who is shown on page 2. He is a gentleman who has had the ordinary Class I. career; he entered by the ordinary Class I. examination; I think he was a clerk in the War Office, and subsequently, Treasury officer of accounts.

23,552. Then there are five accountants shown on page 4?—Yes.

23,553. They were all taken from the public service?—All except one, who was an unestablished officer, the last one who came in, who was secretary to the Trades Board; when we found him he was in the public service.

23,554. He was working in the Board of Trade?—Yes, but, I believe, he was not established.

23,555. That is clear enough. Then you have 14 assistant accountants?—We have actually 12, but we have 14 sanctioned. They are shown immediately below the accountants. Then come the examiners—that is the lowest grade of the accounting people.

23,556. They have all been in the public service?—Yes.

23,557. You have merely transferred them?—Except that we have appointed 12 of them by open competition in the intermediate examination. They are shown on page 6, column 4 b.

23,558. By "examiner," I suppose you mean a kind of subordinate accountant?—Yes, I believe, it is a term used in the Accountant-General's office.

23,559. There are 56 of these officers, 12 recruited by open competition?—Yes.

23,560. Twenty-nine transferred from another department?—Yes, and 11 promoted—obtained by pro-

motion. Those are people who previously passed an open competitive examination, except one.

23,561. They had all previously been in Government employment?—Yes, and all entering the Government service by open competition, except one, who was, in a sense, a Government servant, but not an open competition person.

23,562. It cannot be said that there is any improper exercise of patronage, or indeed any patronage, in all this?—I hope not.

23,563. Does this next group deal with accounts too?—No, Group V. will be returned as the administrative head office. These gentlemen next shown are the second division clerks and assistant clerks and their supervisors, working either at Wellington House, or some of them at Maida Hill, under the other people; the appointments of all of them are very straightforward.

23,564. Those all come from the second division and minor staff clerks?—Yes.

23,565. By examination?—Yes.

23,566. The appointments in Group V. are unobjectionable so far as I can see. Group VI. are second division officials; they are recruited from the second division?—Yes; they are just ordinary second division clerks.

23,567. Twenty-two of them entering by open competition?—Yes.

23,568. That is a clean bill, too. Then Group VII.?—Group VII. are the supervising assistant clerks who are proper to the intermediate establishment, which the accounting side of the office will be. Next come the assistant clerks, who are found, of course, in any office, and then a few boy clerks; we have kept that class down as much as we could.

23,569. Did the 158 assistant clerks pass in in the regular way?—Yes, they passed in in the ordinary way.

23,570. By open competition?—Yes.

23,571. And the typists?—The typists passed in in the ordinary way.

23,572. Then you pass on to the messengers and pensioner messengers, and so on?—Yes.

23,573. And on page 12 we come to your law department?—Yes.

23,574. These gentlemen were appointed under clause 7 of the Order in Council. They are professional officers?—Yes.

23,575. And the medical officers?—Yes.

23,576. Then you come to your divisional inspectors. You have nine vacancies?—I am sorry to say there are now 10 vacancies. One of the gentlemen shown here as a divisional inspector has died since the date of this return.

23,577. Who has died?—Mr. Shearme, the gentleman marked as an Indian civil servant (retired).

23,578. Had he any special qualification for being appointed divisional inspector?—He was a gentleman who had had considerable Indian experience; he had passed the Indian Civil Service examination.

23,579. Was he a pensioned officer of the Indian Service?—He had been a pensioned officer. He retired on grounds of health. He was reported by his doctor to have recovered from the ailment that caused him to retire from the Indian Civil Service. He was a gentleman certainly of very great capacity, both as judged beforehand and as judged by experience.

23,580. What is the duty of the inspector grade?—The duties are two-fold: the first to see that the Act is being carried out; that is to say, that persons are properly insuring their employes, and secondly to afford assistance to societies and Insurance Committees throughout the country in carrying out their duties.

23,581. Would an inspector be justified in going into a factory and ascertaining from the operatives whether they were insured?—Yes, an inspector has conferred upon him by section 112 of the Act the same powers as are conferred upon an inspector under the Home Office "To enter at all reasonable times any premises or place . . . where he has reasonable grounds for supposing that any employed contributors or workmen in an insured trade are employed," and "to make such examination and inquiry as may be necessary," and the rest of it just like the section in the Factory Act.

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,582. There are 50 male inspectors, 20 of whom were appointed by limited competition. How was that limited competition carried on?—In the first place a committee was set up by the Treasury over which Sir Francis Mowatt was good enough to preside, which made recommendations as to how the officers should be selected. According to their recommendations a committee of selection was set up, presided over by Mr. Stanley Leathes, the Chief Civil Service Commissioner, and that committee received all applications. In the first place there was advertisement, and then they received all applications from persons who wished to go in for the examination, and they selected from the applicants such people as they thought might reasonably be expected to be good public servants; they interviewed them and made a further selection, and then sent the persons so selected in for an examination which the Civil Service Commissioners conducted.

23,583. Who formed the Committee of Selection; how many were there?—The Committee of Selection consisted of Mr. Stanley Leathes, Mrs. Deane Streatfeild, Mr. Baddeley of the Admiralty, Mr. Mallory and Sir Arthur Tedder of the Customs. Mr. Mallory was a gentleman appointed on the suggestion of the Civil Service Commissioners: I believe he had done other work for them. Mrs. Deane Streatfeild, Mr. Baddeley, and Sir Arthur Tedder you probably know.

23,584. Then those who were selected were examined by the Civil Service Commissioners?—Yes.

23,585. Was it a simple examination?—Yes, there was a sort of three-fold list. It was thought that it was desirable to obtain persons who had a special knowledge of trade union conditions and persons who had a special knowledge of friendly society conditions, and it was not fair to send them in to a simple competition against the outside world; accordingly the Commissioners decided in advance what proportion of persons they wanted in each of those directions, friendly society persons and trade union persons, and these people all went in for the same examination with three separate lists kept.

23,586. So that they were practically examined in selected subjects?—They were examined partly on general subjects, and they had a paper on the Act.

23,587. They were divided into three classes?—Yes.

23,588. And the competition was within each class?—Yes.

23,589. Did that method of selection apply to the assistant inspectors?—It applied to all these various kinds of inspectors, but not to the health insurance officers, inspectors and assistant inspectors, and of course not to the women.

23,590. There are women inspectors?—Yes, they were also appointed by limited competition.

23,591. How were the male Health Insurance officers selected?—In that case another selection committee was set up which consisted of Dr. Colquhoun as chairman, Mrs. Deane Streatfeild, and Mr. R. T. Wright, and they selected people for the Health Insurance officers' examination, which was only a qualifying one. It was impossible to examine people of that grade competitively—we should not have got any result at all; at any rate that is what the Civil Service Commissioners thought.

23,592. Was any preference shown to people already in Government employment?—Yes, the persons who came from Government employment did not go in for this examination at all, they were transferred direct from their present situations to the position of inspector or assistant inspector as the case might be, also after having been seen by Mr. Stanley Leathes' Selection Committee.

23,593. Was anything like a certificate of the Civil Service Commissioners required?—Yes, they required certificates, but the Commissioners had nothing to do with that beyond telling the Selection Committee how many they wanted from the public service, and how many from outside, and then they appointed or did not appoint the people whom they recommended. They did not select the people.

23,594. Shall we turn now to page 14?—Yes.

23,595. There we come to the organiser of the female staff: how was she selected?—The organiser of the female staff is Mrs. Deane Streatfeild; it is only a temporary appointment.

23,596. She had been in the Government service?—She had been in the Government service as an inspector under the Home Office and had retired.

23,597. Then there are 50 female inspectors; how were they selected?—Just in the same way, their applications went to the Selection Committee, and then there was a sifting process and then some were sent in for examination and appointments were made.

23,598. You only show ten so far as I can make out?—That is all there are.

23,599. There are 50 shown in the first column?—I am afraid it is rather confusing. The 50 who appear on page 14, column 1, are the same 50, if I may so put it, as appear on page 12, column 1. It means a total establishment, men and women, of 50. There are only 10 women inspectors.

23,600. You show ten here, of whom five were appointed after a qualifying examination. Was that a competitive examination?—No, it was intended to have been a competitive examination, but when it came to the point the committee only put forward as many names as there were vacancies, or one or two more, and it appeared ridiculous to send six people in to compete for five places. As a matter of fact I think one dropped out for some reason, and the others were left to pass a qualifying examination.

23,601. Was there any reason why the committee did not select more and make the examination more effective?—It was too late. I have not looked into the matter lately, but my recollection is that the committee, who had had very long labours, had dispersed to the country, and when we found their recommendation it was this, and we could not collect them again, and we had to do the best we could. My impression is that they proposed six for the qualifying examination, and one of them did not qualify.

23,602. Were the lady assistant inspectors selected in the same way?—They were all selected in the same way until you come to the Health Insurance officers, who again passed only a qualifying examination.

23,603. You have a considerable lump sum that you spend outside?—Yes. The lump sum shown for the first five items there is my own lump sum, as it were.

23,604. Does that lump sum tend to show an increase or a decrease?—I think it is too early really to know. I am hoping very greatly that some of the gentlemen who are remunerated out of that lump sum will become public servants. I very much dislike the lump sum arrangement myself. I see no object in it whatever, and I dislike it very much indeed.

23,605. If the work fluctuates, is it not a reasonable arrangement?—So far as the third heading, "Temporary professional clerks (barristers)," etc., is concerned, that observation I think is just; but so far as the earlier people there set down are concerned it is perfectly certain that this department, like any other, will always require professional clerks, and you cannot take them on and turn them off; you have to treat them reasonably when once they come into the Service—you cannot turn them into the street after five or 20 years' service because the work is up or down a bit. The temporary barristers are a different thing altogether, because the department is in such a very exceptional state at present, and it is a convenient way of getting temporary people; but the other lump sum people I think are the sort of people you find anywhere except in the Labour Exchanges and the Customs, and I hope as time goes on that the establishment will standardise itself more.

23,606. I have no further criticism to make on your mode of manning your office, but having appointed your staff you will be soon confronted with questions of promotion. Your staff is at present in a somewhat fluid state, and you will have to apportion them off into more clearly defined grades if you want to have an effective system of promotion?—Yes.

23,607. That work is before you, and you are hardly in a position to speak upon it now; it is a thing

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

of the future?—Yes. I should only like to say what this statement does not show, that we had and still have working for the Commission (the number of course has varied from time to time) somewhere between 10 and 15 gentlemen who have been detached from other offices in the Service; some of them are acting as heads of departments, while others are acting as ordinary clerks, and when they go back, as I am afraid many of them must, to their departments, then perhaps the question of organisation and promotion will arise.

23,608. You have not thought out that matter?—We have considered it vaguely, but we have not come to any conclusion.

23,609. You have not thought out the question whether your office shall be organised on a second division basis or otherwise?—I think that such sanctions as have been given by the Treasury indicate what I think the Commission also think, that, quite roughly, the organisation of the office will be, as to a small part, Class I. clerks with second division clerks and minor staff clerks and staff clerks, and, as to a very large part, on the intermediate basis.

23,610. Has the question been thought out as to whether it should be on the intermediate basis or on the second division basis?—I think so, quite distinctly, as far as regards the accounts side.

23,611. What is the reason why you prefer to have it on the intermediate basis, that is to say, clerks recruited by the junior standard; why should it be organised on that more expensive basis, and not on the basis of the second division?—I do not know. I was not offering any opinion on the subject; I was only stating the fact.

23,612. But it would be useful for this Commission to know if you have gone far enough in your designs, and feel yourself justified in telling us the reasons which have induced you to proceed on the intermediate basis and not upon the second division basis?—On the accounts side do you mean?

23,613. Well, on the accounts side?—May I put it like this: We had to begin, of course, in a great hurry in late December, when we did not exist, and in January of last year, when we were just beginning to exist, and there is a great deal of precedent in the public service at present for the appointment of an accounting staff by the intermediate examination joined with assistant clerks; that we have found as almost a regular practice in the Government service, as I understand (it is not a matter on which I had any personal experience at all before I came to this business), and not unnaturally it was adopted. I personally could not express an opinion whether there is any advantage in recruiting by the intermediate examination as against the second division examination, but I do notice this fact that we have five accountants—

23,614. In your case it will not be a matter of recruiting; it will be a matter of organisation—you have your men. Why should you organise your office on an expensive basis when the less expensive, and the historical and traditional basis of the second division is open to you?—But the traditional basis of the second division implies a Class I. on the top of the second division, and that would be even more expensive.

23,615. I understood you to say that you intend to preserve a *cadre* of Class I. officers?—Yes, but not on the accounting side.

23,616. Why should you have a separation between your accounts and your second division?—I am not prepared to argue it; I cannot express an opinion on it. I have had no previous experience of an accounting department.

23,617. I am putting to you questions that must be decided one way or the other for the Civil Service generally. I wanted to know the reasons on which they were decided for your Commission?—I know the reasons on which they were decided, and I should be glad to indicate them.

23,618. The only reason you have given me for the choice of the intermediate basis is that the feeling of the Service nowadays is that accounts should be organised on that plan?—I think I might answer to that—though now I am expressing not the view of the Com-

mission, but my view just as an individual, which I have picked up in the last twelve months—that the choice, as I understand, is between an office with a Class I. at the top (I am not talking about the ideal, but what one finds), then the second division, and then assistant clerks; that is one normal arrangement. Another normal arrangement is intermediate grade at the top and assistant clerks with supervising assistant clerks below. As between those two organisations, if that is the choice, for the accounting staff, I have no hesitation in saying that the intermediate grade is better, because I think the Class I. people are too expensive for the job.

23,619. It is not a choice between a gradation of Class I. clerks, second division clerks, and assistant clerks. I want you to concentrate your attention on the one hand upon an organisation of second division clerks and assistant clerks, and on the other hand upon intermediate clerks and assistant clerks?—For accounting?

23,620. Why should not an accountant be a second division clerk; why should he be an "intermediate" clerk?—I have not an idea.

23,621. If the second division were recruited by a somewhat higher standard than is now taken, why should the intermediate grade be introduced at all?—I could not answer that question because I had no experience of the intermediate grade of people until I went to this office, and most of the people on the intermediate scales that I have known in the office of the Insurance Commissioners are, as a matter of fact, gentlemen who entered as second division clerks.

23,622. Well, I will not pursue the matter as it seems to be somewhat beyond your personal experience?—That is so.

23,623. (*Sir Donald MacAlister.*) I have only one question to ask you: What are the duties of the principal medical officer?—His present duty has, up to now, been to assist the Commission, and to assist what I may call the Medical Commissioner with his advice and assistance in dealing with the sort of medical problems that we have hitherto had to deal with wholly in the abstract. We have not had any practical work to do as yet on this side except drawing regulations.

23,624. He has been the professional adviser to the Commission on medical questions?—Yes.

23,625. But he is appointed permanently?—Yes, quite.

23,626. Will that continue to be his duty?—I cannot tell how it will shape. It is intended to appoint, as you might gather from his title, not only a principal medical adviser but also other medical officers, and no doubt it will be necessary to set up to some extent a medical inspector staff, but I should not like at this moment to lay down what line the thing will precisely take; it is a good deal in the air.

23,627. (*Miss Haldane.*) You employ a large number of women; I think a larger number than we have had before us hitherto. Can you tell me what the proportion of women employed is to men?—34 per cent.

23,628. Could you tell me about the typists, how they were appointed?—As far as possible we obtained them by transfer, and so far as they were not obtained by transfer they were obtained in the ordinary way; that is to say, people applied, and then we sent them on to the Civil Service Commissioners to pass an examination, and if they passed it they were appointed on to the staff.

23,629. Do you know whether those in other Government departments had notice of vacancies?—They certainly knew of them; it was certainly known throughout the Service that up to quite lately we have wanted typists.

23,630. But you do not know whether they really had notice that they might apply?—No notice was given, but we know in fact that they did know because they did apply.

23,631. No notice was sent round?—No.

23,632. Then you have a principal woman clerk at 150*l.*, by 10*l.* to 200*l.*; eight first-class women clerks at 115*l.*, by 5*l.* to 140*l.*; and 59 women clerks at 65*l.*, by 5*l.* to 110*l.*; most of whom appear to have been appointed by transfer: could you tell me from what departments they came?—Three came from the Board

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

of Education, one from the Board of Trade, and 60 from the General Post Office.

23,633. Mainly from the General Post Office?—Yes.

23,634. To what positions on the male side do these women correspond?—I do not think there is any exactly corresponding position—shall I just say what they do? They are divided into two parts: one works at Barton House, Queen Anne's Gate, where they keep the ledger accounts of the societies and committees; and the others work at our very big establishment at Maida Hill, where they look after the unestablished clerks and card-tellers. There is a considerable staff engaged at Maida Hill who want a good deal of looking after, I suppose.

23,635. Do the card-tellers work at Maida Hill?—They are all at Maida Hill.

23,636. I see that there are 120 at 14s. by 1s. to 16s.; are they young girls?—I do not know how old they are; they are from 16 onwards.

23,637. I see they go from 14s., by 1s. to 16s., and then by 2s. to 30s.; when do they go on to 30s.?—After two years. They begin at 14s. a week and rise by 1s. for two years to 16s., and then they go on by 2s. immediately to 30s.

23,638. Can you tell me how these girls were appointed?—24 of them were female sorters at the General Post Office who were transferred to us, 26 were unestablished card-tellers in the Census Office, and 61 were girls who had been in and qualified but not succeeded in the female sorters' examination for the Post Office.

23,639. They all entered by a competitive examination?—They all entered in a sense by a competitive examination; that is to say, the 61 who came from the female sorters' examination for the General Post Office qualified, and would have been appointed to be sorters had there been room for them.

23,640. Then with regard to all your women clerical staff, have they entered by a competitive examination?—The typists do not compete.

23,641. Practically all but the typists?—Not practically all—actually all.

23,642. Then the typists who were appointed by you did not come in from other offices?—As a matter of fact, what happened was that we saw that we could do with them more or less, and we saw whether they were worth sending on; if we thought that they were we sent them to the Civil Service Commissioners to pass the typists' qualifying examination, and if they passed that we appointed them. That is the way all Government typists are appointed at all offices.

23,643. Did you advertise for them?—No, we got plenty of applications; although I cannot say it is very easy to get them.

23,644. Will they have any opportunity of rising from typist to any higher post?—They can rise from typist to shorthand writer if they are qualified for the post, and from shorthand writer to superintendent; and there is a regular hierarchy ending at present with the chief superintendent.

23,645. That is the ultimate post that a typist can reach?—I do not want to say that. I hope that some day we may be able to promote the chief superintendent to something more.

23,646. You look forward to being able to promote the typists to another grade?—I hope so. I look forward to it, but I have not got anything definite in my mind; but on the other hand, I do not want to say anything that would shut the door against them.

23,647. Then I see there are 11 divisional inspectors; are any of them women?—No.

23,648. Then there are 40 temporary card-tellers at 18s. a week, are they also women?—Yes.

23,649. Are they appointed at rather a higher rate because they are temporary?—Yes.

23,650. Coming to the outdoor staff, can you tell me how does the work of the women differ from that of the men. Supposing you take the female inspectors, how does their work differ from men's work?—You notice, of course, to start with, that there are not so many women as men, but an attempt has been made as far as possible to share out between the men and women,

respectively, the trades in which men and women, respectively, are principally or normally employed. That is the real distinction, I think.

23,651. Do you find that it works out so, or is it practically the case that both men and women do much the same work?—No, I do not think they have up to now. It is very difficult to generalise as to what is going to happen to the outdoor staff yet, because they have all been employed all the time upon temporary jobs succeeding one another. We have been in a period of emergency the whole time, and it has been constantly necessary to take off a man from his regular work to do a particular thing for the, for instance, Insurance Committees; and similarly with the women, the very first thing we had to take all the women we had got, practically to deal with the outworker problem, which is not exclusively, but very mainly, a woman's problem.

23,652. Will you not probably find that the women work in connection with men and *vice versa* as regards the inspectors?—They have no doubt very often to do so.

23,653. Ultimately will it not be so, apart from those special jobs. I mean that the men's and women's work will come to be pretty much the same so far as sex goes?—I should not like to prophecy. I find it very difficult indeed to make up my mind how the thing will shape itself in future, and the best we can do is to experiment at present.

23,654. Have you had sufficient experience to know whether the work done by the women has been satisfactory?—Yes, I have quite sufficient evidence to know that it is quite satisfactory, if you are talking of the outdoor staff.

23,655. I am talking both of the inspectorial staff and of the clerical staff?—I am only speaking of the inspectorial staff, but I think I may say that the clerical staff is quite satisfactory.

23,656. (Chairman.) Have you any women clerks?—Yes, we have a great many.

23,657. Do they work in the same room as men?—No, none of them.

23,658. (Miss Haldane.) They work separately from the men?—Absolutely.

23,659. But the women's inspectorial staff, of course, must work in conjunction with men?—No doubt, but it is rather a different problem dealing with individual men from dealing with great gangs of men.

23,660. (Chairman.) How do the inspectorial staff work; do they not work with men in the same sense that clerks do?—No.

23,661. They go out and inspect independently?—Yes, but no doubt they meet together to confer and advise one another.

23,662. (Miss Haldane.) But the male inspectors and the women inspectors must work together a good deal?—No doubt they confer with one another, and they keep one another informed of what they are doing and make joint reports.

23,663. Is it not a fact that the women insurance officers have to deal with men constantly?—Yes.

23,664. (Mr. Matheson.) They do not share an office?—We have no provincial offices at present. We have a nucleus head office for the chief inspector himself and some clerks.

23,665. (Miss Haldane.) As regards the remuneration of the women inspectors, I see that in some cases it is slightly below that of the men; do you know on what principle the difference has been made?—What happened was that Sir Francois Mowatt's committee thought themselves justified in proposing scales for the men, and they did so propose, but for some reasons best known to themselves they did not think themselves justified in proposing scales for the women, and consequently the scales for the women remained to be fixed by the Treasury, and were finally fixed by the Treasury.

23,666. Did not the Treasury at that time rather express the view that they wished to settle the question?—Yes.

23,667. (Chairman.) What conclusion did they come to?—The conclusion they came to was that women should be paid less than men.



23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,668. (*Miss Haldane.*) In comparing these figures I find, for instance, that the health insurance officers, men and women, are paid the same rate?—Yes.

23,669. Do you happen to know the reason why the women inspectors and assistant inspectors are paid at a lower rate while the insurance officers are paid at the same rate?—I can only give the same opinion as a man in the street might give, and say that you do find universally throughout the Service that women inspectors are not paid at the same rate as men inspectors, and not only inside the Service but outside the Service. I can only assume that the Treasury applied the ordinary economic doctrine to the situation they had to deal with.

23,670. Did they apply it to the post of commissioner?—I do not know anything about that; that was before my time. I found the lady commissioner appointed and her salary fixed.

23,671. The lady commissioner I find is paid the same rate as the others?—Yes, that is so.

23,672. Are the charwomen all-time people?—They come in in the morning and they come in in the evening; they are not about the building during the day. They work seven hours.

23,673. As regards the pensioner messengers, it would appear that there is not the same rule as there is in the rest of the Government Service where usually one-fourth rise to a higher scale. Is not that so in regard to those who are employed by you?—I think so. There are 36 pensioner messengers at 21s. a week, and one quarter rise, or may rise, to 24s. a week.

23,674. It does not say so in the statement?—I am sorry; it is our fault. It is a fact that one quarter of them do, or may, rise.

23,675. (*Mr. Hoare.*) Why do not the commissioners themselves appear in the statement?—We thought when we read the form of return that it was not applicable to the case of the commissioners.

23,676. I ask only for information. What are their salaries?—The chairman is paid 2,000l. a year; the deputy chairman, 1,500l.; Mr. Robertson is not paid anything as a commissioner; Mr. Bradbury has an allowance, which is not borne on our vote, of 300l. a year; and the remaining commissioners are paid 1,000l. a year each.

23,677. I see the secretary and legal adviser has a salary of 1,200l. and an allowance of 300l. p.—Yes.

23,678. What is the allowance for?—For legal advising.

23,679. Would it not have been more convenient to have it all put into one sum?—It would be much more convenient, but my convenience was not consulted on the subject.

23,680. Is it the usual practice?—It is very unusual indeed to combine the offices.

23,681. (*Chairman.*) Does the 300l. count for pension?—Yes. It is very unusual. I think what was desired was that it should be clearly indicated to my successor when he came to think whether he desired to succeed me or not, that all he had to look to was 1,200l.

23,682. (*Mr. Hoare.*) None of these sums are permanent sums?—No.

23,683. With regard to your buildings, where are they?—The chief head office of the Commissioners is Wellington House, Buckingham Gate, and the first annexe is Burton House, just by Queen Anne's Gate. Then there is a very big place at Maida Hill, and another at Leonard Street, Shoreditch. At Maida Hill all cards are dealt with, which is an enormous work amounting to very many millions a year, and at Leonard Street, Shoreditch, all the actuary's work on the cards will be carried out; not the actuarial highly technical work—the chief actuary works at Buckingham Gate; but all the mechanical part, preparing the figures for him, will be done at Leonard Street, Shoreditch; he will have to be there part of the day, no doubt.

23,684. Is that regarded as a permanent arrangement?—Yes. I hope that some day or other we may be able to combine Burton House and Wellington House together. It is very difficult to get a building suitable for the purpose. So far as Leonard Street and Maida Hill are concerned, I think we shall always require to

have buildings like that some way off. We want a large floor space, and it would not be justifiable to take such a floor space in this part of the world where it is so expensive.

23,685. It is not convenient, is it, to have the greater part of your unskilled work done at a distance?—It is not convenient, but I think the inconveniences are outweighed by the very great economy. I cannot imagine our ever being able to substantiate a claim to carry on all that card telling anywhere down near Westminster.

23,686. I wanted to ask you about the number of vacancies on your full staff; there are a considerable number of vacancies that you said you did not contemplate filling up?—That is really fallacious. If you would look at the printed return there are three assistant secretaryships, two of which are vacant. We shall fill those up when we come to reorganise, that is to say when the gentlemen who at present are serving temporarily with us go back to their respective offices and we can see more or less what is in front of us, we shall promote, I hope, two people to fill these secretaryships. At the same time, or shortly afterwards, we shall fill up the four vacancies in senior clerks and 11 vacancies in junior clerks (as a matter of fact one has been filled already), the effect of which will be to deplete the 15 first class and 13 second class clerks who are shown, but so far as promotions are made from among those first class or second class clerks we shall not fill the vacancies so created—they will be redundant.

23,687. The effect of that, of course, will be that your office expenses will be higher?—Yes, certainly.

23,688. Presumably the higher appointments will be paid more?—Yes. On the other hand, of course, you must remember that we are at present getting a good deal of service for nothing; there are gentlemen serving us from other offices who are not being paid for it.

23,689. They come entirely on their own votes?—Yes, they come entirely on their own votes, except in so far as some of them receive gratuities from us on going back; otherwise we are not concerned with what their payment may be. Some are merely working for the love of the thing, and others are taking a small gratuity.

23,690. Had you any difficulty in getting this number of officials from other offices?—Do you mean permanently or temporarily.

23,691. Permanently?—We had the very greatest difficulty.

23,692. With the heads of the various offices, do you mean, or with the people themselves?—I think that some offices would be exceedingly unwilling to let us take any men. If I had been allowed to go and pick men all through the Service I should have picked many more.

23,693. What do you think was the reason why so many clerks wished to come to you?—I think they all got some immediate advantage, but I think most of them really came as a sporting chance.

23,694. (*Mr. Shipley.*) Are you satisfied with the results of the method of selection of this large body? There were 9,172 applications received, I gather, and then those who were not in the Civil Service already were given a qualifying examination?—That is as regards the outdoor staff; there was a competitive examination except in one case.

23,695. Are you satisfied with the results of that method?—I think we have got as good material as we could possibly have hoped to get considering what we were offering and the duties they would have to perform.

23,696. Last week we were shown a paper that was set for these gentlemen, apparently about 30 years old, and going to receive salaries of some 150l. to 200l. a year, and I understand that the questions on the paper were the sort of questions that you would set to a little child: "If you add together 2s. and 3s. and 2s. 6d., what does it come to"?—Was that a paper of ours?

(*Mr. Shipley.*) It was a Civil Service examination paper.

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

23,697. (*Sir Henry Primrose.*) Was not that for the Labour Exchange?—(*Witness.*) If it was for the Labour Exchange we have nothing to do with the labour side of it.

23,698. (*Mr. Shipley.*) Do you have all the cards sent from all parts of the United Kingdom?—Yes.

23,699. Or are they merely the English cards?—I mean the English cards.

23,700. And every stamp is counted?—Yes.

23,701. And that is done by your card tellers?—Yes.

23,702. You have no mechanical device for doing it?—No. I have not got a very mechanical mind, but I find it difficult to see how any machine could be invented which would count the stamps already on the cards.

23,703. Could you not put on a stud instead of stamp, or puncture holes. In the American census apparently the calculations were made by machinery?—All the calculations are made by machinery.

23,704. But the actual counting, I believe, was done by machinery in the census?—I know, but in the census people do not indicate their existence by putting stamps on anything; you have only to count the number of things that come in. But our people have to count on every card the number of spaces that are filled, and they have got to see what the value of each stamp is, because there are a great number of different values. It is not enough to see that 13 stamps are in 13 spaces, but you have to see what the value of each stamp is. I hope the pressure of necessity will cause people to invent easier ways of doing it, but I do not at present see any easier way.

23,705. I suppose the Commissioners have a good deal of judicial work to do?—Yes.

23,706. And I suppose a good deal even of legislative work?—Yes.

23,707. Have any of them had any training in that work?—*Mr. Robertson*, of course, is a barrister of 12 years standing who in his time did a great deal of work for the Treasury; but, of course, in dealing with judicial matters, the Commissioners have the assistance of a trained legal staff, and, in dealing with legislative matters, some of them have had very considerable experience.

23,708. Another question I wanted to ask is whether the *Mr. R. T. Wright* on the supplementary committee is the *Mr. R. T. Wright* who a short time ago resigned the secretaryship of the Cambridge University Press?—I do not know. I have nothing to do with that committee; it was really a Civil Service Commission committee.

23,709. The paper I spoke to you about just now is headed, "Copy of arithmetic paper for Civil Service examination for appointments under the Insurance Act"?—I could not say dogmatically, of course, but I should be inclined to say that it is a Board of Trade Labour Exchange thing.

23,710. The sort of question is this: "When taking a railway ticket which costs 15s. 7d. a man pays a sovereign; how much change ought he to receive"?—Well, I think long ago I lost any power of accounting that I ever had, but I believe if I was given time I could grapple with that.

23,711. I do not know that it is worth reading any more of these questions?—We cannot tell exactly and no doubt we have got poor material as well as good, but it seems to us on the whole we have got very much better material than we could reasonably have expected to get.

23,712. Are you satisfied with it?—I am not completely satisfied, because one never is, but I am much more satisfied than I expected to be.

23,713. (*Mr. Matheson.*) You have had some experience of business outside the Government service?—I have been employed in a bank.

23,714. Have you any opinion as to the comparative efficiency in the conduct of business outside Government offices and inside them?—Yes, I have a very strong opinion.

23,715. Would you tell us what it is?—I do not think that in outside commerce you find anything like

the zeal or the applied efficiency that you get in the Civil Service.

23,716. I suppose at the Board of Education and at your present office you have had considerable experience of Class I. men?—They are not actually Class I. men in the Board of Education, but an analogous class.

23,717. Analogous in status?—Yes.

23,718. How should you say that they would compare in business powers with men of the directing class in outside affairs?—There is always this difficulty, of course, with a Civil servant, that you take him so young from the world that unless he gets something responsible to do fairly early he tends to be rigid and unresponsive.

23,719. (*Chairman.*) Might I ask what your age is?—I am 43.

23,720. Have you had sufficient experience of the Civil Service to enable you to speak with authority upon this point; and in comparison with the practice in commercial life?—I have seen a great deal of the Civil Service; I have been in and out of a great many different offices in the last 14 years and I have seen a good deal of commercial life in the outside world.

23,721. Will you continue your answer to *Mr. Matheson's* question?—I think on the whole that the Class I. Civil servants compare very favourably with the directing class, if they are given a chance early enough.

23,722. Would you develop further what you mean by a chance early enough?—I think it is a very deadening thing to go into an office, at whatever age, and to do merely mechanical work and nothing more in an office in which promotion is quite settled and the routine is quite settled and the duty is never changed. I think they do tend to ossify.

23,723. Do the Class I. men ever do mechanical work; does the youngest officer recruited by the Class I. examination do what you call mechanical work?—In some offices, certainly.

23,724. Could you give me a concrete illustration?—I do not like to criticise in such a way as appears to be criticising other people's behaviour.

23,725. It will not be taken in that sense at all?—I think, and I think we all thought in the Board of Education, that some of the work that was done by a junior examiner was of too mechanical a type, all things now considered.

23,726. The Board of Education is perhaps not the best office to take; but will you just tell me what you mean. In the Board of Education what did they do that was mechanical?—There was a great amount, I think, of what we should, without any disrespect, call mere clerk's work—work that ought to be able to be done by any person with an ordinary orderly mind, not requiring any very special qualities of brain or experience; and I am sure that that is so in other offices.

23,727. Would you call that mechanical work?—I should myself. I did not mean by "mechanical," working a machine.

23,728. In order to train a clerk well it is desirable, is it not, that he should have that kind of experience in his earlier years, in order that he may be able to control that description of office work later on?—Yes, but I think it should be for a very short time. I think, for example, that promoted second division clerks ought to be promoted very early in their career.

23,729. Does your criticism aim at reducing the number of Class I. clerks in an office?—I am inclined to think on the whole (but feeling that I am very presumptuous in offering an opinion at all) that if there is any tendency it ought to be towards keeping the number of the higher staff down.

23,730. (*Bishop of Southwark.*) When you spoke about a man getting his chance early in life, what did you mean exactly by his chance?—Getting into a position where he will feel that he is making some advance. I do not mean necessarily an increase in salary, but, for instance, in the Board of Education there are a great many posts such as secretaries to committees doing particular work, and private secretaries to Ministers, and so on, all of which tend to brighten a man's faculties and keep him alert. Of course, he has

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

to satisfy his superiors over him, and it is desirable that he should sometimes be compelled to do something more than enter his office at a particular time in the morning and go away at a particular time in the evening.

23,731. Of course, the number of chances are limited as compared with the number of people?—Yes; but I think that possibly in some offices there is a tendency to become overstaffed with the upper division.

23,732. What you really mean, I take it, is that you would leave it to the person in charge of the department to select the men to whom he would give chances?—Yes; once in the Service you must leave it to the responsible head of the department; nobody else can tell.

23,733. There is one question I was going to ask you arising out of some remark you made when we were discussing the question of examination and promotion, and transfer. For instance, with regard to the staff superintendent, I understand that he was transferred; he was, of course, previously a Civil servant?—Yes.

23,734. When he was transferred, I suppose, it was to better himself?—It was to better himself.

23,735. It was improvement?—Yes. I do not think it was very great improvement considering what his prospects were where he came from.

23,736. By whom was he selected for transference?—He was selected as much as by anybody else by Sir Robert Morant and myself, from a very long previous experience of his ability for the particular kind of work that we wanted him to do.

23,737. Did you fix upon him because he was clearly the right man, or did you consider other men as well?—We fixed upon him because we believed him to be the right man from experience.

23,738. There was nobody else whom you considered?—We considered others, but we were so clearly convinced that he was the man we wanted for efficiency that we selected him.

23,739. And was that the usual method of selection by transference; were those the conditions that more or less obtained?—No, I could not say that; most of the people who were transferred we took on the recommendation of the then heads of their offices, and after getting as much information as we could, but without any direct personal knowledge. I do not think I knew any of the other transferred people—I may be exaggerating—except some of the clerks whom we also chose for special reasons.

23,740. Would it, in your opinion, be possible to apply that general principle more generally with regard to promotion within an office?—Do you mean promotion strictly by merit?

23,741. Say from Class II. to Class I., improving generally the position of the clerks in an office?—Yes, I think so, supposing that other difficulties were not in the way. The great obstacle to the promotion of the second division has been a mechanical obstacle as far as I have always understood the question. I mean the mere fact that those who were most likely to receive promotion lost salary on promotion.

23,742. There is just one more point to clear my own mind about the examination. You spoke of an examination when ultimately the applicants had been sifted out, and a certain number were left who were considered suitable to be examined?—Yes.

23,743. What sort of proportion were left in to the number of places that could be obtained?—There were 23,000 applications, 1,052 were interviewed, and 281 were examined, because 60 were taken straight from the Civil Service.

23,744. Then a large number were interviewed to sift them out further?—Yes.

23,745. How long did it take to interview them?—I believe it took five weeks.

23,746. How many people interviewed them?—They were all interviewed by the whole body.

23,747. The whole body interviewed them all?—They kept a quorum. There were five members of the body and, I think, the quorum was four; and they sat continuously all day. Some of the interviews were

very long and some of them were very short, I believe.

23,748. (*Sir Henry Primrose.*) How far may the organisation of your office be regarded at this moment as tentative—I suppose very largely?—Very largely.

23,749. I suppose that a great many of those very large number of officers described in paragraph 13 of your brief as the indoor temporary staff will eventually be absorbed on to the permanent staff?—Yes, a great many of them probably will have to be absorbed. We cannot tell, for instance, what establishment of second division clerks or assistant clerks we shall want finally, because I am afraid there must always be a time during the year, even when we get permanent conditions, when the work will be much greater than at other times. The cards come in once a quarter, and there must be a rush once a quarter. I do not see how we are ever to get quite so stable an establishment as an ordinary office.

23,750. Do you suppose that you will permanently retain some of those highly skilled Civil servants mentioned in paragraph 10, or do you think you will get rid of them all?—I hope to retain some of them permanently, but it is only a faint hope.

23,751. With regard to the people who have been placed permanently on the establishment, do the scales of salary correspond pretty closely to those originally contemplated in paragraph 7, or have you departed from them a good deal?—We have really advanced beyond what is indicated on paragraph 7. It was a matter of bargain, and naturally we did not hold out any more enticing temptations than we thought likely to be successful, and so far as we found that they failed we were obliged to put our price up.

23,752. In the case of the people you brought in from outside upon the understanding that they might be permanently appointed, what amount of probation have you insisted upon. I suppose you have the power, if you find it necessary, to dispense with their services?—I do not know that we have any power. I think we have to take them for better or for worse. People coming in by examination or from outside the Service are subject, of course, to the ordinary probation, but I am afraid that the people we have taken by transfer we have taken for good and all, and we cannot get rid of them.

23,753. Was not that rather rash?—It was perhaps rather rash, but there are circumstances in which rashness is the only course.

23,754. (*Chairman.*) I should have thought that they would themselves like to have a chance of getting back to the offices from which they were transferred?—Yes, no doubt, but that would have cut against us just as much as it would have been in our favour. We did take on two people on the terms that if they did not like it they might go back, and we have induced them to sacrifice that privilege by offering them other advantages since. It is a very inconvenient arrangement when you get so high up in the office as these people would necessarily be.

23,755. (*Sir Henry Primrose.*) As regards the men you brought in from outside, there are not a great many—you give the number as six on page 9 of your brief—three of those are law clerks—they are technical men; but all of those men, I take it, would be subject to probation?—Yes.

23,756. You could get rid of those men within a year or even two years?—Two years.

23,757. Did you, yourself, have much to do with actually choosing the men and seeing them?—Yes, for the first few months I think I saw, personally, everybody over the rank of second division clerk who came into the office except the actuaries—I did not know anything about them.

23,758. As regards the second division clerks you have power to get rid of them if they do not suit you?—I can send them back to the Civil Service Commissioners, not after probation.

23,759. (*Chairman.*) They belong to the Civil Service as a whole, and are liable to be moved to any department?—We could, perhaps, move somebody else to remove them. I am not quite sure that we could remove them ourselves.

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,760. (*Sir Henry Primrose.*) On the whole are you satisfied that you have got together an efficient body of men?—Certainly. We made a mistake, I may say, in the first instance in regard to what I am about to say, but subject to that I think we have got a most extraordinary body of men really. They have had right through from top to bottom to work under very great stress indeed for 13 months, and they have done so, so far as I know, without any complaint, and they have constantly worked for more than in their contract and with perfect cheerfulness and zeal and devotion.

23,761. Comparing as a body, for instance, the men who are what we call first class clerks in the public service with the men who occupy more or less corresponding positions whom you got from outside, how would you compare them; do the civilian first class clerks compare favourably?—I think they compare favourably with any body of men anywhere of a like type. I do not think that the people who were brought from outside into the Insurance Commission would furnish much guide, because if you take the six people who came in from outside they were not really from outside; that is putting it as high as we can against ourselves. One is really an ex-Civil servant, another is a man who passed the ordinary Home Civil Service examination (although he took the India) and the others are technical officers.

23,762. Did you lay down any maximum limit of age above which you would not take men?—No, but we looked to have young men.

23,763. Are they just all young men?—With two exceptions I am the oldest of any in the office; I do not include the commissioners.

23,764. As regards the second division clerks that you have got, should you say that they represent the pick of the second division?—So far as I can judge I think so. It is very difficult to judge the whole of the second division—it is a very large thing; but we did our best to get the best we could.

23,765. Should you say, that, as a class, those men that you have got show any marked difference in quality from Class I. men?—They are different.

23,766. Have you amongst them any men who you feel would be quite capable of taking almost any position in the office either now or at some future time?—I have among them a number of men whom I most sincerely hope to persuade the Commission to promote to the first division.

23,767. Would they be quite a substantial proportion of the total number?—The total proportion of Class I. posts in the office to the total number of second division clerks cannot be very large.

23,768. (*Chairman.*) I do not think that is what Sir Henry Primrose wanted to know. He asked what percentage of the second division men in your office do those excellent men bear who are fit for promotion to the first division?—What I meant was (and I thought I was answering the question) that as necessarily all the Class I. posts in the office are comparatively a small percentage to the second division posts, it must follow that the number that can be promoted is small.

23,769. Sir Henry Primrose wanted to know what proportion do those men who are fit to be promoted to Class I. if there are vacancies, bear to the total number of second division clerks in the office?—It is very difficult to put it in the form of percentage.

23,770. I only want it roughly. Let me put the question in this way. You stated that the second division clerks in your office are picked men?—Yes.

23,771. You also stated that of those picked men you would be glad to induce the commissioners to promote some to the first division?—Yes.

23,772. What proportion do those men whom you would thus promote bear to the total number of your second division clerks?—I am afraid that I cannot put it in the form of percentage, but may I just say what we have done up to now, which is perhaps some guide. We have already promoted to be first class clerk one minor staff clerk. We have promoted a minor staff clerk to be a second class clerk; he came to the office as an ordinary second division clerk, and received his promotion to minor staff clerk in the office. We have promoted—though it does not appear on the return

because it happened later—another second division clerk to be equivalent to first class clerk on the accounting side; that is to say, to be assistant accountant; and we have promoted 21, or so, to various positions corresponding either to those of second or first class clerk, on the accounting side, and we certainly have in view others whom we hope to put forward to the commissioners to promote to the upper division when it becomes organised.

23,773. (*Sir Henry Primrose.*) By the upper division do you mean the division that would be recruited mainly by the intermediate examination?—No, I mean Class I.

23,774. I understand that you are not to have a great many Class I. men at any time?—No.

23,775. But you are going to recruit a certain number of superior places by the intermediate examination?—Yes.

23,776. That is rather peculiar to your department, I think?—Yes, we shall have to separate the work done by the intermediate people from the work done by the Class I. people; you cannot work the two things together—it is impossible.

23,777. I do not know of any other department, unless you take a large department, which is a sort of congeries of departments, like Somerset House, which recruits for one and the same staff by all three methods, namely, Class I. the intermediate, and the second division examinations?—We shall have to separate them.

23,778. They will have to be in quite separate branches?—Yes.

23,779. Have you many men who have come into the Service really by the intermediate examination?—We have some, but not very many. Most of the people we have of the intermediate establishment are people who came originally into the Service either as second division clerks or assistant clerks.

23,780. And they have been converted?—Yes. We have some who came in by the intermediate examination, but the great majority, I am sure, were originally second division clerks.

23,781. Have you been able to form any estimate of their quality, as a class?—I cannot myself distinguish the people who came in by one examination from the people who came in by the other. There may be a distinction, but, so far as my experience has gone, I am unable to draw it. It may be too early to judge, but I cannot tell, at present, by talking to the people, or working with them, of which class they were.

23,782. There are two other questions of rather a general kind I want to ask you. Taking your experience in organising this department, do you think it would have been possible for you to do the work if you had not had men of the calibre of the first class clerk?—No, I am sure it would not.

23,783. That is to say, it would not have been possible for you to do it with the best of the second division men, and nothing better than the second division men?—No, I am quite certain it would not. In saying that I do not want to cast any slur on the best of the second division men.

23,784. But I mean you probably would not have found in the second division a sufficient number of men of the calibre that you required, to be able to do the work?—No, as far as it is possible to judge, I am perfectly certain we could not.

23,785. My other question is this. How far do you think it would have been possible to carry out this work of organisation if you had been dependent upon an entirely outside authority for the supply of your staff, and had no voice whatever in the selection of them?—I do not think we could have got on unless we had been allowed some selection amongst the limited class from which we could select.

23,786. Of course, in organising a department of this kind you want men of all ages?—Yes.

23,787. You cannot recruit the whole thing from the bottom?—Yes.

23,788. And it would have been impossible for an outside body to have provided you with men to fill the superior posts?—No, indeed I do not think you ever can fill the superior places except by selection, and selection by the people who are actually responsible for

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

the work of the department, and who have to bear the brunt of failure.

23,789. (*Mr. Boutwood.*) I did not understand in the early part of your evidence about the relationship between the Joint Committee and the English commissioners. Which is the actual authority that issues all the circulars and memoranda we see in the papers?—Sometimes one and sometimes the other, according to the nature of the subject dealt with.

23,790. So the Joint Committee has really a vital part in the supreme conduct of the business?—Yes.

23,791. Perhaps you have only a very vague idea on this point, but, roughly speaking, what do you think would be the normal number of your Class I. establishment?—In future?

23,792. Yes?—We have an authorised Class I. establishment of 21, besides the secretary.

23,793. And the rest of your clerical establishment is about what?—The rest of the clerical establishment it is very difficult to put. We actually possess 27 first and second class clerks, and five principal clerks on the secretariat side.

23,794. I thought most of those men were actually Class I. men?—You mean in origin.

23,795. Some of the posts that are now held by men of Class I. origin will not always be held by men of Class I. origin?—Probably not.

23,796. You have 21 now?—Twenty-one.

23,797. The rest of the staff will probably go to some hundreds?—Yes, many hundreds.

23,798. On the question of the intermediate class, I do not know whether I am wrong, but, roughly speaking, out of 70 people in your accounts branch, that is, in Group III., so far as I can make out only five of them actually came into the Service by the intermediate examination?—I do not know whether that is so or not. To test that you must add in, if you please, the whole of the group, including the examiners.

23,799. I was thinking of Group III., Sub-Groups (1), (2) and (3)?—Then if you go to Group III. to begin with, 12 of them entered by the last open competition; that is on page 6, column 4 (b). You will see the examiner and 12 who entered by open competition.

23,800. Those 12 actually came into office by the open competition?—Yes, by the last intermediate open competition.

23,801. And the five who entered by the intermediate examination were men transferred from some other office?—Yes, those are five people who came in from other offices, having entered there by the intermediate examination. In the same way, in regard to the 29 shown in the next column, at least 11—I cannot say exactly how many—entered by the intermediate competition. I should have to analyse it all out to see the exact number.

23,802. In any case you have a very large number of men in that department who are not of intermediate origin, and that fact would seem to have some important bearing upon the future constitution of the department. That is the only point that occurred to me?—Of course, that is a general service question.

23,803. You mention in this type-written statement certain selection committees. At what stage did they get to work? For what class of men were they used?—The selection committees were used for the outdoor staff only, and for the whole of the outdoor staff.

23,804. Then, was the indoor staff appointed by the commissioners?—Appointed by the commissioners, either by transfer from other offices or directly by competition.

23,805. So that really the whole of your indoor establishment, except the men you recently took in after examination, has its origin in nomination by the commissioners. It is outside the work of these selection committees?—It is not so in origin, but it is outside the work of those selection committees.

23,806. In origin so far as your office is concerned?—That is true of every second division clerk to start with.

23,807. Surely not?—Some of the people were obtained by sending to the Civil Service Commission, asking for so many second division clerks. Some were obtained by second division clerks applying from other

offices and being taken. Some were obtained from the upper division coming in in the same way, and some by upper division people taken in by direct examination.

23,808. But, setting aside the men you got in the ordinary way from the Civil Service Commission, the rest of your considerable indoor establishment was actually obtained by selection by the commissioners?—Yes.

23,809. And was outside the range of those selection committees?—Certainly; the selection committee only dealt with the outdoor staff. All the indoor people were taken in, with two or three exceptions, from persons already in the Service or else from the ordinary examinations.

23,810. (*Chairman.*) Selected by the commissioners?—Yes.

23,811. (*Mr. Philip Snowden.*) Did not the Civil Service Commissioners send some?—The Civil Service Commissioners have to be parties to every selection made, because we cannot take them without a certificate.

23,812. (*Mr. Boutwood.*) I was only clearing my mind as to the actual machinery employed?—What happens is, you open a treaty, as it were, with another office. Somebody applies, and you take him or do not take him. Those are only preliminary steps. Then he has to go to the Civil Service Commissioners and to the Treasury for leave to be transferred. I am putting it in a popular way.

23,813. I know, but the thing I want to get clear in my mind in this: We have heard a good deal about these selection committees as an important experiment, and I wanted to make quite certain what was the range of their work?—That was for the outdoor staff only.

23,814. (*Sir Kenneth Muir-Mackenzie.*) It is necessary to have the leave of the Civil Service Commissioners for a transfer?—Yes, you require a fresh certificate.

23,815. (*Mr. Boutwood.*) For transfer?—Yes, not a second division clerk, of course. The certificate has to be endorsed by the commissioners. They could refuse to certify. We could not take anyone that the Civil Service Commissioners would not let us take.

23,816. (*Sir Kenneth Muir-Mackenzie.*) Certify what?—That they are fit people to be transferred, I think.

23,817. (*Mr. Boutwood.*) You are not speaking of promotion?—No, of transfer.

23,818. If you take a second division man?—I am not talking about a second division man.

23,819. I was.—I beg your pardon. The whole of the second division, you know, are common to the Service, and they do not require a certificate on transfer.

23,820. (*Sir Kenneth Muir-Mackenzie.*) That is what I meant?—I beg your pardon, I misunderstood.

23,821. (*Mr. Boutwood.*) I want to put a purely general question, not relating specifically to your office, but you have seen something of other offices and you might have an opinion on the point. It is about staff posts. First of all, do you think staff posts can ordinarily be regarded as transitions to the higher division?—No.

23,822. They are the termination of an independent branch, so to speak?—Yes, not absolutely, but I should have thought, roughly speaking, they were an avenue of their own which ended not in promotion to the other division.

23,823. Do you think there is any tendency to create posts of that sort?—I will not say on purely personal grounds—but do you think that personal considerations rather than the actual needs of the Service sometimes enter into the creation of posts of that sort?—I have never known such a thing.

23,824. To put it in another way, do you think that staff posts are sometimes created because you think you have got to do something for a man and you cannot promote him?—I have never known such a thing happen. You have to bear down the very strongest pressure, to start with, on the part of the Treasury against increasing your establishment by the creation of staff posts.

23,825. (*Mr. Philip Snowden.*) What is the number of the English commissioners?—Eight.



23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,826. Are they in constant session?—Yes.

23,827. Do they sit as a body every day?—Not every day now, but two, three or four times a week—more usually two.

23,828. Are the commissioners in attendance on the days when they are not sitting as a body?—Always in attendance, with the exception of the chief registrar who has his own office.

23,829. During that time are they dealing with departmental matters?—Yes, but not in departments. They deal very often with them in committee—in various sub-committees.

23,830. Each commissioner has not a special branch of the work which is under his own supervision?—No.

23,831. This is probably not a question you would care to give an opinion upon. I suppose now that the Act has got into working order the work of the commissioners is not so arduous as it has been during the last 12 months?—I would not like to say that. I think it is probably about as arduous as it ever has been for them.

23,832. But is this work that the commissioners are doing work which is of a character similar to that which is being done by principal clerks or assistant secretaries?—No. Roughly speaking, the staff would prepare the material on which a regulation might be drawn. Then there might be a committee appointed, and the committee would consider the matter and come to the conclusion that a regulation was required on certain lines. Then the staff would take the thing back again, work it all out in its ramifications, see what it amounted to, and the thing would go to the legal department and the regulation would be drawn up and sent to the sub-committee which directed it to be drawn. After it was passed by them, they would report it to the commission, and the commission might make it—probably after discussion. That is one field of work. Another is sitting judicially to decide questions arising under section 66, which takes a very long time. The commissioners sit themselves to decide those things, but they are worked out for them in the first place by the staff, and, after they have sat, the facts are worked up again, and they sit again to recommend the commission what decision to give, because the decisions are the actual work of the commission themselves. That runs all through. Then there is an enormous amount of interviewing.

23,833. During the last 12 or 18 months you have issued some hundreds of circulars, regulations, and sheets of instructions, and that sort of thing?—Thousands, I am afraid.

23,834. I suppose those have been drawn up, if not by the commissioners, on the instructions of the commissioners, and they have received the approval of the commissioners?—Yes. I would not like to say that every single circular has been formally adopted at a sitting of the commission; I really do not know that.

23,835. But the work in connection with those regulations and orders will have occupied a good deal of the time of the commissioners up to the present?—Certainly.

23,836. You do not anticipate that you are going to turn out circulars in such quick succession in the future as you have done in the last 12 or 18 months?—I have a fervent hope that we may not.

23,837. Therefore, is the work of the commissioners likely to increase in other directions that will keep them as fully employed as they have been hitherto?—It is very difficult to foresee, we being in the middle of a time of great stress, but it looks to me as if, when that stress came to an end, there would be a great many subjects which would require much more mature consideration than they could have yet received, and then I suppose for some little time still there will be a great deal of work for the commissioners to do by way of considering, not very large questions perhaps, but, still, questions of policy.

23,838. Is this number of eight the number of the commission as originally constituted?—I really do not know. My impression, and it is only an impression, is that seven were appointed first and the eighth later.

23,839. One for the industrial insurance companies later?—I fancy so. You will remember the Chancellor of the Exchequer announced a certain number of names in the House, but I do not remember how many he announced.

23,840. Do you know of any body of commissioners in the public service so large in number as the Insurance Commissioners?—I do not think I do—in fact, I am sure I do not know of so large a body; but I do not know whether there is such a body or not.

23,841. Are they all appointed permanently, or are some of them appointed for a limited number of years?—The chairman is appointed permanently. Of course Mr. Bradbury and Mr. Robertson have their own Civil Service offices, and, as I say, they are not paid on the commission vote. I think all the others are appointed for five years. Five of them for five years.

23,842. You do not know the reason why their appointments are limited to five years?—No, that was a matter of policy decided on by the Government before I came on the scene at all.

23,843. I understood you to say that the joint committee have no separate staff now?—That is so, except the actuaries.

23,844. But all the actuaries are entirely under the joint committee?—That is so.

23,845. You do not have a separate staff of actuaries for the different commissions?—No, a portion of the chief actuary's staff is stationed in each of the four capital towns, if I may call them so.

23,846. The joint committee had a secretary, I believe?—Yes.

23,847. He has left the Insurance Commission and gone to some other post in the public service?—Yes, he has gone to be a special commissioner of income tax.

23,848. Has anybody been appointed to the position he held?—No, the position has been abolished. A gentleman has been appointed to be clerk to the joint committee, and that gentleman was at that time on the staff of the joint committee, and has now been transferred to the staff of the English Commission, and been appointed to act as clerk to the joint committee.

23,849. A word or two about the advisory committee. What is the number of that committee?—It is very large indeed—179.

23,850. How often is the advisory committee called together?—There is no regular interval. In the early days it was called together pretty frequently, but latterly not so frequently.

23,851. Could you roughly say how many meetings of the advisory committee have been held?—I could not offhand, but I could supply the information.

23,852. Would it be 100 or 5?—It would not be 100, but it is more than 5.

23,853. I suppose these people live in all parts of the country?—They do.

23,854. Is it not rather an expensive thing to bring 179 persons to London to meet?—Very.

23,855. Perhaps this might be a question which would be more properly addressed to someone else, but do you think that the advice that is given by the advisory committee, or the benefit that comes from the meetings of the advisory committee, is worth the very great expense that is incurred to call the committee together?—I would prefer not to answer the question because I do not think it is an appropriate question for me to answer, if I may say so, with great respect, not because I intend to suggest that the answer is in the negative.

23,856. I will put the question in another form. Could the results which are obtained from the meetings of the advisory committee be obtained in any other way which would not involve the bringing to London of this large number of persons from all parts of the country?—May I answer the question indirectly? I am quite certain that we could not carry on the work of the commission unless from time to time we called together considerable bodies of persons who had the particular skill in relation to the particular things we were dealing with. Unless, for instance, we could get from time to time the representatives of trades unions who are engaged in the working of the Act, and the representatives of the friendly societies together we certainly

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

could not have carried on, nor could we at present carry on the work.

23,857. Would not you agree, as a general rule, that the larger the body is the less useful it is as a deliberative body?—Yes; but though personally, if I may put it in that way, I regarded this thing at first as a great nuisance, I am quite certain now that we have got a great deal of benefit from even big and unwieldy meetings of these people; they have been able to put their point of view to us in a way we could not have been able to apprehend otherwise; and, on the other hand, we have been able to put our view before them. I am not defending the section of the Act, because it is not my province, but I am afraid for a time we must have bigish meetings of people, and I am afraid expensive meetings.

23,858. Now that you have got the scheme in working order you do not anticipate these meetings of the advisory committee will be required so frequently?—No, I do not.

23,859. (*Chairman.*) Where does such a large body meet?—First we met in the big room of the Foreign Office, but we found it a most inconvenient room for the purpose, and we now most usually meet in the theatre of the Civil Service Commission, in Burlington Gardens, which is a very good room for the purpose.

23,860. (*Mr. Philip Snowden.*) Now one or two questions about the transfer to your department of persons already in the public service. In the case of those who were already on the established higher grade of the Civil Service, when they were transferred to your department they received increments of salary, I believe?—Yes.

23,861. In some cases that increment was fairly substantial, I gather from the table you have supplied?—Yes.

23,862. Would you mind referring to page 3 of the printed list of the staff. You have 15 first class clerks who were graded at 350*l.* to 500*l.*?—Yes.

23,863. And in the last column you give the record of those clerks in the Service; that is, the name of the office from which they were transferred. Might I ask if you could say what length of service these clerks had, either taking individual cases or on an average?—I could give you the individual cases in every case. Shall I read them out?

23,864. Yes, you might?—And their ages at the same time?

23,865. We do not want any names?—I will read out merely the number of year's service—6 years, 8 years, 2 years—and the next gentleman came from outside, and had no previous service—7 years, 6 years, 9 years, 3 years, 9 years, 2 years, 8 years, 15 years. The next is 15 years, but it has been broken; that is to say, this gentleman was a clerk in the principal probate registry.

23,866. I do not think you need go any further. It quite meets my point. Those clerks had, say, from five to nine years' service, because most of them seem to fall within that category?—That is roughly it.

23,867. They would, if their promotion in the Service had been, I will not say normal, but average, be already in receipt of a salary of 350*l.* a year?—That is so.

23,868. (*Chairman.*) You could give the salary each drew?—Yes.

23,869. (*Mr. Philip Snowden.*) But if they were in receipt of a higher salary than this initial salary of 350*l.*, I suppose they would take their existing salary with the two years' increment of which you speak in your statement?—None of those first class clerks were in fact in receipt of more than 350*l.* a year.

23,870. But if they were higher division clerks they began at 200*l.* a year?—They were not. They were mostly higher division clerks who began at 150*l.* There were two who began at 200*l.*, but they were very junior men.

23,871. Is not this scale of yours for second class clerks, 100*l.* to 120*l.*, something rather unusual in the Service?—I understand—but I am talking about what I do not know—that that is the normal beginning for the intermediate scale; but it is misprinted in this statement; it ought to be 100*l.*, and then I think for

two years there is no increment, and then 120*l.* and then 250*l.* by 10*l.* to 350*l.*

23,872. These really are not second class clerks as we understand them?—Not at all.

23,873. They are not the lower grade of the higher division?—No. This class, when these gentlemen were appointed to it, was something that might turn into one or other—either into the lowest grade of the intermediate or into the upper division.

23,874. You made a discrimination in the matter of increment between the higher division staff who were transferred, and the second division staff?—Yes.

23,875. You gave an immediate increment or promotion to the higher division?—Yes.

23,876. But no increment to the second division?—That is so.

23,877. The reason you gave for that discrimination is that the second division clerks were common to the whole Service, and the higher division are supposed to be attached to some particular office?—Yes.

23,878. But do you think that is quite satisfactory. Are not higher division clerks equally liable to serve in the various departments of the Civil Service?—I do not think so.

23,879. Are they not very frequently transferred from one department to another?—But not against their will. My impression is so, but this is a Service point and I ought not really to speak to it.

23,880. You say a higher division man has a sort of right to remain attached to the office and not to the public service?—Yes, I think he is certified to his office, and cannot be transferred from it except by his own consent.

23,881. But surely the reorganisation of the public service may sometimes require that higher division clerks shall be transferred from one department to another?—No doubt.

23,882. I will give a case in point. Some time ago a Class I. grade was abolished in a certain department of the Inland Revenue, and their place taken by the intermediate. According to what you say the higher division men in that department might have objected to that transfer and refused to be transferred?—But those gentlemen were not transferred; they remained where they were, if I may say so, greatly to the damage of their prospects in life, and I believe only now, with the transfers to the Insurance Commission—which I believe exhausted the last of them, but I am not quite certain—have come to an end. They were not transferred against their will. Those who could get transferred were transferred.

23,883. Some were transferred, because we have had evidence of it here?—Yes, at their own desire. Naturally when that happened to the Estate Duty Office everybody wanted to get out of it as quickly as they could, and, if you trace through the career of clerks in the Civil Service, I think you will find a great number of persons who have been transferred from the Estate Duty Office to all sorts of offices; but that was because they wanted to be.

23,884. This is a very important point, I think, that we are bringing out—that there is this distinction between the right of a higher division clerk and the right of a second division clerk. You offered this two years' increment then as a sort of inducement for them to come to the Insurance Commission?—Yes. You will understand it was not for us to decide one way or the other what was to be done with regard to the second division clerks.

23,885. All these higher division appointments were made then by the commissioners themselves?—Yes.

23,886. On the recommendation of the head of the departments?—Conveyed through myself.

23,887. Could you say how many of them came from the Board of Education?—None. The staff superintendent, that I spoke of before, came, but no higher division person except myself.

23,888. You have promoted a considerable number of your second division clerks?—Yes.

23,889. Something like 21 per cent. of the number?—I believe so.

23,890. You are perhaps not in a position to say whether your second division staff is superior to the

23 January 1913.]

MR. CLAUD SCHUSTER.

[Continued.]

average of the second division?—It is a very difficult thing to answer a question like that, because in answering it one may appear to cast a slur on a very deserving body of men one does not know. I believe what we have got is the *corps d'élite*.

23,891. How did you recruit your second division?—By practically going all round the offices and asking the heads of the offices whom they had got who was really good. We kept on saying: "We do not want men you want to plant off, and we shall regard it as a point of honour that you send us your best men. Whom have you got who is very good, but who has not much prospect with you?" There are, no doubt throughout the Service people who, through no fault of their own, have no immediate prospects, and those are what we got. I infer they are the *corps d'élite*, partly because of that method of selection, partly by the excellent work they have done since they came, and partly by the comparison I have instituted between them and the general run of second division clerks elsewhere, although I have seen excellent second division clerks elsewhere.

23,892. And they were prevailed upon to come to you without the inducement of an immediate increase of salary, on account of the better prospects they thought there would be in your department in the matter of promotion?—I suppose so. There was no bargain of any sort or kind, and no promise was made to them.

23,893. Have you had any part of your second division staff recruited from the Civil Service Commission by new entrants to the Service?—Yes, a few. We have a good many temporary clerks. Open competition, 6—that means taken straight from the Civil Service Commission—out of an establishment of 46. But then besides that, we have a number of temporary second division clerks, and they are all taken straight from the Commission, and, perhaps, we shall return some of them.

23,894. You have a few men in your department who entered by the intermediate examination?—Yes.

23,895. And I understood you to say in reply to one question, that in the matter of ability and capacity you cannot distinguish between a second division man and an intermediate man?—Yes; I did not mean that nobody can distinguish. I meant I cannot, so far as my experience goes, say that I can distinguish. You must remember I am comparing these, the very pick of the second division, with the intermediate people.

23,896. (Chairman.) It is not the very pick of the second division?—The people I am comparing are not the people we have chosen haphazard from other offices, but people who have got already promotion. We have people we take over as intermediate who had already obtained promotion into the intermediate class by reason of their merits, and they are the people I am talking about.

23,897. (Mr. Philip Snowden.) How many intermediate men have you?—I could not say off-hand. We can add them up and supply the figure.

23,898. Did they come straight to your department when they entered the Service?—12 came straight to us, and those we cannot form any opinion about yet.

23,899. What experience had the other intermediate men?—They came from all parts of the Service where there are intermediate offices.

23,900. Had they been employed mainly upon accounting work?—Yes, and a good many were surveyors of taxes, and doing that kind of duty.

23,901. The fact that these intermediate men had been employed at work of a different character to what second division men had been employed upon, vitiates your comparison to some extent?—I was not making a comparison.

23,902. And if any comparison can be made, would it not be fair to the second division to say that they had not been employed upon this accountancy work previously; but when they were put to that work they immediately showed a capacity equal to that of men of longer experience?—Certainly. I was not instituting a comparison unfavourable to either side. I only said I could not myself make up my mind.

23,903. What reason have you to think that you would not get an efficient accounting staff recruited

from the second division examination, if these young fellows were put straight to the work when they entered the Service? Do not you think the second division could be trained to do this work as efficiently as it is being done by the intermediate men at present?—I think it is very possible, but I also think that the effect of the institution of the intermediate examination has been, as I think Sir Henry Primrose pointed out earlier, to skim the cream off the second division examination to some extent.

23,904. You have been at the Board of Education?—Yes.

23,905. Is not a good deal of the work done by the second division there of the nature of accountancy?—Yes, and it is very well done too.

23,906. Then what need do you see for the institution of the intermediate grade, which is more expensive, if the work is very well done by the other men?—It is rather difficult to press me with that question, because this question as between the intermediate and second division is really a general Service question, and I do not think it can be answered by anybody who has not had some experience of the run of promotion and recruitment for all the accounting offices.

23,907. When you were considering the question of manning one of your departments, whether by intermediate or assistant clerks, did you take into consideration that by doing that you were abolishing the opportunity of promotion for the assistant clerk who now is eligible to be promoted to the second division, but not to the intermediate?—Of course, he is supposed to be given the position of supervising assistant clerk as a method of promotion. I do not know whether it is the fact that his career is definitely stopped then. I do not know enough about it.

23,908. May I ask what are your examiners?—It is just a name for people who come in a grade just below the assistant accountants. They examine accounts. It is the lowest of the three grades of intermediate people—accountants, assistant accountants, and then examiners.

23,909. How is an examiner recruited?—By the intermediate examination.

23,910. You have in your department work which if not precisely, is mainly identical, done by men and by women. Have you had a sufficiently long experience to be able to make a comparison between the efficiency of the woman's work and the man's work?—I do not think we have any work which is actually identical done by men and by women indoors.

23,911. But the outdoor department?—That I do not think I can give an opinion about as yet. We must wait and see how things work out. As things are at present I do not think I could hazard an opinion.

23,912. How do you obtain your women clerks?—Through the ordinary Service channels by examination; but the ones we have at present we have taken mostly on transfer from the Post Office.

23,913. You have had no special examination of women for clerical appointments in the Insurance Commission?—No.

23,914. Do you propose to have one?—I do not think so, as at present advised.

23,915. How will you recruit them in future?—The women inspectors?

23,916. No, the women clerks in the office?—We shall recruit them through the ordinary women clerks' examination.

23,917. But the only women clerks' examination is for the Post Office?—No.

23,918. What other is there?—There are women clerks at the Board of Education who come from the same examination as the Post Office women clerks.

23,919. But that is the only public examination, so far as I am aware, that is held for women clerks?—Then that will be the examination we shall get them from. Look at the people we have got—3 from the Civil Service Commission and 64 by transfer, 3 of whom came from the Board of Education, 1 from the Board of Trade, and 60 from the General Post Office. It is very similar sort of work to the work of women clerks at the Post Office.

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

23,920. I suppose you need a good many actuaries?—Yes, the establishment of actuaries is 1 chief actuary, 5 actuaries, 4 assistant actuaries, and 13 computers, that is, 23 persons in all. All the more mechanical part of the operations, anything below the rank of something which is going to lead to actual actuarial work—all the clerical assistants—would be supplied by the English Commission from its own staff.

23,921. Who is going to do the triennial valuations?—The chief actuary.

23,922. But he cannot do them all?—No, he will be assisted by his 5 actuaries, 4 assistant actuaries, and 13 computers.

23,923. Will these 20 men be quite sufficient when the work comes in all at once?—I do not know whether he is going to make requisitions for further staff.

23,924. Are they all qualified actuaries?—They are all people who have passed some one of the stages of the examination which are necessary to qualify you to be an actuary.

23,925. You stated in reply to one question that you thought it was very discouraging for a man to be kept for a considerable length of time upon work of a routine character, and work that did not give him much opportunity for initiative. May I take it that it is the aim of your department to prevent the sterilising of your men?—Yes. I feel there always must be in our own and other offices a good deal of sacrifice of the individual. What I meant was that if you are going eventually to get good work out of these men—that is, work of a higher type—you must not sterilise them in their younger days; but, unfortunately, the routine work has to be done.

23,926. Is it to be your definite policy to look out for merit wherever you find it and to give it every encouragement?—Yes, and to promote as freely as we can.

23,927. Have you had much difficulty with the Treasury in regard to these promotions that you have made?—No, the Treasury have met us very reasonably indeed in that respect. We have not made any actual promotion from the second division to the higher division. We have not put anybody into the higher division, but we have made promotion from the second division to the intermediate, and for that purpose the Treasury devised a plan which gets over the difficulty about the sacrifice of money. That was done specially for us.

23,928. (Chairman.) When was that done?—Some time in the spring, or perhaps the summer, of this last year.

23,929. Was it after this Commission began to sit?—Yes.

23,930. (Sir Henry Primrose.) Do you think that your proportion of higher appointments, say down to the examiners, is reasonable as compared with the total number of officials you have?—Do you mind adding together for that purpose these vacant places. We have 11 vacancies for junior clerks, and they will absorb some of those first class and second class clerks, so will the assistant secretaryships and senior clerkships. Taking those into consideration I am inclined to think so, but it is very difficult to tell for a little time yet.

23,931. You have spoken of instances where first class men were employed on work that might have been done by men not quite of the same capacity as those. You have nothing of that sort in your department?—No. When I was talking about that it is notorious that the Estate Duty Office people, as is well within your own knowledge, were doing work which was considered by everybody, including the office itself, to be not suitable for them.

23,932. You have stated the number of applications made for the outdoor posts—21,000, if I remember rightly. Have you no knowledge of the way in which the selection committee sifted these applications?—I have the actual knowledge. I saw it done from mere curiosity. I did not interfere with it in any way.

23,933. How did they do it?—There was a staff of clerks borrowed from various public offices, and examiners lent from the Civil Service Commission, who sat in a room in 55, Parliament Street, and went

through the applications, just as they would deal with any other official papers, passing them when they were difficult to the person graded above them, the whole thing being under the immediate direction of the committee, acting through Mr. Leathes.

23,934. What was the standing of those who dealt with the applications?—Upper division people, mostly. I think the simplest plan would be, if I read a memorandum, which was written for me for this purpose by the gentleman who actually had charge under Mr. Leathes, giving an account of what he really did:—“21,980 forms of applications—that is for male posts—were returned from persons outside the Civil Service. On receipt these were at once registered according to the grade applied for, and were passed to the officers to examine them. These were partly officers of the Insurance Commission.” That is not strictly accurate; he means people we had borrowed from other offices, and then passed on for that purpose—and partly examiners appointed by the Civil Service Commission. Instructions were given for their guidance, and in considering the applications attention was directed to the candidate's education, the nature and variety of his employment, the positions he had held, his experience of the work of friendly societies, trades unions, and insurance companies, his acquaintance with local government, his personal experience of administrative social work, the character and weight of his testimonials, and the general impression derived from his application as a whole.”

23,935. How do you propose in future to fill the vacancies in the outdoor staff?—We have not thought about it at all.

23,936. I suppose you are constantly receiving applications for posts in the department?—Yes; I think the effect of all this has been to stop the heavy flow. I get myself, about once a week, an application from somebody who wants to be made something, but I do not think people are any longer applying in their hundreds and thousands. We do not do anything with them if they are.

23,937. You say you have not considered what methods you are going to adopt in future?—No. I have not considered it in such a way that I could possibly produce it. Of course I have thought about it.

23,938. (Sir Kenneth Muir-Mackenzie.) When you speak about promotion, does not promotion, in the ordinary sense of the Service, mean where a man gradually gets his opportunities of going up after long service. Your office has been going on about 12 months?—Yes.

23,939. So that promotion means, practically, for a man giving him, after a short service, a post with higher pay?—Yes; but, of course, in all cases he has had considerable service before he came to us.

23,940. Yes; but not a service that would have produced anything like that rise?—I do not know that at all. We took the best people we could get, and they came to us, no doubt, hoping that they were going to fill the very highest posts, if, by their merits, shown in their early days, in times of stress they showed themselves worthy to fill them. We deliberately told these people at the Board of Education, when we had that meeting, that we should get as many as possible of the higher paid posts, which were vacant, filled after a year or two years on the result of merit. Just in the same way with the second division clerks. They have all come with experience gained in other offices to fill the staff posts, which have since been created, and to get such promotion, as we can give them, to the upper division, if we can give any. They are merely putting the coping stone on their life in the public service.

23,941. Could anything at all like this happen, that you get a man out of another office offering him, say, 200*l.* a year with the ordinary prospects of a man in the Civil Service, and then within a few months having a post of 500*l.* a year to fill, you observe that this fellow has done very well with you, and you give him that. Could anything like that happen?—Certainly nothing like that has happened.

23,942. Would you call that promotion?—I do not know what I should call it, but we certainly have not

23 January 1913.]

Mr. CLAUD SCHUSTER.

[Continued.]

done anything which could be described in that sort of way at all.

23,943. (*Sir Henry Primrose.*) We might call it translation rather than promotion?—That is so.

23,944. (*Chairman.*) I understood you to say that your grades are still unformed?—Yes, to a great extent.

23,945. And the promotion which Sir Kenneth contemplates, that is to say promotion in the regular course by merit and length of service from one grade to another, cannot yet come into operation because your grades are not formed, but you intend to form the grades?—That is so. I ought not to be construed too literally.

23,946. But still it is in course of formation?—Yes.

23,947. (*Sir Henry Primrose.*) With reference to a question asked you about accounting officers, you have just had the experience of organising a large new department for new business, and so on, and I would rather like your opinion upon this: Whether accountancy should not be treated as a separate branch by itself, not in your department only, but throughout the public service, and more or less of an expert branch with special recruitment for it, not by means of the intermediate nor by the second division, but that you should have a special more or less expert examination for accountants. After all, in the public service a very large number of men are engaged in accountancy, and that particular line gives within itself great opportunities of promotion. You could have high paid places. What should you say to recruiting a special body of men as accountants, and not recruiting, as we have been doing up to now, second division men who might be sent either to secretarial work or to accounting work without any particular regard to their particular qualifications?—The difficulty is this: Our people are all that lot of people shown in the white paper. The accountants, assistant accountants, and examiners are all engaged more or less on accountancy; but of course some of them have to deal with the practical problems arising out of accountancy which require consider-

able knowledge of general service conditions, and the sort of way in which Government is run. They have to fit in their accountancy with the way in which friendly societies live and move, and with the way in which the Treasury lives and moves. The proposition is a little new to me. I am not quite certain whether the effect of it would be to stereotype them too early to a particular branch. If the suggestion is that they are to come in at 17, and to do accountancy and nothing else, with no possibility of a change, I think it would be a great pity.

23,948. (*Chairman.*) Would you have sufficient scope to create in your office a service. Would the accountants have sufficient scope for promotion?—One a little doubts. I do not quite know. We must wait on circumstances for it.

23,949. (*Sir Henry Primrose.*) It would have to be applied, not to one office, but to the whole Service?—Quite so.

23,950. And that would give in different accounting branches opportunities of transfer. Taking the War Office, the Admiralty, Inland Revenue and the Customs, you have very highly paid places, and any qualified man might be transferred to those offices?—Yes. In case I was misunderstood may I say this: I was asked several times about the promotion of second division clerks. I have all along suggested that we were certainly going to promote, and could do very well with promoted, second division clerks; but, in saying that, I have always had in mind that the corps into which they would be promoted would be a corps composed predominantly of men who continued their education until 23 or 24, and entered by the Class I. examination; and I think the value of the second division clerk would be enormously diminished if the corps into which he was promoted was only a lot of other second division clerks like himself promoted. We all assist and learn from one another. It is because the predominant note of the place is a higher standard of education, and a longer continued education, that these people get made use of and are so useful.

Mr. THOMAS JOHN HUGHES called and examined. Professor JONES was in attendance.

23,951. (*Chairman.*) You are the Chairman of the Welsh Insurance Commission?—Yes.

23,952. Of how many members is the Welsh Insurance Commission composed?—Five, including the Chief Registrar of Friendly Societies, who is *ex officio* a member of all the Commissions.

23,953. What are the names of the other four?—The deputy chairman is Dr. Richards. In each case the deputy chairman is a medical man. The Hon. Violet Douglas-Pennant and Mr. John Rowland are the other two commissioners.

23,954. Is this your first introduction to official life?—Yes, to Civil Service life.

23,955. Are all the other members you have mentioned, except Miss Douglas-Pennant, fresh to official life to?—All except Mr. John Rowland, who was Private Secretary to the Chancellor of the Exchequer.

23,956. Was he an official private secretary or taken from the outside?—He was at the outset taken from the outside. He was a secondary school teacher.

23,957. He passed from being a secondary school teacher to be private secretary to the Chancellor of the Exchequer?—Yes.

23,958. And from there he was translated into this Commissionership?—Yes.

23,959. So that in your Commission there is no member having knowledge of official life?—Not of official life.

23,960. We are desirous of knowing how you made your appointments. May I divide the appointments into indoor and outdoor as a general classification? The indoor appointments may, I suppose, be divided into the administrative and general and clerical?—Yes.

23,961. How many administrative officers have you in the first place?—I should be glad to know what I am to gather by the expression "administrative."

23,962. The secretary, assistant secretaries, and principal clerks?—The secretary of the Commission, who is with me here—Professor Jones—was appointed by the Treasury, not by us. We have two assistant secretaries, one of whom we have just appointed.

23,963. The secretary was appointed under clause 7 of the Order in Council?—Yes, by the Treasury.

23,964. Was he taken from outside?—Yes, from outside. He had been professor of economics at the Belfast University, and was secretary to the King Edward VII. Welsh National Memorial Fund, and the Treasury appointed him secretary to our Commission.

23,965. You have two assistant secretaries?—Yes.

23,966. One was appointed under clause 7 also?—Yes.

23,967. Was he taken from outside?—Yes.

23,968. Was the other assistant secretary also taken from outside?—No, transferred from the office of the chief registrar of friendly societies.

23,969. He was an actuarial clerk?—Yes.

23,970. Your accountant was transferred from the Office of Works?—Yes, but his assistant accountant was appointed under clause 7 from outside.

23,971. The medical officer was taken from outside?—Yes.

23,972. And your legal adviser?—Yes.

23,973. Were your first class clerks, of whom you have two, taken from outside?—Yes.

23,974. The assistant accountant was taken from outside?—Yes.

23,975. Of your second class clerks two were taken from outside and four were transferred from another department?—Yes.

23,976. Your first class woman clerk was taken from the Post Office?—Yes.

23,977. The four second class women clerks were also all taken from the Post Office?—Yes. In fact all our women clerks were taken from the Post Office.



23 January 1913.]

Mr. THOMAS JOHN HUGHES.

(Professor JONES was in attendance.)

[Continued.]

23,978. Your second division clerks were taken by open competition. Did you apply to the Civil Service Commission for them?—No, they were all transferred.

23,979. Can you say from what departments?—A number of different departments—the Local Government Board, the Board of Trade, the India Office, the Admiralty, and Somerset House, were the main departments. We got them where we could.

23,980. Then the assistant clerks in Group VII seem to be all taken from other departments?—Yes.

23,981. Is the organisation of your office complete?—No, we have asked for further sanction from the Treasury. You are probably aware that under section 82 of the Insurance Act the Commissions for Wales and for Scotland and Ireland have not the same status as the English Commission. The sanction of the Treasury is necessary, not only to the class of appointment, but to the man or woman who is to be appointed in the case of all the Commissions excepting the English Commission. We have applied to the Treasury for sanction for a number of first class clerks, second class clerks and assistant clerks. It is proposed that our department shall be an intermediate office; that is to say, with a certain number of first class clerks, second class clerks and assistant clerks, and it is proposed that, when we have recruited our staff of second class clerks, we shall in due course promote where we can the more brainy second division clerks after their qualifying period of service expires and declare the other second division clerks redundant.

23,982. Then you intend to have your office on a second division basis?—I think it is called an intermediate basis; that is to say, a certain number of first class clerks and second class clerks, but no second division clerks.

23,983. You intend to have clerks recruited by Class I. examination?—No.

23,984. And also to have clerks recruited by the intermediate examination?—Yes.

23,985. That is an unusual arrangement?—First class clerks, not higher division clerks.

23,986. What do you mean by first class clerks?—A man who starts at 350*l.* and goes to 500*l.*

23,987. The top of the intermediate appointments?—Yes, I think they are now called first class clerks.

23,988. You do not then intend to have university men recruited by the Class I. examination?—We intend to do it in this way: Our proposals are awaiting, I hope, the sanction, any day, of the Treasury. They have received the assent of the Civil Service Commission. We propose to ask the Civil Service Commissioners to prepare a special form of examination rather more severe than the ordinary intermediate examination, with knowledge of Welsh as an optional subject only, and our hope and belief is that, while the examination will be quite an open one, we shall in that way catch, so to speak, the good graduate with honours from the Welsh University.

23,989. (*Mr. Matheson.*) But what age will you put for that?—We are asking for an age higher than the average minimum, 20 to 25.

23,990. (*Chairman.*) You give them five years?—Yes. Of course, this would be an *ad hoc* examination for the first recruiting of the staff. One has to take the Welsh position as rather different from the English position. Probably it would resemble Scotland; our system has now reached the point where the rungs of the ladder are complete—where it is quite possible for a boy to enter the first standard of an elementary school and proceed to his degree at the Welsh University without any cost to his parents.

23,991. Is it your object of excluding the Englishman?—Not at all. I am very glad that question has been asked, because it is so far from our policy. We think that the examination is more difficult and we can attract a better class of men at the same salary. The Welsh Appointments Board has just come into existence, and the object of that Board, as I understand, is to try, on the same basis as has proved successful in the older universities, to act as a clearing house for young men.

23,992. Assuming for a moment that the Treasury will sanction that arrangement regarding Class I., why should not you continue with your second division which is the organisation of the Civil Service generally. You would then have Class I., the second division, and the assistant clerks?—With great respect our system is not Class I.

23,993. I mean this higher division which you propose to recruit from young men aged 20 to 25 by this superior style of examination which you wish to introduce. I am calling that Class I. or first division, or whatever you may prefer; but must you not have the second division under it? You propose to have a second division recruited on the intermediate system—the basis of the junior appointments, as they are called now?—No, I am afraid I have not made myself clear. We are proposing to get rather a better kind of man than the intermediate examination produces, and he will be our top man. We have got a certain number of men at the top now, and we shall promote from that rank to the top rank.

23,994. What do you desire to call the top rank?—The top man of all I should like to call the first class.

23,995. Let me assume you have your first class division recruited, that is to say, a man educated in a superior way recruited between the ages of 20 and 25?—Yes.

23,996. Under that class you will want another class?—Yes.

23,997. What other class do you want immediately under the first class?—We want a class from whom the first class are recruited, and permanently we shall be content with the intermediate examination.

23,998. Therefore you will have to recruit by that intermediate examination?—Yes.

23,999. Why should not you be satisfied with the second division instead of the intermediate division?—The answer to that is that, as I understand, the Treasury's desire is that we shall be what is called an intermediate office.

24,000. The Treasury is a very powerful force, no doubt; but, putting it out of consideration for the moment, why should not you in the nature of things be satisfied to recruit men of the second division?—I should like to consider that for a moment.

24,001. The intermediate division is a more expensive division than the second division; the pay is higher?—The difficulty, as I understand, is that, if you have the second division men at the one end, you want a much better kind of man at the top, and you cannot get that quality of man to come to Wales.

24,002. But you tell me that your educational ladder is complete from the school to the university?—Yes.

24,003. And the university is well staffed and is capable of conveying excellent instruction, and if you determine to introduce a specially severe examination will not you get a good class of man after all that preparation?—But this examination which we propose is, after all, only for second class clerks, and not for the higher division men. I am afraid I have not made it clear.

24,004. Let us begin again. At the present time the organisation of the Civil Service consists at the top of a class of men recruited by what is known as the Class I. examination, with which you are familiar?—Yes.

24,005. No one, unless he be exceptionally clever, passes it without having gone through a university course and taken a degree with honours. Now you intend, I understand, to recruit men of that character for your highest class in Wales?—No, not directly by this examination. We intend to recruit men by this examination who will be second class clerks and to promote from those.

24,006. Do you not intend to have a staff of superiorly educated men at the head of your organisation?—Yes, to pick out the very best of this body of men that we shall bring in under this examination.

24,007. You intend this examination to produce a class of man on an average not first rate but containing first rate men?—Yes.

23 January 1913.] Mr. THOMAS JOHN HUGHES. (Professor JONES was in attendance.) [Continued.]

24,008. And if it does contain first rate men you will promote them to the highest places?—That is it.

24,009. (Mr. Boutwood.) To clear up one point which is still doubtful in my mind, this examination, I think you said, was temporary?—Yes.

24,010. Is the situation this then, that you are going to adopt the intermediate scheme as the permanent basis of your office, but for the first year or two or a few years, in order to give the higher grade of the intermediate scheme a start, you propose to have this special examination?—Yes.

24,011. Is that the position?—That is the proposal. May I say as a reason for it that we have utterly failed to get by transfer from the existing Civil Service in London a sufficiently good class of man to come down to Wales. They feel it is a *cul de sac* and will not come.

24,012. (Chairman.) Do not you think you would get them if you applied to the Civil Service Commission and offered the same scale of pay as in England is given to men recruited by the Class I. examination?—They have not succeeded hitherto.

24,013. Have you asked them?—Yes, and we have had Treasury sanction to offer two increments of salary, and that has not tempted them. You see there are no other Government offices in Cardiff at all. In Dublin and Edinburgh there are other Government departments, and in London they are everywhere, but we are quite at a *cul de sac*, so to speak, and they will not go far away from the hub of things. They think their chances of promotion are better if on the spot where they can hear of things, and they will not come, and we have to take the situation as we find it.

24,014. You are going to invent an examination which shall be more severe than the existing intermediate examination, and you are going to recruit a class of man by that examination?—Yes, we hope so.

24,015. That will be the main stock of your organisation. From that, in course of time, certain men will show themselves better than others, and you are going to pick out these men and put them into a higher division?—Yes.

24,016. And give them higher pay?—Yes.

24,017. Will you recruit that higher division in the same way for the future by taking men from the intermediate division and promoting them?—Unless, meanwhile, as we hope may be the case, the men will come to Cardiff when they see matters more developed than they are now.

24,018. Supposing they do come, then will you recruit them specially for the top division?—It is very difficult to legislate far ahead, but what I gather we should do when the time comes is, if there was a vacancy we should try to get the best man for it, and if the best man came from outside we should have the second best man from inside; we should have two strings to our bow at any rate.

24,019. Have you got the Treasury to consider that scheme of yours?—It is under consideration by the Treasury at this moment. The Civil Service Commissioners have blessed it.

24,020. Is it possible to see the document. Is it a confidential document so that the Commission would be precluded from seeing it?—I cannot see that there can be any possible objection except that the examination paper has not been prepared. We have arranged with the Civil Service Commissioners, subject to the sanction of the Treasury, to prepare an examination paper, and we have discussed the lines of it.

24,021. But we would like to see the scheme of the service which you want to establish?—There can be no possible difficulty about that, I should say. I should like, of course, to ask Mr. Bradbury of the Treasury about that, but I cannot conceive any difficulty. It is simply a letter from us to the Civil Service Commissioners, and a letter to the Treasury. I do not quite know what the etiquette on these matters is, and I should like to ask, but I cannot conceive any sort of difficulty.

24,022. Have you recruited any lady inspectors or any lady clerks?—Yes, three or four on the outdoor staff.

24,023. Are they inspectors?—Three are assistant inspectors and the other is a Health Insurance officer.

24,024. How were they recruited?—Generally speaking, the whole of the outdoor staff, both men and women, were recruited purely on the lines of the report of the departmental committee, upon which Miss Haldane and I sat. I have the report here.

24,025. Was it a mere personal inspection, or was there an examination?—First of all there was an advertisement, and after the advertisement appeared the applications were carefully sifted one by one on a rough basis of marking, and ultimately about 20 times as many as we wanted were chosen.

24,026. How were marks allotted—on examination of the papers and personal interviews with the candidates?—We had first of all a rough system of marking of the papers themselves.

24,027. The testimonials?—Yes, and the applications themselves. For instance, there would be so many marks given for secondary education, so many for good service and testimonials, and, if the man had been to the university, something would be added for that. It was admittedly a rough method—something to divide the absolutely hopeless from those worth looking into. Then we got about 20 times as many candidates as we wanted, and went through their papers again more closely, and reduced them to 10 times as many, and when we got to that stage we interviewed the candidates personally. The commissioners were assisted by the representatives of the Civil Service Commission, and ultimately the applicants were reduced to about five times as many—sometimes three and sometimes five—and were sent up for examination.

24,028. You sent them to the Civil Service Commissioners for examination?—Yes.

24,029. In what were they examined?—There was a different degree of difficulty having regard to the post—a more difficult examination for the inspector than for the assistant inspector. We also divided them roughly with the assent of the Civil Service Commissioners, into more or less sub-heads. For instance, we divided those who had friendly society qualifications, those who had trade union qualifications, and those who had general qualifications.

24,030. Was it a literary examination?—Yes, partly literary and partly on the Insurance Act, and the geography of Wales and so forth. The subjects were English, arithmetic, précis writing, Insurance Act, and geography, in varying degrees of stiffness.

24,031. Are the salaries that the ladies and men get on the same level, or are women paid less than men?—The ladies get somewhat less than men. We failed to carry their equality through at the inter-departmental committee. Some of us thought they ought to get the same, but that was not decided, and the Treasury did not so decide. Miss Jones, one of the women inspectors, gets 250*l.* a year. She was already in the service, and was transferred. A lady health insurance officer gets 80*l.* a year, but as to the whole of the outdoor staff we acted purely on the straight lines of the report of the inter-departmental committee.

24,032. Have you got a lady inspector?—She is called assistant inspector. She receives rather a high salary. She is quite an able woman. She was organising inspector for the whole of Wales under Part II. of the Act.

24,033. What salary does she get?—250*l.* a year.

24,034. Where is she shown on this statistical table?—Almost at the end of the list—Group XI.—Assistant inspectors (female), 100*l.* by 10*l.* to 300*l.* There are two female inspectors.

24,035. Three female inspectors?—Two in that column and one in another.

24,036. But that is much less pay than you said?—Pardon me, Miss Jones came on at that scale of 250*l.*

24,037. The two other ladies came on at 100*l.*?—One at 100*l.*, and another at 200*l.*, if I remember correctly.

24,038. (Sir Donald MacAlister.) I see you have a medical officer. Is he a whole-time officer?—Yes.

24,039. What are his functions?—He has a good deal to do with our relations to the sanatoria and dispensaries. There is the King Edward VII. National Memorial Association which received a Royal Charter

23 January 1913.] Mr. THOMAS JOHN HUGHES. (Professor JONES was in attendance.) [Continued.]

last year. This body is attacking consumption from a national standpoint, and we are brought into close relation with them, because the functions which in England and Scotland are vested in the Local Government Board as to sanatoria, are in Wales vested in the Commission. The functions of the medical officer now consist a good deal in keeping in touch with various dispensaries and sites for sanatoria and so forth, and generally assisting the deputy chairman, who is the head of that department, and is a medical man himself.

24,040. You are authorised to enter into close relation with the King Edward Association?—Yes.

24,041. Has that been done?—Only in this sense, that the immediate relations of the Welsh National Memorial are with the Insurance Committees with regard to sanatorium benefit. Our functions as commissioners relate to the capital grant. We have also under section 83, sub-section 2, to make grants out of the Budget (capital) fund, and out of the Hobhouse money, as it is popularly called now. The administration of the grant which the Government proposes to make to county councils, roughly 50 per cent. of the entire cost of dealing with consumption, is now vested by the Treasury in the commissioners (in England in the Local Government Board) so that we hope to get into very intimate relations with the National Memorial in that sense too.

24,042. Was not there a provision in the Bill, if not in the Act, authorising the commissioners to take still more immediate charge of that fund?—Section 82, sub-sections (3) and (4) is the section in question. That association was chartered, and is providing sanatorium benefit in Wales by agreement with all the Welsh insurance committees.

24,043. So that is a delegated function of the commissioners to that extent?—Not quite, because under the Act the insurance committees are not entitled to provide sanatorium benefit, but only to make arrangements with other people to provide them. The insurance committees have, therefore, contracted in every case with the Welsh Memorial Association, with our good offices in bringing it about, to pay them 75 per cent. of the money, retaining a small sum for emergencies, in consideration of which the National Memorial Association on their part undertake to provide all the sanatorium benefit necessary for Wales and Monmouth.

24,044. So the existence of this body in Wales has enabled you to unify the tuberculosis part of your work in a way not possible in other parts of the kingdom?—Yes, and to take it from a national point of view.

24,045. This medical officer has been of service in this respect?—Of immense service.

24,046. Is that his only function?—No, he was at the time of his appointment a whole-time county medical officer.

24,047. But I mean now?—No, he has been using his good offices in relation to the panels and so forth, and generally he acts as a deputy to the deputy chairman, if I may put it in that way. The deputy chairman has a good deal of work to do, and must also, sometimes, be in London, and it is very desirable that a medical man should be on the spot in his absence, to deal with problems that arise.

24,048. So that I may put it that the medical officer is a permanent member of your staff, and is the understudy of the medical commissioner?—Yes.

24,049. (Miss Haldane.) One or two questions about your women staff. How were your typists brought in, from outside?—Through examination by the Civil Service Commissioners. We advertised and nominated a certain number whom we thought hopeful. Most of them we had in for some time to see what really they could do. We had any amount of work for them to do, and saw they were good typists, and so had them examined.

24,050. Was the superintendent brought in from another department?—She was promoted from within. She had been with us from the beginning, and we were quite satisfied she was an excellent woman and promoted her.

24,051. With regard to women clerks, does the second class proceed automatically into the first class

or is there an examination between?—I do not know, and if I make any *faux pas* I must be excused because I know very little of the ramifications of the Civil Service, and I have had a very strenuous year since I was appointed. The point has not arisen yet.

24,052. I suppose you do not know whether the female clerk will have an opportunity of rising to the higher posts?—I do not, but the point has not arisen yet.

24,053. Is it your general idea that there should be the same promotion among the female staff as amongst the men?—Yes. I should like to say that I am all in favour of a very free flow of promotion right through.

24,054. You would apply that even to the typists possibly?—Yes.

24,055. You would approve of the open way right through?—Yes.

24,056. Have you had much experience of the work of the women, and can you compare it in any way with the work of the men?—I have had a good deal of previous experience of women's appointments as member of the Glamorganshire County Council but not in the Civil Service; but I should like to say that the work done in the past year has been most admirably done by the women and by the men. We have had the whole-hearted service of all ranks under most trying conditions.

24,057. Can you compare the amount of work done by women and the amount of work done by men. Do the men do more work than the women?—I think the women do more work than the men while they are at it.

24,058. (Chairman.) What do you mean by "while they are at it"?—My experience has been that there is a greater likelihood of women breaking down and not being able to be at work during the whole year; but hour by hour I believe the women do better than the men, but we do not get as many hours out of them in the year.

24,059. There is greater danger of women breaking down by work than men?—That is my experience.

24,060. But while the women are working they do more than the men?—Yes, I say that without hesitation.

24,061. (Miss Haldane.) Do you mean they work longer hours or are keener?—They are keener and more industrious in my judgment.

24,062. Have you had the men and women working together?—No, except in one case only, where for a short time the superintendent of the department was in the same room as the typists.

24,063. Were your women inspectors transferred, or did they come in straight to you?—One was transferred from another department; the others came from outside as the result of selection and examination.

24,064. What you have said applies to the inspectorial staff as well as the clerical staff?—I cannot say that of the outdoor staff, because they have been appointed only a short time, and are not so closely under my eye, but the reports that come in from women inspectors are quite admirable. They come to me very often, and the reports they write upon the matters they inspect are quite admirable.

24,065. Do I gather that you have fewer Health Insurance officers than in England; you have one female and 10 men?—I am afraid I do not know how the English Commission have arranged, but we are within our maximum. We think possibly we shall have to appoint another Health Insurance officer, but we thought we ought to go more quietly at the outset.

24,066. The salaries of women on the outdoor staff are somewhat below those of the men?—Yes.

24,067. I rather gather you feel that equal work deserves equal pay?—That is my own view very strongly. The Welsh Commission passed a resolution unanimously on those lines. It has been my own strong view for many years.

24,068. And that there is certain danger, in introducing women doing the same work at less remuneration, of reducing wages all round?—I can only say, after 20 years' experience, where I have seen a woman doing the same kind of work as a man and she

28 January 1913.] Mr. THOMAS JOHN HUGHES. (Professor JONES was in attendance.) [Continued.]

does it as well as a man, I think she ought to be paid at the same rate for doing it.

24,069. (*Mr. Shipley.*) In this proposed examination you say Welsh would be an optional subject; say there are 10 subjects, one of them may or may not be Welsh?—The subjects will have the same marks. It will not be loaded at all.

24,070. How many people in Wales would not be able to manage the insurance cards unless the officer could speak Welsh? Are there many people left in Wales that speak nothing but Welsh?—The last census returns show they are something less than 10 per cent. of the entire population. I think it is an inflated percentage myself.

24,071. You do not think it is as big?—I think it is inflated.

24,072. (*Chairman.*) You say 90 per cent. speak Welsh?—No; 10 per cent. are monoglot Welsh.

24,073. (*Mr. Shipley.*) You spoke of an open competition, but you seemed to confine it to the universities of Aberystwyth, Bangor and Cardiff. Do not you think the examination would attract Scotchmen and Englishmen?—Yes, some of them, but not to any great extent, because the work would have to be done at Cardiff and they would have to settle at Cardiff. I think that the brainy young Englishman would put in for the second class examination, which is not so severe but which gives him the same opening salary, and that we should get the honours product of the Welsh University taking these examinations at the same salary because they will have to live at Cardiff.

24,074. The commissioners do not appear in this return?—No.

24,075. Could you tell me what salary they get?—Yes, I get 1,500*l.* a year, the deputy chairman 1,200*l.* a year, and the other commissioners get 1,000*l.* a year. They are non-pensionable, except myself. They are appointed for five years.

24,076. Who appoints them?—The Treasury—I believe the First Lord of the Treasury nominally?

24,077. Do you think there is any suspicion in any case you have known of politics playing any part in the appointment of any officer?—Of the commissioners?

24,078. Or of any other officer?—As far as the commissioners are concerned it is not a question that should be put to me as to my colleagues, or the members of the English or Scotch Commission, but as far as the other appointments are concerned, in the appointments that we have ourselves made, politics have played no part at all.

24,079. None?—None absolutely?

24,080. And you think on the whole the organisation you have established is turning out to be efficient?—We hope to make it efficient. We have been worked off our feet, and we have scarcely had time to look into internal economy and administration. We are doing the best we can under very trying circumstances, but we get very good work out of our people. I have had many years' practical experience in administrative work myself and keep my fingers on the threads, and I am perfectly satisfied with the volume and quality of work turned out.

24,081. (*Sir Henry Primrose.*) What is your impression as regards the future of the department? At present you are organising the whole system under the Act, and considering regulations on difficult and complicated questions, and so on. When the time comes, if it ever does come, when all that has been settled, would not the work of the office be comparatively routine work?—An answer to that is very difficult to give. It is quite in the lap of the gods. No one in the least knows what the permanent nature of the work can be, but I think there will always be a very considerable amount of work requiring initiation. There will always be problems occurring and recurring upon a hundred and one matters, and I also think that by the time the routine period arrives the department, which is the first national department in Wales, will be used very much as an administrative waste-paper basket by the Government which happens to be in power; when anything fresh comes along they will say, "Let the Insurance Commission do it"—for instance, Old Age Pensions. I cannot see why, at

a time not far off, a person who receives 5*s.* a week for disablement until he is 70 is to be handed over to another department to receive 5*s.* a week after he is 70. That is only one illustration.

24,082. But still it is conceivable that in the course of years—I do not say how long—a staff of much less high calibre than the one you want at the moment would be sufficient for the purposes of the office?—Yes, and the Treasury have that clearly in their mind, because they have limited us closely in the higher departments in the sanctions that they have given and are giving, and it has been a matter of discussion between Mr. Bradbury and myself. The point of view you have expressed he shares, and has clearly in his mind in the present sanctions.

24,083. In this scheme you have laid before the Treasury what is the maximum limit of age for your candidates?—Twenty-five.

24,084. Why do you go as high as 25?—The Welsh University differs from the older universities; it takes the son of the peasant and of the artisan, and the product of the elementary schools; 94 per cent. of those who enter the secondary schools in Wales under the Welsh Intermediate Education Act go there from elementary schools, and they go on from the secondary schools by exhibitions to one of the three university colleges, and from there to the Welsh University. So the Welsh University student may be the son of a Welsh peasant or artisan, and cannot therefore come on as quickly in point of years as other men.

24,085. (*Mr. Shipley.*) What percentage of secondary school boys go to the Welsh University colleges?—I do not know the percentage, but they are very largely recruited from that body.

24,086. (*Sir Henry Primrose.*) Do not you think that is putting it off very late. If you have a maximum limit of 25, nobody who is very much below that has much chance in the examination, and you are cutting out all possibilities from the boys who do not go on to the university?—Frankly, we want this stiffer examination, and we are quite satisfied we shall be able to get men who will sit for it at the salary which would only attract the ordinary second class men in England because of the advantages of London.

24,087. (*Chairman.*) But Scottish universities have men from the same sound class—very largely sons of farmers?—Yes. But you have Edinburgh, which has other Government offices. That is just the point.

24,088. (*Lord Bishop of Southwark.*) The extension of the age really gives a better chance than he would otherwise have to the less able man?—Yes.

24,089. (*Sir Henry Primrose.*) One danger you must guard against is that your limit of age is higher than the examination for the Civil Service here, and if your idea is to have mainly Welshmen, there will be a great temptation to the men who have failed in the examinations in this country, if they cannot get a place in England, to go to Wales?—The answer to that is, that our examination is stiffer than theirs. We are purposely making it essentially stiffer than the intermediate examination.

24,090. Yes, stiffer than the intermediate, but you will have men who may have failed in the first class examination in London, and who are not ready for any other profession, coming and flooding you?—We shall be very glad if they will. Now the really first class man will not look at us. If we can get him in that way we shall be delighted.

24,091. But I thought you rather hoped to have Welshmen?—No. I do hope the Commission will clearly understand that I am no party to this parrot cry of "Wales for the Welsh." I should never have had any chance myself if I had built a brick wall around myself and said, "Nobody must come inside this," because I should shut myself out from anything else outside the same wall.

24,092. (*Sir Donald MacAlister.*) Your idea is to let the Welsh graduate in rather than keep anybody else out?—That is exactly it.

24,093. (*Mr. Philip Snowden.*) I take it, from what you have said, that no member of the Commission, or even the secretary, was in the public service before their appointments to these posts?—Not in the Civil

23 January 1913.] Mr. THOMAS JOHN HUGHES. (Professor JONES was in attendance.) [Continued.]

Service. I regard myself as being in the public service for many years but not in the Civil Service.

24,094. What was your own experience of public work before your appointment?—I was 20 years a member of the Glamorgan County Council, for 14 years Chairman of its Finance Committee with an annual Budget of a million, and for 8 years Vice-Chairman of the Council.

24,095. What were you in business or profession?—A solicitor.

24,096. May I ask whether you took any prominent part in the politics of Glamorganshire?—Yes.

24,097. Did you, at the time of your appointment, hold any official position in connection with either of the political parties?—Yes, I was secretary of my constituency Association, but it was an unpaid post.

24,098. You were fairly well known then as an active politician?—I gather so, yes.

24,099. Not a conservative, I suppose?—No.

24,100. Mr. Rowland you said was a secondary school teacher in Wales before appointment?—Yes.

24,101. He came first of all to the Board of Trade when Mr. Lloyd George was there?—Yes, I believe so, to be his private secretary.

24,102. What is the maximum salary of a secondary school teacher in Wales. You have had experience on the Glamorgan Education Committee?—I should think about 200*l.* to 250*l.*, but of course there are avenues open to inspectorships and so forth.

24,103. Then Mr. Rowland, when he came to London, would not be receiving more than 200*l.* a year?—I should think not—probably less—I do not know at all. He was a Cardiff teacher and I am a Glamorgan man.

24,104. When you talk of these appointments having been made by the Treasury, what you mean is really that they were made by Mr. Lloyd George?—I only know myself that my appointment was offered me in writing by the Prime Minister—I prefer to put it in that way.

24,105. Then Mr. Rowland has had the good fortune to rise from a salary of less than 200*l.* a year to 1,000*l.* a year in something like six years' time?—I do not know what the period was. It was possibly like that.

24,106. It is only six years since Mr. Lloyd George first took office?—Yes.

24,107. You have one or two assistant secretaries?—Two.

24,108. Have you made an appointment recently?—Yes, quite recently.

24,109. Did you advertise the appointment?—It came about in this way: We advertised the appointment and we had a large number of applications. We nominated a person whom we thought the best, and the Treasury were unable to sanction that appointment, because the gentleman we nominated had no knowledge of Welsh. We then advertised again, making a knowledge of Welsh essential, and we had a certain number of applications, but we were unable to recommend to their Lordships anybody from the list as being, in our judgment, suitable. We thereupon nominated the Registrar of the South Wales University College, and that appointment has been confirmed by the Treasury. The gentleman has not come to us yet, but is under notice to come to us.

24,110. (Mr. Shipley.) Would you mind giving me the Registrar's name?—Mr. Percy Watkins.

24,111. (Mr. Philip Snowden.) I take it you first of all selected an assistant secretary who did not speak Welsh?—Yes.

24,112. And the Treasury, you told us, refused to ratify the appointment, because of this man's ignorance of Welsh?—Yes, their Lordships regarded a knowledge of Welsh as essential in that post.

24,113. Did the Treasury tell you that they regarded a knowledge of Welsh as being essential?—Yes.

24,114. Why did not they tell you that before you inserted the first advertisement?—I am simply saying what did happen.

24,115. Should I be far wrong if I said that as a matter of fact the Treasury were prompted to raise

that objection to the appointment?—I really have no right to discuss that.

24,116. (Chairman.) If you do not know and cannot give an answer, please say so?—I do not know.

24,117. But if you can give an answer, give it?—I do not know; but the bare reply to the question of "I do not know" in print sounds as if there was some reflection about it.

24,118. If you are unable to say, it does not convey any meaning beyond the fact that you do not know anything about it?—Very well.

24,119. (Mr. Philip Snowden.) The man you first of all selected was an Englishman?—Yes.

24,120. He had a very considerable experience of the working of the Act and of putting the Act into operation here in London?—Yes.

24,121. You selected him for the appointment because you considered he was eminently suitable?—Yes.

24,122. And the commissioners themselves did not think his ignorance of Welsh would be any detriment to the efficient discharge of his duties?—The commissioners, except one of them, did not think so.

24,123. And of course that one was Mr. Rowland; there is no secret about that?—That is so.

24,124. The matter has been raised in Parliament. What I am saying is fairly public knowledge?—May I say quite shortly what is the position we take up in that matter.

24,125. My point is this, putting it plainly: Is it not a fact that the only opposition to the appointment of this admittedly very efficient and suitable man came from Mr. Rowland himself, and that his objection was to the appointment of a man who was not a Welshman and who did not know Welsh?—He took that standpoint, as he had every right to do, and no doubt he was perfectly sincere. We took another point of view, and ultimately the Treasury did not sanction the appointment.

24,126. Was this the first instance where the Treasury refused to ratify an appointment on those grounds?—As far as we are concerned, yes. Our principle was this: We took care that in every department, either the first or the second man in the department should have a knowledge of Welsh, and wherever the first man in the department had a knowledge of Welsh, but was lacking in some technical qualifications, we sought to complement his lack of knowledge on that technical side by taking care that the second man should have that technical knowledge, even if he did not have the knowledge of Welsh that the first man had.

24,127. Is much of the correspondence that comes to your Commission in Welsh?—A proportion. I do not know what the figures are.

24,128. Mr. Jones, who is with you, speaks Welsh?—Yes.

24,129. Therefore there really would not have been any difficulty in the office through the fact that an assistant secretary, who was admittedly very well efficient in the working of the Act, and who had proved his capacity to administer the Act, did not know Welsh?—That was the view we obviously took, because we recommended him.

24,130. But you will admit that it is necessary you should have in the office people who do know Welsh?—Yes, and the answer is that we have, out of the ladies and gentlemen we have appointed hitherto, about 60 per cent. of them Welsh speaking.

24,131. That will apply more particularly to your outdoor staff?—And the indoor staff and the secretariat.

24,132. Do you make it a condition of employment of your outdoor staff that they must know Welsh?—Yes, we think it quite necessary. In the secretariat there are several who can speak Welsh, and in every department either the first or the second in command speaks Welsh.

24,133. With reference to this proposed appointment of what you call the higher first class division men, about which so much has been said, how many appointments of that character do you suppose it will be necessary to make?—About eight or 10 men, and then it is over; it does not recur.



23 January 1913.] Mr. THOMAS JOHN HUGHES. (Professor JONES was in attendance.) [Continued.]

24,134. Your intention is to recruit them afterwards by the intermediate?—Yes, unless we are fortunate also to get the higher.

24,135. (Chairman.) Will not you keep up the 10 men?—No.

24,136. (Mr. Philip Snowden.) That is to say, you will have only one examination in which you will recruit about eight men?—Eight or 10.

24,137. The reason for that is because your intermediate grade is not yet sufficiently experienced and mature to be able to fill these higher posts; but by and by you hope they will, and any future vacancies in your first class division will be filled by the promotion of experienced intermediate men?—Yes.

24,138. (Chairman.) But you mean to maintain your first class men at that strength—eight or 10?—They will not all be first class.

24,139. But the grade which you say will consist now of eight or 10 men will continue at that level for the future, no matter how you recruit them?—Possibly.

24,140. (Mr. Philip Snowden.) If the higher work in your office does not increase, you will not increase the number of that grade?—No.

24,141. But if it should increase, and you require a larger number of this higher class you would fill them by the promotion of intermediate men?—Yes.

24,142. And also fill vacancies in those brought in by this special examination, by the promotion of intermediate men?—Yes.

24,143. (Chairman.) That is what I say: You will always keep your higher division at the level of eight or 10 men, and that will be a permanent division?—No, I am afraid we are not quite at one. Our idea is to have 10 men brought into the office upon a scale of 100*l.* to 350*l.*—a man who is a good deal better than the ordinary intermediate man, but who is not as good as the higher division man. The next step is, as and when we want one, two, or three men of the first division rank, we shall promote them out of that 10.

24,144. I understand all that; but what I want to know is, will you maintain the higher division for the

future with its 8 or 10 men if the work remains?—Certainly, and then we shall feed the supply at the other end through the intermediate examination.

24,145. (Mr. Philip Snowden.) But, of course, if the higher grade work of your office should become less, and there were vacancies by resignation or otherwise from the higher grade men, of course you would reduce the number of your higher grade men?—Yes.

24,146. It is a matter of office organisation?—Entirely.

24,147. (Chairman.) And the pay is to range from 100*l.* to 350*l.*?—Exactly the same as the intermediate clerk.

24,148. (Mr. Philip Snowden.) Do you think you are likely to attract young university men of 24 or 25 by a salary such as that?—We are convinced of that for this initial examination, but I do not say permanently. There is an output from the universities of brilliant young lads who have gone on and taken their degrees, who suddenly find they have nothing to do. We have at present temporary clerks who are honours men at 30*s.* a week, and who are glad to get it.

24,149. (Chairman.) Welshmen?—Yes.

24,150. Honours men of the university?—The Welsh university. The degree of the Welsh university is quite a good one I may tell you.

24,151. No doubt; but you will not get men from Oxford and Cambridge to do that?—No, because there has been in existence at each of those universities this Appointments Board. We have had nothing of the kind in Wales. The thing has come on too quickly to be grappled with. The Welsh Appointments Board, which came into existence six months ago, contains members of both Houses of Parliament and prominent men in Wales, and the secretary has just been appointed, and it will be the clearing house to find the round men for the round holes—places for the men, and men for the places; but meanwhile they are at a loose end, and I am perfectly certain they will jump at this examination, and we shall therefore get for the same salary a better class of man than the ordinary intermediate examination produces.

## FIFTY-NINTH DAY.

Friday, 24th January 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (Chairman).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B., K.C.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (Secretary).

Mr. J. LEISHMAN and Miss M. M. PATERSON called and examined.

24,152. (Chairman.) (To Mr. Leishman.) You are chairman of the National Health Insurance Commission (Scotland)?—I am.

24,153. When was the Scottish Commission created?—On the 30th December 1911.

24,154. How many members constitute the Scottish Commission?—Five. Really one is a sort of honorary member you might say, the chief registrar of friendly societies.

24,155. He is an *ex-officio* member?—Yes; there are four besides him.

24,156. Would you mention their names?—There is myself, Dr. McVail, Mr. John McNicol, and Miss M. M. Paterson.

24,157. Will you tell me what your own credentials were?—At the time of my appointment I was a merchant in Edinburgh, and I also had a private school which I ran, and I was Treasurer of the City of Edinburgh, that is really an honorary post, and I had been

a member of the Edinburgh School Board, Convener of the Higher Education Committee, chairman of the Edinburgh Burgh Committee on Secondary Education, Governor of George Heriot's Trust, and an ex-member of the University Committee for Training of Teachers, and various other committees too numerous to mention, I am afraid.

24,158. Had you taken a prominent part in politics in Edinburgh?—Previous to my start in business I was in the Civil Service for some years.

24,159. How many years is it since you left the Service?—About 17, I think. Up to that time I had taken no part whatever in politics, and for some years after that I did not. Latterly I did for two or three years take not a very prominent part, but certainly I did take a considerable part.

24,160. I do not ask the question in any invidious sense whatever, but do you attribute in any way your selection for your present appointment to the fact that

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

you were a prominent politician?—No, I did not apply for the post, either directly or indirectly. It was offered to me by the Government and I took it with very great hesitation, knowing the kind of post that it was, and also I had other ambitions in view, I may say frankly.

24,161. You were prominent in local politics rather than in politics in the wider sense. In everything connected with the management and administration of the City of Edinburgh you did take a prominent part?—Yes.

24,162. Then Dr. McVail was selected on account of his professional qualifications?—Yes, one of the commissioners must be a doctor.

24,163. That we understand. He was Medical Officer of Health of the counties of Stirling and Dumbarton?—Yes.

24,164. Was he employed in the service of Local Government?—Yes, on what you might call the Public Health service. He was an exceedingly prominent man.

24,165. Naturally, the attention of the Government would be drawn to him for such an appointment?—Yes, he was an investigator. He had done very marked service in connection with the Poor Law Commission. For example, he was really an outstanding man in public health in Scotland.

24,166. What was Mr. McNicol?—Mr. McNicol had been general secretary of a large friendly society, and, I suppose, although I do not know, the Government considered it necessary to have a man of that type on the Commission.

24,167. (To Miss Paterson.) And you, Miss Paterson, were an inspectress under the Home Office?—An Inspector of Factories.

24,168. Did you hold that position for a long time before your appointment as a commissioner?—Since 1893, between 18 and 19 years.

24,169. (To Mr. Leishman.) May I divide your staff into two broad classes, indoor and outdoor?—Yes.

24,170. I will, first, ask you some questions with regard to your indoor staff, as to the mode of appointment, and so on. You have given me a full, suggestive and interesting paper, but I would like to ask just a few questions. What was the procedure that you followed in appointing your staff?—Almost the entire staff, so far as the indoor staff are concerned, are Civil servants, with comparatively few exceptions.

24,171. Were they appointed for you, or did you appoint them yourselves?—Some were transferred from other departments.

24,172. Please look back to the time of the first appointments when the Commission was created, and tell me, had you at the time of your first meeting any staff of officers ready for your orders?—No, just the secretary had been appointed, of course, and he had got hold of one or two temporary clerks to help him with the correspondence.

24,173. Who appointed your secretary?—That was the Treasury.

24,174. And the secretary was a Civil servant at the date of the appointment?—Yes.

24,175. He was general superintendent of the poor, and inspecting officer under the Public Health Acts of the Local Government Board for Scotland?—Yes.

24,176. Was he a Civil servant of many years standing?—Yes, fully 20 years.

24,177. Was he known as an efficient public servant?—Exceedingly. He had been an assistant secretary to the Poor Law Commission, and I think it was fully recognised that he had done very valuable work; besides which I might say that he had very accurate professional knowledge of the Highlands of Scotland, which is a very difficult subject.

24,178. You found the secretary in existence and he had, temporarily I presume, employed a few clerks to help him?—Yes, just shorthand writers and so on.

24,179. How did you proceed to collect your staff; did you appoint a sub-committee to recruit them?—Not at that moment.

24,180. How did you proceed?—The secretary and myself, I think, went round the other Government departments of the city and represented that we

required a number of men, and asked if they would be good enough to recommend some of their staff.

24,181. Did you make out a sort of scheme of your office arrangements beforehand?—Not precisely at that moment; later on we did.

24,182. At the beginning you said: "We want a certain number of clerks"?—Yes.

24,183. "And we can count on various public offices to supply them"?—Yes.

24,184. Then you went round and made inquiries and heard from each office how many they could give you?—Yes.

24,185. And I presume you made sure of the class of officer?—Yes; indeed, we had received a considerable number of applications from men immediately it became known who the secretary and the commissioners were.

24,186. Did you publish any advertisements in newspapers inviting applications, or mentioning that certain appointments carrying such and such pay would be available?—On the 27th December, which really was at a date before the Commission was actually appointed, though it had been nominated, we sent out a circular briefly stating what the procedure of the Commission would be; that was formally adopted later on, and we acted upon it.

24,187. And you got a certain number of applications, I presume?—Yes, a very large number, over 20,000 in one way and another.

24,188. Then you proceeded to deal with them?—Yes.

24,189. What method did you pursue in dealing with them?—In regard to the first staff we really made some inquiries as to the kind of men they were from the heads of departments, and, if they were good men,—pushing men with some zeal and capacity—we took about a dozen or thereby who had been thoroughly recommended by the heads of their departments; that was the first step. Later on, practically the whole of the clerical staff of the Commission were simply taken from the Civil Service Commissioners as they chose to send them.

24,190. Dealing with Civil servants transferred from other employment was easy enough; the difficulty arose, I suppose, in dealing with outside applications?—Yes.

24,191. How did you proceed to deal with those—we are dealing now merely with your indoor staff?—The commissioners sat down and thought out something of the nature and kind of staff they required, and they thought they would require one or two lawyers, one or two accountants, and so on, and then they proceeded later to advertise for these, and got them.

24,192. It was some time later, I suppose, that you made out this very elaborate scheme of organisation?—Yes, that was when we began to develop.

24,193. To gradually grow?—Yes.

24,194. You issued your advertisements and got applications, and then proceeded to select the men?—Yes.

24,195. Did the Commission select the men, or did they appoint a sub-committee to select them, or give over the selection to anybody?—The chief appointments we were very anxious, of course, to be good men, and we asked, in connection with legal appointments, three of the leading lawyers in Scotland whether they would be good enough to help us; they very kindly agreed, and spent a good deal of time upon it. We had a list of the applicants, and we asked them if they would be good enough to make a long list of the applicants, what we call a list. They did so, and then later on they met and went over that long list and reduced it to a certain number, and then, along with the commissioners, they saw all the reduced number of applicants.

24,196. The commissioners saw them?—And this committee, too.

24,197. So that in that way you got your legal men?—Yes, and I may say—this is very interesting if I might interpolate it—that the committee along with the commissioners, independently, I think, practically selected five or six, and they all selected the same five or six men, with almost one exception.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,198. That accounts for your legal men. How did you proceed to select your accountants?—We adopted the same procedure.

24,199. You applied to the Institute of Accountants?—Yes, we asked the president if he would act, and the president of another society if he would act, and then we asked the Vice-President of the Local Government Board if he would act. They all agreed and helped us just exactly in the same way.

24,200. And a very good way. Then when you came down to the clerks, second class clerks of course, you got them by transfer?—Yes, with one or two exceptions.

24,201. How did you proceed to get the men from outside?—There, again, in every respect the commissioners acted absolutely up to the pledges given to Parliament, and otherwise, with possibly one or two exceptions, that they would all be advertised or taken from the Civil Service. One man, for example, had been a Civil servant for many years; he had gone out to South Africa where he had been what they call "retrenched," and he came back. He called and asked if he could render any assistance; we were very badly needing a man at the time, and we took him on and he did so well, being a very experienced and competent officer, that we ultimately appointed him; but, if I may say so, we really considered that he was a Civil servant, although he was not so at the moment. The other man, though he was not actually a Civil servant, had been for some dozen years or thereby in the office of the registrar of friendly societies, and he had a very considerable knowledge of that kind of work, and though he was not actually a Civil servant the commissioners really considered that in essence he was and they took him. One other man, just as an example, was an actuary; the commissioners thought that they would really require an actuary, and they got him under the name of a second class clerk.

24,202. You got your typists by transfer, too, did you?—No, the first time they were got by a special examination.

24,203. In your list I find nine typists obtained, as I understand it, otherwise than from outside the Civil Service?—They were examined by the Civil Service Commissioners, and I expect it is put down in that way. There has been considerable discussion about it, and, if I might be allowed to say so, I should like to be asked any questions upon it.

24,204. You would like to explain it?—Yes, there was considerable criticism on that point, it was a very small point, and I would like to be asked any questions the commissioners might choose to ask me.

24,205. You say in your proof: "The members of the female staff, although they had to be certificated afresh under clause 7 of the Order in Council of 10th January 1910, were, with the exception of nine card-tellers, who were unestablished census clerks, established officers of the Post Office. They were all transferred to this department at their own desire" ?—Yes.

24,206. I understand that that covered the typists?—No, it did not cover the typists.

24,207. How did you get the typists?—The typists in all Government departments I know are selected as the result of nomination for examination by the head of the department, and that was the exact procedure that was adopted in this case. There was a certain number, 15 or so, nominated for six vacancies, and they were examined by the Civil Service Commissioners, and they were appointed precisely as they came out of the examinations; but it was suggested that I, having been connected with a business of this kind, had favoured certain people.

24,208. And that is your answer?—Yes.

24,209. That is clear enough. I see that 29 card-tellers have been taken from outside, and 20 seem to have been transferred. How were the card-tellers taken from outside chosen; were they chosen by a committee?—No, we went along to the Post Office, and asked if they had any suitable people, and they were very good—very kind all the time. They said they thought they had quite a number of people in the telephone department, and otherwise, and we took these particular

people from a list made up, after an interview. We went to the census for the remainder. There had been quite a number of girls working on the census, and the census people were also very kind; they took a great deal of trouble in the matter, and recommended a number of girls for us to interview; we selected a number of those and took them.

24,210. (Mr. Boutwood.) So that really hardly any of the members of your indoor staff came from outside the Service?—That is so.

24,211. (Chairman.) Twenty-nine?—Rather less. (Miss Paterson.) I think just 20 card-tellers in all.

24,212. Twenty card-tellers are shown here, as I understand, as transfers, and nine card-tellers taken from outside?—The nine are included in the 20.

24,213. Then there is a mistake here?—Eleven were established Civil servants and nine unestablished. All were transferred.

24,214. (Sir Donald MacAlister) (To Mr. Leishman.) All the 20 had been in the Civil Service in one capacity or another?—Yes.

24,215. (Chairman.) Including the nine?—Yes.

24,216. That is very curious, because 23 are shown as in the Civil Service, and that is corrected in the paper I have to 20, and nine are shown separately. Then there are some second class clerks that came on transfer?—Yes.

24,217. Twenty-four are on the establishment, and there are seven vacancies?—Yes.

24,218. I understand that they have all come by transfer?—With the exception that I mentioned before of the ex-South African, the employee of the Registrar of Friendly Societies, and the actuary.

24,219. The superintendent of the female accounting staff was a Civil servant?—Yes.

24,220. Have you got a section of your accounting department officered by females alone?—Yes, to that extent.

24,221. That is the only one?—They are actually working on what they call the deposit contributors' accounts.

24,222. Are there many women working in that section of your office?—It is a comparatively small section; I think about 10.

24,223. Are they all in a room by themselves, or are there men working with them?—I rather think they are in a room by themselves, but we do not lay very much stress upon that, if I may say so.

24,224. Have you up to the present time placed women and men clerks in the same room working together?—I do not know that we have, but that has not been because we wanted to separate them; it was simply because it was more convenient, at the moment, to put them in a room by themselves.

24,225. At all events they are working at the present time separately; no matter what your views may be, you have segregated them up to the present time?—No, because it might be that if there are six people in the room it is all the room will hold. (Miss Paterson.) Might I say with regard to the cardtellers, that, while it was intended that they should work in one department together, it has been necessary to lend them to other departments, and some girl cardtellers have been working in the same room with men. Where the staff is short, and there has been pressure in one department they have been transferred temporarily.

24,226. (To Mr. Leishman.) Has the question of employing men and women working together side by side in the same room been brought under the consideration of the Commission?—Yes. We have had it in front of us several times.

24,227. Have you come to any definite finding in regard to it?—I do not know that we have.

24,228. Your own personal opinion I already infer from what you have said; now I ask you for your opinion as chairman of the Commission. You know that hitherto it has been the rule, except in the Post Office—and I am not quite sure that it has not been the rule there—that men and women clerks should not work together in the Government service?—Yes; of course, I suppose the employment of women in most departments has been rather limited.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,229. I asked you that as preparatory to this question: If you are aware that it has not been the practice hitherto, for men and women clerks to be employed in the same office working together in the same room, do you think you would be justified in introducing a different practice without consulting the Treasury?—Yes; I think we would do it without consulting the Treasury, though, as a general rule, we like to take the Treasury with us.

24,230. Have you employed any boy clerks in your office?—No.

24,231. Was that because of any objection on the part of the commissioners to the employment of boy clerks?—No, I do not know that it was specifically considered, but some of us have very strong views about the question.

24,232. But the Commission as a body has not considered the matter?—No, not in its corporate capacity.

24,233. You have not found it necessary to employ boy clerks?—No, though there is a great deal of work that could be done by boy clerks, I admit.

24,234. But, notwithstanding that fact being present to the mind of the Commission as a body, you still deliberately did not employ them?—That is so. We would rather have more experienced clerks, if we could get them, of course.

24,235. Does that exhaust what you have to say, or would you like to make any further remarks in regard to the indoor staff?—Yes, if you will just allow me to summarise the matter thus. A very considerable amount of criticism was passed on the commissioners with regard to some of the staff; I make no complaint, but I think it is important that the public should have confidence in the Commission and, therefore, I would like to emphasise this point. The first thing that the Chancellor of the Exchequer did was to draw my attention personally to certain pledges which had been given by him to Parliament and the public with regard to the appointment of the staff, and he said that he expected the Commission to honour those pledges. In conformity with that we sent out a notice which stated to the public what the position was. Amongst other points we said that we would not allow political influence to have any weight, nor would we have any other consideration but the real interest of the public service. That we have absolutely carried out in the spirit and the letter. The Government have never directly or indirectly sought to influence us. The other conversation I had with the Chancellor—I think it is due to the Commission and to him to say this—was that he asked me personally to take the best men without any other consideration whatsoever; he also directed our attention to a pledge that, with certain exceptions where special experience was required, Civil servants would be mainly taken.

24,236. They would have a prior claim?—Yes, these were the words: "The staff should be largely recruited from the Civil Service, but that it would not be wise to confine the choice to Civil servants for the reason that it is necessary to get officials of experience, an experience which Civil servants do not always possess," those were the technical appointments. We have carried that out absolutely in the spirit and the letter; we have made no inquiry as to the politics of any applicants; with regard to an immense number we do not even know their politics, and we have given no consideration whatsoever to that factor. There is one further thing, if I might be allowed to say it, and it is this: The Chancellor drew our attention to the fact that he thought it was advisable that we should take advantage of the services of the Civil Service Commissioners in every possible way for selecting candidates. We not only did that by taking men they actually sent, but we took advantage of their representative to act in an advisory capacity in selecting men prior to examination.

24,237. We are coming to that; that applies more particularly to your outdoor establishment?—Yes.

24,238. If these figures are correct they show that for your indoor staff you recruited altogether 159 people?—Yes, there are rather more now at this date.

24,239. I exclude the charwomen. If I exclude all these menial servants, the lift attendant, porters,

superintending charwomen and charwomen, you recruited altogether 149 people. Of these 125 were taken by transfer and 24 were taken from outside; but if, as Miss Paterson tells me, a mistake has been made regarding the cardtellers and you took the whole of them by transfer, there would be 134 by transfer and 14 only taken from outside?—That is the correct figure.

24,240. That is to say you staffed your indoor establishment by transfers of officers already employed in the public service to the extent of 134 against 14 taken from outside?—Yes.

24,241. Now shall we pass on to the outdoor establishment, and the first is the medical officer. There are two medical officers, a senior and a junior medical officer?—Yes.

24,242. How were they selected, were they selected by the Commission themselves, or were they selected by any board of selection?—No, after advertisement. We would have consulted the doctors, but we were not on very good terms with them at the time; they refused to help us in any way.

24,243. Did they resist your blandishments?—They resisted any blandishments at the time, and we had to do the best we could without them; in fact they published advertisements that people were not to apply for posts under the Commission. In spite of that they did apply, though.

24,244. How did you get them?—By advertisement.

24,245. Did many apply?—Yes, we had over 100 apply directly, and a considerable number rang me up on the telephone to say that they did not want to be thought to apply, but if we thought they were, good enough they were on the spot.

24,246. You got your men?—Yes.

24,247. Have they turned out quite satisfactory?—Very excellent men indeed, splendid.

24,248. Then we come to the inspectors. There are five male inspectors. What is the duty of an inspector?—He has to see that the Act is carried out as well as possible.

24,249. What would be the main points to which he would direct his attention? You divide Scotland into certain local areas?—Yes, six districts.

24,250. To each district there is an inspector?—Yes.

24,251. Not more than one?—No, but he has some assistants, of course.

24,252. I notice that you have only one female inspector?—That is so.

24,253. Is she made inspector of a particular local area?—She is under the Glasgow office, and that is under the deputy chief inspector.

24,254. But is her jurisdiction limited to a particular local area, one of those six districts, or does it extend over the whole six?—No, she works in a certain place. (*Miss Paterson.*) She has charge of the Glasgow district, which includes all of Glasgow and Stirlingshire and Dumbartonshire and part of Argyllshire.

24,255. (*To Mr. Leishman.*) Why are Edinburgh and the rest left out? Why is there not a lady inspector there?—There could only be a certain number, and they have to go somewhere.

24,256. Is any man appointed for the Glasgow district?—Yes, the deputy chief inspector is resident there.

24,257. Who looks after the women throughout the other five districts of Scotland?—The inspector of the district, whoever he is.

24,258. Why should Glasgow be specially favoured?—It is a very large industrial place, with almost a fourth of the insured population of Scotland there.

24,259. So that if you have only one lady inspector she cannot be better employed elsewhere than there?—No.

24,260. Would it be within the functions of the Commission to propose an increase of inspectresses?—Certainly. They were very reluctant to put on any more people than could be helped, being Scotch and being economical.

24,261. Still you are spending the Saxons' money?—Well, we are spending our own too.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,262. At all events, it would be within your functions, if you see advantage arising from the presence of an inspectress in the Glasgow district, to apply for similar appointments elsewhere?—Yes; it is rather a debatable question, the employment of women as against men.

24,263. We will come to that in a moment; let us come back to what I asked first, what are the functions of an inspector? You tell me he has to see that the Act is carried out, but to what does he direct his particular attention?—First of all, of course, we had to see that the people were insured, and inspectors generally went round everywhere and saw that things were no the move; if they were a little weak anywhere they touched them up, of course.

24,264. They get their information, do they not, in regard to the extent in which people are insured, from the Health Insurance officers?—Yes, and from the officials of friendly societies.

24,265. Am I not right in thinking that the Health Insurance officers are the lowest in the scale of inspecting officers?—Yes.

24,266. The business of a Health Insurance officer is to go round and see that people have insured themselves?—Yes, they are supposed to be more the penal staff, if I may call it so, but it has not been possible at present to draw a very sharp distinction.

24,267. When you say the penal staff, that is to say, if a person is not insured the penal provisions of the law are put in force?—Yes, they are more like policemen or detectives in a sense.

24,268. What class of men have you as Health Insurance officers?—They are surprisingly good.

24,269. I notice the various classes of men that you mention. Take these 13 men, 12 appointed and one vacancy; they are very various—insurance agent, shorthand writer, joiner, compositor, clerk, secretary to Aberdeen Trades Council, traveller, farmer, and ship's purser. They are of very various callings?—Yes, I think undoubtedly these men came in—in fact, they said so—with a view to seeing whether there was any opportunity for promotion afterwards.

24,270. Then you think you got a better stamp of man than you will ultimately settle down upon?—Of course, we think we cannot get too good men for anything, but they are surprisingly good, and, as a matter of fact, some of them have done so well that I would have no hesitation in making them assistant inspectors, provided that there were vacancies.

24,271. We will come to that in a moment. How were these men appointed?—In the same way as the inspectors.

24,272. I have not asked you yet how the inspectors were appointed; I am going back to the Health Insurance officers; I want to get from the bottom to the top. How were the Health Insurance officers appointed?—Through advertisements.

24,273. Did you make use of the Civil Service Commissioners?—Yes.

24,274. You first issued advertisements?—Yes.

24,275. Then you sent on the replies you received to a committee, on which the Civil Service Commissioners were represented?—There was a selection of them. We went over the list of applicants.

24,276. Who went over them?—I think we appointed a sort of office committee, two or three of our chief officials, and asked them to throw out people who were obviously unsuitable—badly educated, and so on—and then, after they had done that, the commissioners, including myself, went over the names and drew up a comparatively long list; then the Civil Service Commissioner and ourselves interviewed the applicants and put forward out of that number a certain number of people to sit for the examination.

24,277. And you got a very good type of men?—Splendid men; they turned out magnificently.

24,278. Were the women Health Insurance officers selected in the same way?—In the same way.

24,279. Was the examination in their case a competitive or a qualifying examination?—Within limits.

24,280. Did you nominate for examination more than you required?—Yes; but on that point, if you will

allow me to say so, there has been some criticism as to the examination being very simple.

24,281. I am coming to that. Now we will go to the inspectors. The inspectors, you say, were selected in the same way?—Yes.

24,282. Will you tell me what their duties are?—Amongst others, they have to see that people are insured, investigate complaints, go and advise employers, visit secretaries of approved societies, and the officials of insurance committees, and investigate difficult questions; for example, there is the question of share fishermen in Scotland, which is rather troublesome—that is, people paid by a share of the catch, instead of wages—I merely take that as an example. They have to investigate all these questions, get all the information they can, and work it up, and, generally speaking, in a sense, educate the public up to the Insurance Act.

24,283. When they give a decision on these contested points, is there an appeal from their decision to any higher authority?—I do not know that they actually give a decision.

24,284. Take, for instance, those share fishermen that you have just mentioned; when a dispute is brought before them, do they have to adjudicate upon it?—No, I would not put it in that way, they get all the information ready for the officials of the commissioners.

24,285. They prepare the case for them?—So far as it affects the outdoor staff.

24,286. Then they do not come to any finding on the facts, they do not express an opinion?—Sometimes they do express an opinion.

24,287. Is that opinion submitted to the head inspecting officer?—Yes.

24,288. And is the head inspecting officer then competent to pronounce finally upon it, or does it go to the Commission?—For example, he would advise the Commission whether a man should be prosecuted or not, but he does not himself pronounce upon it.

24,289. All these cases have to go to the Commission?—Yes.

24,290. But the head inspecting officer may be overruled?—Yes, and, of course, we have had to work very hard.

24,291. Do these cases come before you individually, or do you delegate powers of dealing with them?—All the important decisions come before the commissioners.

24,292. The most important ones no doubt would, but would small cases?—If it was a routine thing that was settled, it would merely come before us as a matter of form.

24,293. Besides the Health Insurance officers and above them you have the inspectors?—Yes.

24,294. With their deputy chief inspector?—Yes.

24,295. Then you have assistant inspectors who are of the same class and selected, I presume, in the same way?—Exactly in the same way.

24,296. Both men and women?—Yes.

24,297. That completes your outdoor establishment?—Yes.

24,298. Your accounting department must be a very extensive one?—Yes, and very intricate.

24,299. It is the largest of all, is it not?—Yes, now it is.

24,300. Have you any source of income besides what comes from the stamps and from the Government contribution?—No, I do not think so, except interest on investments.

24,301. So that it is a matter of the utmost consequence that you should keep a very close watch over the stamps?—Yes, very.

24,302. Yesterday some question arose about some mechanical means of adding up the number of stamps on the cards, and it was stated that, whatever means might be employed to add up the figures, you must examine each individual stamp because they vary in value; that is so, is it not?—Yes, every card that comes in has to be examined separately, and, of course, it is a very enormous business.

24,303. And is there a system of check and counter-check?—Yes, a very complete check.

24,304. Who does that very detailed work; is it done by women?—Yes, these are what are called the card-tellers; that is the first process.



24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,305. Are they all women?—Yes.

24,306. No men are employed on that work?—No, except occasionally to supervise in some respects.

24,307. As regards your office scheme of organisation, I would like to ask you how many grades of clerks there are in your office?—There are practically only two grades, except that we have a few higher officials.

24,308. The few higher officials are the administrative staff?—Yes, mainly.

24,309. And are they separated from the clerical staff by a well-marked line?—Yes, they have a higher salary, of course.

24,310. That is one distinguishing mark, but also does not their work differ from that of the men below them?—They have got responsibility, and, I think, on the whole, more difficult duties.

24,311. And duties which involve great consideration, looking ahead and making plans—not merely dealing with the actual daily work of the office?—Yes, on the whole, that is true.

24,312. Therefore they are what you may call the administrative staff in contradistinction to the clerical staff?—Yes.

24,313. Among the administrative staff I suppose you would say were the secretary, the assistant secretary, the head of the intelligence department, and the chief accountant, if indeed you would call the chief accountant an administrative officer, having regard to his particular work? But these are what you would call the administrative staff?—Yes, and the first class clerks we should call administrative, too.

24,314. There are only two of them?—Yes; that is not the Class I. clerk as you have it in England.

24,315. I am just coming to that. You have employed no Class I. clerk?—No.

24,316. Now, were you warned against employing Class I. clerks?—(After a pause.) No, I do not think we were warned; I could not say that.

24,317. I am interested to know. Were you encouraged to look outside Class I. for the men that you wanted?—Well, we were very anxious to get very experienced men, men of very considerable capacity and proved power of work.

24,318. May I say you knew that you would find such men in Class I.?—Well, I speak with great hesitation.

24,319. The probability was that if you had full liberty of looking into Class I. you would find the sort of man you wanted. I do not want to press you, but if you answered my last question in the affirmative my next question would be this: Knowing that you would find the sort of man that you wanted in Class I., were you anxious to see whether you would not find the sort of man you wanted outside?—No. I could not say we knew that we could find the sort of man that we wanted in Class I.

24,320. But were you anxious to see whether you could not find the sort of man you wanted outside Class I.?—For example, we wanted some lawyers with a knowledge of Scots law. One of these was a first class clerk.

24,321. These are outside altogether; these do not come into account; these are professional men, not in Class I.?—Then that wipes out the first class.

24,322. I am talking of the ordinary Civil servant recruited by a high examination?—They are not employed in Scotland at all, so far as I know.

24,323. Are there not some in the Scottish Office?—There might be some in the Scottish Office in London, but, so far as I know, they are not employed in Scotland.

24,324. Then your first class clerk is a different person altogether from a Class I. clerk?—Yes.

24,325. Of your first class clerks you say that you have only two, one of whom is a lawyer, and we put him out of account?—Yes.

24,326. The other is an ordinary civilian?—Yes, he was in a Government department in Edinburgh.

24,327. But was he a Class I. man?—No, he was a second division man.

24,328. Do you think you could get from the second division the sort of man you want for your first class?—In Scotland, do you mean?

24,329. Yes?—Yes.

24,330. Therefore, you propose that the highest clerical class in your office shall be taken from the second division?—Except that, personally, I should rather like, as a policy, to be open to go outside, or even to go elsewhere if I wanted a man with special experience or other qualifications.

24,331. If you wanted a man with special experience of the work of friendly societies say, you would like to go outside?—Yes.

24,332. You mention here the intermediate class. What do you mean by intermediate? Here, in England, intermediate conveys a particular signification; it means a person recruited by examination of a higher standard than the second division examination?—We mean a second class clerk.

24,333. You have mentioned the second division also. Am I to understand that the intermediate class and the second division are synonymous terms in your mind?—No.

24,334. What is the difference. Your second class would be the highest?—Yes.

24,335. What is the gradation of classes you would like to have in your office?—The lowest are assistant clerks; above that second division clerks, and above that first class clerks.

24,336. By what examination would you have the first class clerks recruited?—Of course, we are dealing with a new department, and a rather complicated business it is, and one has to speak somewhat carefully in the matter. I think if I may criticise my own department just now, we have barely sufficient men of really varied experience, good education, and mental power. The men we have got are very good indeed, but they are too few I think on the whole. If one is dealing with insurance or actuarial work or friendly society work, or dealing with the outside public in a great many ways, I think we ought to have as an ideal arrangement several other men of proved capacity and power in the office.

24,337. In the first class?—Yes, if we can call them that.

24,338. For the purposes of this discussion call them first class clerks?—Yes.

24,339. And they are not to be understood as being Class I. in the English sense?—No.

24,340. The requirements of your office with regard to the number of men must vary as the work grows, but would you be disposed to say at the present time how many men you would like to have in your first class?—As a matter of ideal arrangement, from the point of view of theory at the moment and not actual practice, I think we could quite well do with half a dozen additional first class clerks or thereabouts.

24,341. Of the first class?—Yes, men of that type.

24,342. By what examination would you recruit them if you recruited them by examination at all?—These are very difficult questions.

24,343. Do you think that your first class clerk should be a university honours man if possible?—I would not like to rule out a university man because he was a university man, but if I may put it in another way, speaking from a comparatively limited experience of this office, but speaking from a very large experience of men who have been in the Service otherwise, there are men in Scotland in the Service now in very subordinate capacities indeed, who with proper opportunity of further training could practically fill any post to which they could be appointed.

24,344. What higher certificate could you give to the university than that?—None, so far as I know.

24,345. Because, if these admirable men you mention had had a university education, they would be much better than they are now?—I do not know. I have known the university absolutely spoil some men.

24,346. That is true also I believe. However, do you think that this first class of your gradation should be manned by men of the best education available?—Yes, but of course you have to define education all the time.

24,347. So far we are on common ground I think—that you ought to have for your highest grade in

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued,

the office men of the best education procurable?—I admit that if you have the right kind of education.

24,348. Sir Donald MacAlister has mentioned something about promotion. Of course, I understand that if you have all your various grades filled up there would be a flow of promotion from the bottom to the top. Is that your idea?—Yes, if the men were fitted for the post.

24,349. But would you have between each grade a line preventing promotion by mere seniority, and insist that promotion should be by merit alone?—I would always have a check of some kind.

24,350. Would that check be on grounds of merit, or would it depend on an educational qualification?—It might be both.

24,351. You would have both?—Yes.

24,352. I understand that you would not restrict your first class to men of the best education as testified to by the university?—Yes, I hold that education can be obtained otherwise than at the university.

24,353. How would you recruit your first class? Would you have an examination at all?—Having directed some considerable attention to this for the last 10 years, my own view would be that the Government ought to take very much more interest in the education of their servants than they do now. As one who has developed further instruction very much otherwise, I would be inclined to take the staff in hand all the time if the exigencies of the Service permitted, and provide them with an education either inside the office or outside it, so as far as possible to equip them for higher work in the Service.

24,354. But if they themselves on the inducement of a well paid appointment provide themselves with that educational equipment, is it not better that they should do so than that the Government should do it for them?—I am not sure. I lay considerable stress upon practical training as well as theoretical training.

24,355. You could test that by your system of examination?—Supposing you bring in a man from outside with nothing but book learning and theory, how are you going to test him to begin with?

24,356. I was going to ask you whether, if you admit that a public competition would give you, as amongst particular men, the best of those competing, their practical ability of doing things could be tested in some other way?—But, if I may say so, I think that rather begs the question.

24,357. No, take it in this way: Say you have two vacancies and there are 10 honours men from your universities competing for those two vacancies, you see those men beforehand, and you judge that five out of these 10 men are clever and bright, and altogether the likely sort of men to appoint. You might get those five men to compete among themselves for the two vacancies?—Yes, but they would be theoretical men who had never been in an office of any kind before, I take it.

24,358. Then the alternative in your mind is that people should have experience in the world before they get into the public service?—Possibly. I lay great stress upon that.

24,359. Then they can only get into the public service at an advanced age?—Not necessarily.

24,360. A man does not make his mark, with very rare exceptions, in the world until he gets to about the age of 30, but that is rather late to enter the public service, is it not?—Yes, I was not thinking so much of that age, but of a considerably less age than that.

24,361. What age do you think would be the maximum at which he should be allowed to enter the public service?—My theory would be that if men who are in the Service and have gained experience in the Service or elsewhere do prove themselves capable, bright, and zealous men, they ought to have a chance.

24,362. If they are in the Service?—Yes, in the Service at the time, or even outside the Service.

24,363. If they are in the Service they will have their chance in the Service by promotion?—Is not promotion very seldom given to the first division.

24,364. But you are not having a first division?—Yes.

24,365. I asked you that question in deference to what Sir Donald MacAlister said, and I understood you to say that you wished to have a free flow of promotion from the bottom to the top?—That is right.

24,366. You said passing from one grade to another you would like to have two checks, namely, a check of merit, and also a check of education?—Yes.

24,367. I am striving to see how you would work in those two checks. Will you say whether for recruitment for the first division you would prefer to rely upon a competitive examination. Part of the vacancies, of course, would be filled by promotion from the lower division if good and capable men were there and could be found, but as the main way of recruiting your first division would you have a competitive examination?—I have considerable doubts as to whether you get the best men by competitive examination. It is going into a very difficult and complicated question I know, and I have great doubts about it.

24,368. Would you prefer a competitive examination as the main mode of entrance into your highest class, or promotion by mere selection—or is your mind not made up about it?—I am not against a competitive examination as such—quite the reverse—but I doubt whether it produces the best men always. It may now and then do it.

24,369. I take it to be that you are in favour of competitive examination, but that you are rather oppressed by the doubt that a competitive examination may not give you the best men?—Yes, I have seen actual cases of the best man not going through.

24,370. If you admit that in regard to the first division, is your mind in the same attitude regarding the three other classes, namely, that competitive examination would be the main way of entrance, while there is a reservation to you if you find a good man outside to appoint him direct. The Government always must retain that liberty?—Of course, it would be very difficult to get younger men with experience; one easily sees that, and you would have to lay greater stress then on some selection and examination.

24,371. We are speaking of the indoor staff. Experience is wanted in your outdoor establishment, and there, I understand you to say, you want men of more mature years to whom the competitive examination system would not be so applicable?—Yes, but still I think there is considerable field for organising power and experience inside Government departments.

24,372. Would you apply the competitive system to these other three classes in the same limited way that you would agree to in the case of the first class?—One is always to a certain extent governed in these things by fear of public criticism and charges of jobbery and influence.

24,373. That is one of the principal reasons why the competitive examination was introduced?—Yes.

24,374. Because the public service had been reduced to a lamentable state by the misuse of patronage?—While the other system is a safeguard it has some defects.

24,375. Admitting that, do you think as the main mode of entrance into the service public competition is, taking all things into consideration, a safer means of doing justice in a democratic country than patronage?—Yes, except this, that the best man is not always brought out by the written examination which is not necessarily the best test.

24,376. It may not bring out the best man, but do you think, having regard to the necessity of avoiding jobbery in making these appointments, and also on the experience of open competition, it does on the whole produce a good class of man. Do you think, having these two considerations in your mind, that the main mode of admission to these three classes should be by open competition?—Yes, but possibly modified a good way.

24,377. (Mr. Boutwood.) Then by what examination would you ordinarily recruit your second class?—I think the present examination.

24,378. What is the present examination?—For the second class there are a certain number of subjects of rather a higher grade than for the second division.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,379. Is it what we call in England the intermediate examination?—Yes, practically.

24,380. Not the same, but practically?—Yes, the same class.

24,381. Are your lady inspector's duties in Glasgow confined to women, or does she look after men as well?—She looks after both.

24,382. You said something about political influence in the selection of your candidates. As a matter of fact, did the commissioners find that candidates made any considerable attempt to use political influence in getting testimonials from political men?—As a matter of fact they did not, so far as I know. There was a very strong warning issued that any attempt to do so would be regarded as a disqualification, and at the moment I cannot call to mind that any of them did use any such influence.

24,383. With reference to your answers to the Chairman's questions about what we have agreed to call the first class, does your evidence really amount to this, that you prefer to recruit that class by selection?—We, of course, have been dealing with a rather special and a rather new department. In that department a good deal of special technical knowledge has been necessary, and I do not know that these qualities—for example, knowledge of Scots law and actuarial work—are found even in university men, except they have been specially trained for that particular piece of work.

24,384. But that seems to be rather a Scotch answer. You have two first class clerks now, and you would like to have, you said, half-a-dozen more?—Yes, speaking very roughly.

24,385. That would be an establishment of eight. Supposing you had that, would your real personal preference be to recruit that class of eight men by selection from inside or outside?—So far as my own opinion is concerned, I would very carefully select the men.

24,386. You prefer that to any system of examination?—Yes.

24,387. (*Mr. Shipley.*) What qualifications have these doctors who are mentioned here. They are said to have high university qualifications. Does that mean M.B. and M.D. degrees?—I think one of them is both a graduate of Glasgow and Oxford if I am not mistaken, but that is apart from his medical qualifications, of course.

24,388. The junior one who has been demonstrator in physiology is said to have had great experience of general practice and to have been an official lecturer on the National Insurance Act. Do you know what his age is?—Speaking from memory 45.

24,389. You have been telling us that your staff is "surprisingly good," and that many of the members are "splendid" and "magnificent." Do you think, on the whole, the Act is working well?—Extremely and marvellously well, considering the difficulties we have had.

24,390. And the staff is efficient but not large enough?—Yes; I am talking very generally, you understand. It is certainly efficient.

24,391. We have had a good deal of evidence about Scotland, and you said some of your people, when you were selecting them, were left out because they were badly educated. That is the first piece of evidence we have ever had that anybody in Scotland could be badly educated. They may have come from the south?—Of course, Scotch people are much better educated than English as a rule, but amongst working people one can easily understand that a man may have a fairly good education for a working man, but that his education is not quite good enough for higher work.

24,392. Can you tell me what the total cost of administering the Act in Scotland is?—Apart from benefits?

24,393. I want to compare the total cost of administration with the total benefits that are given. How much does it cost the country to administer the Act. I want to compare the amount of money spent on that with the benefits if I can get the figures?—Just now, I think, the total estimate for next year would be on a certain basis, about 471,000*l.* That is for the entire thing.

24,394. (*Chairman.*) That is the expenditure—the cost?—Yes, including the Parliamentary grant, of course.

24,395. (*Mr. Shipley.*) How much of that comes out of the Parliamentary grant, and how much do the stamps pay for?—There are two-ninths of the benefit paid by Parliament.

24,396. And what is the total amount of the benefits you hope to give in Scotland?—Well, roughly, I suppose well over 1,000,000*l.*, but it depends on estimates of the population which have not yet been verified, and I use these figures with very great reserve.

24,397. (*Chairman.*) There is 471,000*l.* expenditure?—That is including the Parliamentary grants and everything, and cost of State part of benefits.

24,398. Mr. Shipley wants the benefits on the one side and the costs of administration on the other?—Out of the total sum there would be a sum of about 63,000*l.* or thereabouts supposed to be spent on administration, but it is considerably less than that as a matter of fact.

24,399. 63,000*l.* on administration, and the benefits conferred would be over 1,000,000*l.*?—Yes; for example, the actual salaries, wages and allowances on the estimate for the year coming in—1913-14—would be about 37,000*l.* Then there is travelling and special inquiries, law charges, and so on, which brings the sum up and which might be all included under administration.

24,400. That brings it up to about 60,000*l.*?—Yes, about that.

24,401. (*Mr. Shipley.*) Have you had many prosecutions in Scotland?—About seven. There are a considerable number of people under observation, and we are watching them, and if they do not toe the line, they will all be prosecuted immediately.

24,402. What sort of number, 300, or 400, or 25,000?—Roughly speaking about 700 or 800 are under special observation just now, and they are giving way. They have been standing on the result of a test case which has been decided, and they will amount to nothing at all immediately.

24,403. Your senior medical officer was Medical Officer of Health for Fife?—Yes.

24,404. Did he lose considerably in income when he took the post at 500*l.* a year?—He gets more than 500*l.*

24,405. It says here "Two medical officers 500*l.* for first three years"?—He gets 800*l.* as a matter of fact.

24,406. But the Act has not been begun three years?—No, it has only just begun, but he got a certain salary to start with.

24,407. Then this statement as to his getting 500*l.* for the next three years, 600*l.* for the next five years, and so on, is not correct?—But we had permission to start him at higher than the initial salary, you understand.

24,408. Then this statement is rather misleading?—No, it is headed "Scale."

24,409. Who is the deputy chairman?—Dr. McVail.

24,410. And the two commissioners?—Mr. McNicol and Miss Paterson.

24,411. (*Miss Haldane*) (*To Miss Paterson.*) Is your salary the same as that of the gentlemen who are on the Commission?—Yes.

24,412. What previous experience have you had of Government service?—In 1893 I was appointed factory inspector under the Home Office, the date at which the first appointments of women were made. I was one of the first two appointed, and I occupied that post to the end of 1911 when I went to the Scotch Commission.

24,413. So that you have had a good deal of experience of the work in the Civil Service?—Yes.

24,414. Will you tell me about the system of promotion of the female staff. Is there an opportunity of passing up from one grade to another?—The indoor staff?

24,415. I should like to know about the indoor staff first?—Amongst the typists in the indoor staff, there is no opportunity of going beyond the post of superintending typist. With the women clerks there is also no opportunity at present of going any further than the head woman clerk, or passing into any other grade.

24,416. Has the Commission been satisfied on the whole with the work of the female indoor staff?—Yes, I believe so.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,417. Would you anticipate that in the future, supposing there were other departments open to women, women would be employed to a considerable extent as is the case under the Insurance Commission?—Yes, I think the Scottish Insurance Commission have given openings for a good many women.

24,418. If there was any future new Government department would you anticipate that women would be employed to a considerable extent in it from the experience you have had in the Insurance Commission?—Yes, I think so.

24,419. That being the case would you think it desirable to have some more definite organisation of the women's clerical staff throughout the Service?—I think it is a great drawback to the women at present that there is no opportunity for their going further, and that they are kept in watertight compartments, so that they have no opportunity of promotion from one department to another.

24,420. Do you mean one department of the Government service or one grade?—From one grade to another.

24,421. I have gathered how the appointments have been made hitherto under the Insurance Commission. I suppose the future appointments of both the indoor and outdoor staff would be made on rather a different system?—They might be recruited directly to the indoor staff.

24,422. Of course, the larger part of your staff was brought in from other departments, but how would you anticipate future vacancies being filled up?—I think this matter with regard to the women indoor staff has not been considered by the Commission as a Commission, so I should like this to be taken as my personal opinion.

24,423. Yes, you have had a great deal of experience?—Yes, but chiefly of outdoor work. I should think if we are to get the best kind of women available we must offer them possibilities of going on to other grades of the Service if their work justifies it, and they are able to pass the necessary examinations. For that reason, I think, we should set a higher standard of admission. I think the standard now for admitting women into the Service, say the standard of education for typists, is too low.

24,424. Would you suggest for Scotland using any of the national certificates?—I think the higher leaving certificates seem to really certify a very good general education, and, I think, in taking women on to the indoor staff in future I should like to see leaving certificates insisted on.

24,425. Would you have, in addition, a competitive examination, or how would you propose to appoint them?—For the indoor staff, I should not like to see them taken on at any less age than 18 to 20. I think a competitive examination probably secures the results we want as well as any other way.

24,426. And you would do away with the nomination which, I understand, at present exists?—I think so.

24,427. Do you find it useless?—I think, as far as I can judge the work of the typists, they do their work very satisfactorily, but I think not any better probably than if we had got them through an open competition.

24,428. Have you thought out how to bring in these young women at 18 years of age. Would they have a clear course right through?—I should like to see other grades open to them. In my experience there is a great deal of work that they might very well do—second division work and second class work—and while I think they would probably find their spheres in certain departments or certain sub-departments of an office, I see no reason why they should not have an opportunity of doing that work. I think it would bring in a more highly educated young woman than, perhaps, we get now.

24,429. Would you have another entry further up for the higher grades?—Yes, I think there might be another opportunity of going direct into the second division.

24,430. We have heard to-day of the second class. Is that what you mean?—Yes, or into the second division.

24,431. (Chairman.) Is this promotion that you have been talking of promotion for women typists?—For women taken on to the clerical staff in any capacity.

24,432. I understand you to say that the women typists have no future?—No future.

24,433. And you are desirous of providing for them a certain future?—Yes.

24,434. And then you say you do not see any reason why they should not have a free field through all the classes, but that they probably would find suitable work in some of the lower classes?—Not especially the lower classes; it might be others.

24,435. I thought you said they probably would find suitable work in some of the departments?—Yes.

24,436. What would be the maximum scale which would satisfy them in this particular line?—I would not recommend myself any maximum or any artificial barrier to their going into any department that they were fit for.

24,437. I inferred you probably did mean that—and I was strengthened in the inference by what Miss Haldane had said—namely, that you would like to have another means of entry for women higher up?—I mean that they might come in directly higher up, but at the same time I should not make it impossible for even the typist to go into the higher grade if she could satisfy the requirements.

24,438. (Miss Haldane.) In exceptional cases?—Yes, in exceptional cases.

24,439. When you say entering higher up, would that be a university grade?—I think probably the university educated woman would be the one who would get into it most readily.

24,440. Would you agree that university education for women would be valuable in the Civil Service?—Yes, I think that would be valuable.

24,441. Would you prefer that they should have had a course of university education if possible, but you would not bar the way to others?—I should not make it the only way of getting in.

24,442. As regards the inspectorate, if I understood rightly the woman inspector also deals with cases concerning men's employment?—Yes, with men's employment and also directs men, including the men assistants and Health Insurance officers.

24,443. Would the woman deal with men's employment and the men deal with women's employment?—Yes.

24,444. There is a good deal of interchange?—Yes, I think coming into new work of this kind it is better to make the conditions the same, and to make no too hard and fast lines to start with between the men's duties and the women's duties, but let them develop. There are certainly some duties under the Insurance Act which might be better done by men and more appropriately done by men than by women, and, conversely, there are some duties that the women could do more appropriately than the men, but I should like to have it develop gradually, and I think we have started in what I consider the best way.

24,445. Is there any overlapping at present?—I think there is no danger of overlapping just now, because it is all under one direction.

24,446. Could you tell me if you have had much experience of overlapping in your earlier work between women inspectors and men inspectors?—In the factory department the women inspectors were organised quite separately from men inspectors, but covered the same ground, subject to the fact that there were very few women, and they had to go over a great deal more ground. There was a certain amount of overlapping, but a good deal of that was avoided by rather elaborate arrangements for communication between the two, and the women did a good deal of special inquiries work—special work relating to health—but as they had also a great deal of routine work and inspected as the result of receiving complaints, there was a certain amount of overlapping. If I may say so, I think an old department cannot be treated quite the same as a new one, because when the women came into the factory department the ground was covered by the men, and it would have been diffi-

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

cult for them to get opportunities of initiating new work or new methods of work.

24,447. From your experience would you say that there might be a better organisation in regard to the factory inspectorate?—As time has gone on, there has been a good deal of reorganisation, and the women have now been more planted out into divisions. There are six senior women inspectors who have charge of certain things in a division of the country. They have some charge of certain industries, and they investigate all accidents in the 'clothing and laundry trades and all cases of industrial disease that happen to women.

24,448. (Chairman.) Am I to understand that the reorganisation is devised with the object of bringing them more into touch with the women, and bringing the women more under their supervision and less under the supervision of men?—I do not think it is entirely so, but also to avoid the overlapping. The work of the women factory inspectors, where they have been most useful, has been in the big industries in which both men and women are very largely employed, and I think there is no intention to reduce their work in that respect. They have always had parallel duties and powers, and I should like to explain that the women inspectors of factories have done, with regard to prosecutions, just as the men inspectors have done; that is to say, we have taken our own prosecutions, prepared our own case, precognosed our own witnesses, and conducted the prosecutions.

24,449. Your functions were not exercised in regard to women solely, but also applied to men?—Yes, but more incidentally to men. The primary object was to deal with women.

24,450. That is what I meant by saying the reorganisation was intended to restrict your functions more to women?—I am sorry to differ. I think the later developments of later years have had the effect of bringing us more into the industries where men and women are largely employed together, but it is not possible to do the work for the women in factories without affecting the men.

24,451. Is it the fact that after the reorganisation to which you refer, men inspectors do inspect factories which women inspectors also inspect?—Yes.

24,452. (Miss Haldane.) That is what I meant by overlapping?—Yes, it is very largely so.

24,453. Was it your experience that there were sufficient women inspectors to undertake the work?—Oh, no. We were very much understaffed indeed.

24,454. And from your long experience you think that the women inspectorate should be very much increased in the Home Office?—Yes, and in other departments, as far as I have knowledge of them, as well.

24,455. Have you worked in any other department?—No, but one comes in contact with them in the Home Office.

24,456. Did you find the women's work in the women's trades very valuable?—Yes, I think it was. One found especially that one got more information from the women, and the women employed valued it very much. The number of complaints we received was very large, and also employers employing a large number of women made very great demands on us for advice and suggestions.

24,457. And they never resented the calls of women inspectors?—I should not like to say that. They resented inspection altogether—a good many of them.

24,458. But not particularly inspection by women?—No. I think possibly to the men inspectors there was very often a complaint that they did not like women inspectors; but there was very often the other complaint made to us.

24,459. Coming back to the administration of the Insurance Act, do you as commissioner restrict your duties to indoor work?—No, I have been out a good deal.

24,460. The other commissioners do the same, I suppose?—Yes.

24,461. Do you restrict your activities outside to women's meetings?—No, I think I have taken a good deal of general work outside.

24,462. Would you, for instance, have to do with the meetings of men—say farmers, or other classes of men?—I think I have never gone to a meeting of farmers, but I have been to a good many meetings of men. I have held a public inquiry to hear objections by farmers to a special order under the Insurance Act.

24,463. Then the work of the different commissioners is interchangeable?—Yes.

24,464. We have had some evidence from Mr. Leishman about the working together of men and women. Have you had any experience of men and women working together independently of what Mr. Leishman has told us?—In the factory department, although we were separately organised from the men inspectors, we did work alongside them a good deal. When I was in charge in Scotland and the North of England my office in Glasgow was in the same building, merely part of the same rooms—some of the rooms were mine and some belonged to the men's staff, so that we worked constantly together with, I think, excellent results.

24,465. Have you the feeling that in the Government service women should be separated from men?—No. With the indoor staff I think it would be a question with the young girls and young men whether there might not be more loss of time if they worked in the same room; but that is a matter of supervision. I am afraid of nothing more than that.

24,466. I notice the salaries of women are slightly less in regard to the inspectorate?—That is so.

24,467. But not in regard to the Health Insurance officers?—No.

24,468. Nor the commissioners?—No.

24,469. There is no difference in the lower and higher grades?—No.

24,470. Is there any explanation of that difference which you could suggest?—No, except I am afraid that it was found rather hard to overcome precedent, as I have already said.

24,471. I gather your view is that if the work is the same the pay should be the same; but does the woman's work correspond, so far as you can tell, with men's work?—I think it corresponds very largely to the men's work. It may go on rather different lines, but I have no doubt it is equal in value to the men's work.

24,472. You cannot compare the work of the women to that of the men in your office?—We have had very short experience. I did ask the chief inspector for what could not be much more than impressions, because of the short experience we have had, and I had some papers from him on the subject, and they entirely go to show that it is valuable to have the women in the department, and that there is no ground for saying that their work is less valuable than the men's.

24,473. As the payment is rather less do you get a rather less good class of women than men for these posts?—The choice of women is rather more restricted than the choice of men. Scotland, of course, has been very far behind England in offering openings for women inspectors, so that there has been very little preparation for it. I think in the special department where the commencing salary is lower, where the woman inspector begins at 50*l.* a year lower than the men, there we have an inspector who is quite equal to the men.

24,474. At the lower salary?—At a salary that commences 50*l.* lower and does not go on so far.

24,475. That being so, if you can get the same class of women at a lower salary, why deprecate women being employed at a lower salary than men?—I think one of the principal reasons for it is that it does seem unfair to the men inspectors that you should have any women competing against them who are doing equally good work and are paid less. It does not seem to be quite fair to underpay them.

24,476. It is rather from the men's point of view that you consider it is an injustice?—It is a strong point. I have often thought that the question of paying women an equal salary to men was strongest from the point of view of the men employed.

24,477. Have you considered the argument as to the breadwinner, and so on?—Yes; I do not think one can apply that quite between men and women, though there



24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

might be something to be said if one did it between individuals.

24,478. (*Chairman.*) What did you mean by saying that the argument was strongest on the point when the women were compared with the men?—My feeling is that women object to come in to do equal work at a lower salary; and one ground of their objection is that they are really tending to lower the scale of salaries, not only for themselves but also for the men.

24,479. You think it reduces the average of salaries for the men?—Yes; it has been so in all industries, I think. Where women have been brought in to do the same work as men at lower pay it has been always bad.

24,480. (*Miss Haldane.*) You deprecate it from an economic point of view?—I do.

24,481. (*Sir Donald MacAlister.*) (*To Mr. Leishman.*) Do you draw a clear line in the office between the work of first class and second class clerks and the work of the second division clerks?—In theory there is a line, but in beginning the work of a department of this sort, where there is an immense amount of work to be got through very rapidly and under pressure, it was impossible to draw that line, and as a matter of fact here and there inferior officers, as it were, have been doing rather responsible work.

24,482. I was speaking of it in what you call theory; that is to say, your scheme of organisation implies, when all things are settled down, the first class clerk and the second class clerk will be divided as to their work by a clear line from the second division clerk. Is that so?—Yes.

24,483. With regard to the first class clerks, you have two of them at present, and I notice both of them are heads of branches?—Yes.

24,484. They are not, therefore, the kind of officers that you would recruit from outsiders or from beginners in the service unless you choose senior men from the outside?—Yes, or promoted a man from the inside.

24,485. They are not a grade to be directly recruited?—No, I do not think so on the whole.

24,486. (*Chairman.*) You say the number is too small, and you would like to have eight men in that grade?—I am using it somewhat roughly.

24,487. (*Sir Donald MacAlister.*) But it is a grade to which, other things being equal, persons in the second class would naturally look for promotion?—Yes.

24,488. It is therefore not a grade to be recruited otherwise than by promotion, except in exceptional cases?—Subject always to this, that in a new department—

24,489. I am not speaking of a new department, but of your scheme when it is complete?—Yes.

24,490. You never intended the first class clerks to be mainly recruited from outside without reference to the office at all?—No, I would not like to say that.

24,491. (*Chairman.*) Please remember the answer you gave to me, because I asked you whether the main recruitment would not be from outside for the first class and also promotion available to that class subject to two qualifications, namely, that the man was meritorious and that he had a sufficiently good education?—Yes. I would not like either to bar a man in the Service, or bar myself from going outside the Service, if the exigencies of this particular department required it. That is my sole point.

24,492. Of course, exigencies may require it. But if you have a grade of servants, say eight men, which has to be kept up to eight men. Sir Donald MacAlister seems to accept an answer that it will be kept up to the full eight men by promotion only. I understood you to say that the main entrance would be open competition with a flow of promotion qualified by those two bars?—Yes. I would neither like to bar out a good man from the inside nor a good man from the outside.

24,493. (*Sir Donald MacAlister.*) I think there is a misapprehension. To me it is quite clear that these first class clerks, being heads of branches, are not a grade requiring recruitment?—Not necessarily.

24,494. (*Chairman.*) There are two now, but if you had eight they would not be all heads of branches, but would correspond to the principal clerks of the first grade?—But may I say, with great respect and deference, that it may be we should really have to organise

another department or two. We cannot just say that our organisation is complete at the moment.

24,495. (*Sir Donald MacAlister.*) So that the function of those first class clerks would be rather to be at, or near, the head of some particular branch?—Yes, practically.

24,496. Therefore they would be corresponding to principal clerks, and you do not have a competition for principal clerks. What would be the age of those two gentlemen at present?—One man is 34, I think, and the other man 41 or 42.

24,497. And it is ages something like those that you contemplate for the first class in future?—I would not quite like to say that. There are one or two men in the office who have done so very well at just round about 30, and shown such zeal, ability, activity and capacity in grappling new work, that I think the commissioners might fairly say they have well-earned promotion.

24,498. Might I say that your idea of the age of the first class clerks is to be somewhere between 30 and 40?—Yes, but I would not stand on ages.

24,499. But is not what you have in mind a group of men somewhere about that age, and certainly not 22?—No, I would not say 22.

24,500. (*Chairman.*) Would you say 24?—That may be rather young for experience then.

24,501. (*Sir Donald MacAlister.*) Therefore the age of your first class clerks would not be one suitable for open competition from the outside?—No, except as an experiment. We did experiment with a comparatively young man for a very important post, and he has turned out extremely well indeed.

24,502. But you did not get him by open competition?—No, we advertised.

24,503. Therefore that corresponds to the organisation of a new department and not the carrying on of a scheme when completely established?—No.

24,504. A first class clerk is a person, I take it, of older age than could be expected to be obtained by open competition for that grade only?—Yes, at that particular moment.

24,505. When everything is working smoothly, the normal way of recruiting your first class clerk would be promotion, tempered by the power of selection from outside if you had no one to promote?—That is correct, I think.

24,506. The work of the second division clerk, when all things are settled down, you distinguish clearly from what you expect from these first and second class clerks—more responsibility?—Might I say that our experience has been very limited, and one always has to make that remark, and also that we had about a dozen second division men, which is not a fair comparison, because these men were specially selected on special recommendation, and they were men obviously very keenly alive to the future and to chances of promotion.

24,507. Then your second division men are picked men?—Yes.

24,508. But you contemplate that in future the second division shall have work to do which is different in responsibility from that of the first and second class?—Yes, I think so, on the whole.

24,509. And it is quite possible that picked second division men may be capable of promotion to the first or second class?—Yes; absolutely.

24,510. Because of qualities which they develop under your observation?—Yes, and by special study and training otherwise.

24,511. You recognise that the educational grade of a second division clerk, apart from special examples, requires to be supplemented by something which is required in the first class?—Yes, I think so on the whole.

24,512. So if you recruit the first and second class clerks from outside, because they would naturally enter the second class, you would require a test higher than ordinarily required for the second division?—Yes, on the whole—either a very careful report from men who had observed and were capable of basing an opinion, or an actual examination of some kind or other.

24,513. Of a higher kind?—Yes, I think so.

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

24,514. So as to use the language which applies to other branches of the Service, your office will be graded on intermediate, second division, and assistant clerks?—Yes; I am afraid the second division might disappear.

24,515. Then it might be intermediate and assistant clerks?—Yes.

24,516. And that rather corresponds to the other offices in Edinburgh?—The other offices in Edinburgh are mainly second division offices.

24,517. And what corresponds to the first and second class would be promotion of specially selected second division men?—Yes.

24,518. Then at present you say your office represents, as a transitional stage—intermediate, second division, and assistant clerks?—Yes, it does.

24,519. But you do not contemplate the continuance of the second division as a practical arrangement?—No, I do not think we do specially.

24,520. If you had intermediate and assistant clerks only, would you be satisfied that you would be able to find among the assistant class, whose examination is still lower than the second division, men likely to be able to be promoted to the second class?—Yes; I do not know that we would have a very great number; but there again purely as an accident—and I am quite prepared to say we should be criticised for it—because of the pressure of work, and no one else being there, there were individual cases of comparatively young men doing work which, in theory, they ought not to have been doing; but they did it, and have done it very well indeed.

24,521. I think we all realise that under the extraordinary urgency of the work which has to be done by you, you have been particularly lucky in having a pick of trained men from so many sources, and they have done the work extremely well?—I think it is also fair to say that for anybody coming into the Insurance Commission, it meant hard work, and no slackers or lazy people would look near the place.

24,522. (*Miss Haldane.*) What hours do you work?—The nominal hours are seven; but as a matter of fact, we have had no hours—even at 12 o'clock at night you would find some there.

24,523. (*Sir Donald MacAlister.*) Of the two first class clerks appointed and made heads of branches one was a senior clerk in the Civil Service already, and, therefore, a man who had already achieved a considerable position, and the other was a distinguished university man?—Yes.

24,524. Would it not be conceivable that what had been so successful in regard to these two would be equally successful in regard to the remaining six to be appointed?—Quite.

24,525. An experienced lawyer and a distinguished university man might fill the other posts?—The Commission wanted one or two lawyers, and having seen this man, who had been an applicant for another post, and as he was an outstanding man, and very highly recommended, and had been at the top of his class in the university, and done excellent work outside, they thought they would put him in as head clerk, with a distinct understanding that he was one of the legal advisers to the Commission.

24,526. Are both of them legal gentlemen?—One only, but the assistant secretary is legal.

24,527. So that the university man had also a legal qualification?—A legal training. He had been 10 years head clerk in a large office.

24,528. You will always want one, or more than one, of your first class clerks to be a lawyer?—Yes, certainly.

24,529. Supposing you depended on promotion for first class clerks, you could not always expect to get that qualification?—No, they are not in the Service, so far as I know, or I have not heard of them.

24,530. Are there opportunities to enable a second class clerk in the Service to get a legal training, or to become a writer to the signet?—I think there are one or two departments, the Inland Revenue, for instance, and possibly others, where there are one or two lawyers, but they are not very numerous.

24,531. Men who have become lawyers since they entered the Service young?—No, I think they were taken in because they had been lawyers.

24,532. Then to recruit this first class with men of legal training, you will practically always have to go outside?—I should say so, especially if we wanted men with experience.

24,533. Will you kindly tell me the functions of the medical officers?—Of course, medical benefit and sanatorium benefit is a very large function under the Act. Insurance committees are set up in every county and burgh, and a vast number of questions arise with regard to administration and benefits, and official work in connection with these committees, where these men are asked to advise and help. They are doing that, and also minuting on practical and important medical questions in the office. A question arises, and one of the doctors has to deal with it.

24,534. So that they are acting as advisers on medical matters to the commissioners?—Yes, and even to outside people.

24,535. But they are not inspecting the practice of medical men?—No, very far from it.

24,536. The English Commission is much bigger than yours, and the Welsh Commission is not so large, but they have only one medical officer each. Why have you two?—I do not want to say anything about the English Commission by way of criticism, you understand, but, I think possibly, they have not made other appointments, though I am not entitled to speak for them, because of the somewhat strained relations with the doctors some time ago. That would be my explanation. One doctor is obviously quite insufficient in England.

24,537. But they have a medical commissioner in England?—Yes, but he can only do a certain amount of work, and if he works practically all night, he cannot do 10 men's work.

24,538. So you are sure that in England they will require more than one?—Yes, but I do not want to be held as criticising the English Commission.

24,539. (*Chairman.*) Have you an Advisory Committee?—Yes, both official and unofficial.

24,540. Does it consist of many members?—About 50 I think—men and women.

24,541. Have you county and burgh committees also?—Yes.

24,542. Do they assemble and give you advice?—As a matter of fact the Commissioners, or one of their representatives, have gone to practically every meeting that has been held; and the Advisory Committee sits by itself also.

24,543. Do you propose to have an examination for admission to the assistant clerk's grade?—They are the usual Civil servants—the usual examination.

24,544. Then you have an examination for the second division?—Yes.

24,545. And I think you said an examination like the intermediate examination for the second class clerks?—They are second class clerks.

24,546. We do not call them second class clerks here, but junior clerks?—It is a mere name.

24,547. You have an examination for them?—Yes.

24,548. But for the first class clerks, you have no examination?—No.

24,549. The explanation you have given to Sir Donald MacAlister is different from what I understood in the first instance. Am I to understand that for the first class clerks there is to be no examination?—We have no first class clerks in the sense of Division I., as you have in England.

24,550. But you are going to create a first class, and when your work expands, instead of having two you will probably have eight?—I would like to have them. I do not say I shall get them.

24,551. Will those eight appointments be filled up in the course of promotion from the second class or the junior class, or will any clerks be admitted into the first class by examination?—I would rather not like to commit the Commission at this stage on that. I would like a free hand, with this proviso, that as we have had

24 January 1913.]

Mr. J. LEISHMAN and Miss M. M. PATERSON.

[Continued.]

some men who have done exceedingly well, I would like that those men should be considered for promotion.

24,552. You are unable to give me an answer on that point. You have not made up your mind?—I have not. I would like to consider it further.

24,553. (To Miss Paterson.) Would you like to add anything to the evidence you have given?—There is not anything specially I should like to add about the staff of the Commission, except that I should like to emphasize what I have said about women having opportunities of entering or going on into other grades. With regard to women's work in the Civil Service, outside the Commission's work from my experience, of recent years there is a good deal to be said.

24,554. (To Mr. Leishman.) Have you anything more you would like to add?—There have been some criticisms on the standard of examination for inspectors. May I say no great stress was laid by the Civil Service Commissioners on the actual examination, which was mainly in the nature of a qualifying examination; but great stress was laid upon the selection because they then saw that these men were really well educated. In proof of that, I may say, the first man had already passed a Civil Service examination, although he was asked to pass another one. The second man had already passed an examination in London.

24,555. For what did he pass an examination?—For the London County Council.

24,556. For a post under the County Council?—Yes, and he was, as a fact, there at that time. The next man was well educated to our knowledge; the fourth man had already passed a college examination; the fifth man was an M.A.; the sixth was an M.A.; the seventh was an M.A.; the ninth had passed a factory examination; and the eleventh man was a qualified lawyer. I merely use these facts to show that those people had already passed examinations of one kind or another before they sat for this qualifying examination. (Miss Paterson.) There is one thing I should like to say, and that is that I feel very strongly about the selection of candidates for inspectors. I feel the importance of selecting them before the competitive examination which ought to follow; but I also feel that if that selection is going to be of real value there ought to be some way of attaching marks to the qualities which decide the committee selecting in making the nomination.

24,557. You touch upon a difficult point?—I know it is a difficult point, but I feel sure where the candidate

qualifies under the competitive examination such marks should be given.

24,558. For these inspectorships you would like to have a public advertisement issued, and then a selection committee, on which the Civil Service Commissioners should be represented, to interview these men and to select, say, for one appointment the five most likely men, and to give marks for their personal qualities, such as precision of thought as exhibited in conversation, their address, manners, demeanour, and so on. It would be very difficult?—I think it would be very difficult, but I think it could be done by a committee.

24,559. It might be done for all candidates by one committee, which would preserve the same standard; but if you had two committees working in that way there would be no common standard. Assuming it was possible to do that, then you would afterwards submit the five men to a competitive examination?—Yes.

24,560. And the best man would win?—Yes. I should not give it to any man who did not qualify. I would not bring his marks up to the qualifying standard by adding the marks allotted to him for his personal qualities.

24,561. But if there is only one appointment, and, say, five men out of 20 are selected for competition by the personal interview we have been talking of, the first of the five would get the appointment. There would be no qualifying marks, it would be a competition, and the man who got most marks would get the appointment?—Yes.

24,562. Then what do you mean by "qualifying" marks?—Supposing in the case of the two men who came out first and second, one of them took 800 marks and the other 750, and to the second man the committee had allowed 100 marks for his personal qualities, then I think the second man should get the appointment, as personal qualities count for so much. Those are only rough figures.

24,563. I did not take it in that sense. I thought nobody would be selected out of the five unless the committee were satisfied that in these externals all the five were up to the mark. That would be, perhaps, easier to work than the way you now mentioned?—I want personal qualities to count.

24,564-5. (Sir Donald MacAlister.) When you have selected five men out of 20 you have practically given them all 100 marks for personal qualities?—I think you might very well give some 100 and some 50 marks.

Professor JAMES JOHNSTON DOBBIE, D.Sc., LL.D., F.R.S., called and examined.

24,566. (Chairman.) You are the Government chemist?—Yes.

24,567. Will you just give us a brief sketch of the creation and constitution of your office? The earlier years you may pass over very lightly, but when you come to the latter part perhaps you will deal with it in more detail?—The laboratory was established first in 1843, in connection with the Inland Revenue. The object of instituting a laboratory at that time was mainly to check the adulteration of tobacco. Then the scope of the laboratory was afterwards extended and came to include the analysis of nearly every excisable commodity. A laboratory was also established at the Customs House for the analysis of wines, spirits, and other articles liable to import duty. In 1894 the two laboratories were placed under one principal, who was appointed by, and was responsible to, the Treasury; and from that time the combined laboratories were known as the Government Laboratory. Each branch of the laboratory remained, as formerly, subject to the administrative control of the department with which it was immediately connected; that is to say, the excise laboratory remained under the authority of the Inland Revenue department, and the Customs laboratory under the authority of the Commissioners of Customs. This state of things continued until the amalgamation of the Customs and Excise services in 1909. While the laboratories were established primarily to assist the officers of the Excise department in the performance of

their duties, other Government departments obtained the permission of the Treasury to make use of the services of the Somerset House chemists—that being the term by which they were familiarly known. This larger sphere of work was gradually extended, until in course of time the laboratory came to undertake work for nearly every public department. In 1875, by the Food and Drugs Act of that year, the chemical officers of the Inland Revenue were made the official referees in disputed cases under the Act. That, of course, enlarged the scope of the laboratory's work, and by the same Act provision was made for the examination of all tea imported into the country, by persons to be appointed by the Commissioners of Customs, and the persons appointed were the officers of the laboratory. At a later date the principal of the laboratory was appointed chief agricultural analyst by the Board of Agriculture in connection with the Fertilisers and Feeding-Substances Act. That, I think, my Lord, answers your first question as to the origin of the laboratory.

24,568. Yes. Now will you be good enough to tell me what chemical work is at present carried on. For what departments does the laboratory do work at the present time. You have already said that all departments had access to the laboratory even while it was under the Customs and Inland Revenue, but has there been any further regularisation of that general access?—Yes, with the view of placing all departments on the same footing as regards the use of the laboratory and

24 January 1913.]

Professor JAMES JOHNSTON DOBBIE, D.S.C., LL.D., F.R.S.

[Continued.]

of promoting the centralisation, as far as practicable, of Government chemical work, the laboratory was removed from under the control of the Customs and Excise on 1st April 1911, and constituted an independent department with a separate Parliamentary vote. With regard to the first part of the question, I may first indicate in a general way the scope of the work, and then give you a more particular statement of the principal departments with which we are concerned and the nature of the work that we do for them.

24,569. Yes, please do?—The work might be classified in this way, including work for the Revenue and other departments: the analysis of samples in connection with the assessment of revenue or drawbacks; the examination of stores supplied to the Government departments on tenders and on contracts; the examination of dairy produce imported into the country; the examination of samples referred by magistrates under the Food and Drugs Act, and by the Board of Agriculture officers under the Fertiliser and Feeding-Substances Act. Then the laboratory staff deals every year with a large number of questions referred to it by Government departments for advice. It conducts investigations in connection with such references when necessary and also in connection with the inquiries of Royal Commissions and departmental committees. The chemical work of the following departments and other public bodies is carried out wholly or in part in the Government Laboratory: The Board of Customs and Excise, the Admiralty, the Board of Agriculture and Fisheries, the Colonial Office, the Crown Agents for the Colonies, the Foreign Office, the Home Office, the India Office, the Board of Inland Revenue, the Local Government Board, the Post Office, the Public Record Office, the Stationery Office, the Board of Trade, Trinity House, the War Office, and the Office of Works in London and in Dublin. The whole of the chemical work of certain departments is done at the Government laboratory, viz., all the chemical work of the Board of Customs and Excise, of the Board of Agriculture and Fisheries, of the Board of Inland Revenue, of the Trinity House (which, although not a public department, is for this purpose recognised by the Treasury as a public department), and of the Office of Works both in London and in Dublin. I ought to explain that we have in London the principal laboratory at Clements Inn Passage, and also a laboratory of considerable size at the Customs House. The total number of samples examined and analyses made during the year ended 31st March 1912 was approximately 200,000. The exact figure was 196,000 or 197,000. Then we have, in addition to the laboratories in London, a number of small laboratories or chemical stations situated in the principal ports and elsewhere, and if you include the number of examinations and analyses done in them, the total number is, roughly, 350,000 for last year.

24,570. Will you be good enough to tell us what is the staff employed in that work?—The staff at present consists of two parts. We have a permanent staff consisting of men who are on the establishment: that is to say, men who are pensionable Civil servants; and we have a temporary staff. The temporary staff consists partly of men who are seconded or lent by the Commissioners of Customs and Excise for laboratory work, and partly of men who are selected from the outside market. The permanent and scientific staff of the laboratory consists now of the Government chemist, the deputy Government chemist, four superintending Government analysts, and 22 analysts divided into two grades, first and second class. These are all pensionable servants.

24,571. Can you give the scale of pay?—The Government chemist gets 1,200*l.* a year, rising after five years to 1,500*l.* The deputy Government chemist receives 700*l.*, rising to 800*l.* The superintending analysts—there are four of them—get 600*l.*, rising to 650*l.* The first class analysts, of whom there are nine, get 400*l.*, rising to 550*l.*, and the second class analysts of whom at present there are 13, get 160*l.* rising to 350*l.*

24,572. Then there are temporary chemical assistants?—They enter at 120*l.* and rise to 160*l.*

24,573. Will you tell us what are the duties of the Government chemist and his assistants very briefly?—The duties of the Government chemist are to take general charge and supervision of the whole work of the laboratory; much of his time is also occupied with committee work, either acting as a member of a committee or giving evidence before committees. The deputy chemist is concerned mainly with the administrative details of the laboratory, and in the absence of the Government chemist is authorised to act for him.

24,574. Then the four superintending analysts?—In the first place, each superintending analyst is responsible for one main section of the analytical and advisory work of the laboratory, and, of course, is responsible for the men immediately attached to that section. In the second place, he is required to be familiar with the Acts of Parliament with the administration of which his section is particularly concerned, and also with the departmental regulations. In the third place, he has to write the reports on the work of his section and submit them to the Government chemist. He directs whatever research work has to be conducted in his section, and he is also available for consultation with the officers of the department with which the section is more particularly concerned.

24,575. What are the functions of the nine first class analysts?—They, with the second class analysts, perform the more important analytical operations. They are actually engaged in the work of analysis, and they also control the work of the non-established assistants—the seconded officers of the Customs and Excise, and of the temporary assistants.

24,576. That really completes your statement of the functions of the operative staff. We are not now concerned with the clerical staff; they follow the usual second division and assistant clerk type?—That is so.

24,577. Have you read the evidence that has been given to us by Sir William Tilden and Sir William Ramsay?—Yes.

24,578. They have taken exception to the organisation of the chemical establishment for the War Office and to the scale of pay that is adopted there. Will you be good enough to give the Commission the benefit of your advice on that question of the scale of pay and the establishment that exists?—It is difficult for me to express an opinion upon that because I am not really conversant with the duties which the War Office chemists have to perform. I have given you information with regard to the duties of the staff of the Government laboratory, and perhaps it might help you if I add to what I have said upon that head that each superintending analyst—because I think it is largely with regard to that you wish for information—has a staff under him of at least 15 men. In the larger sections the superintending analyst has 35 men working under him, and in the smaller sections about 15 men.

24,579. Comparing the scale of pay shown in the Army Estimates for the War Office chemists with the scale of pay in operation in your department, would you say that the scale of pay shown in the Army Estimates is much inferior or at all inferior to that which prevails in your department?—I should think that it is inferior in the case of some of the staff.

24,580. In the War Office laboratory there are three classes of chemists put down. The first class begins at a minimum of 360*l.*, rising to a maximum of 450*l.* Having regard to the character of the work which they do, are they comparable or not with your first class analysts?—I should think certainly the head man would be comparable with a first class analyst, so far as I can judge. He has under him about the same number of men as a first class analyst in the Government laboratory; but then it is to be remembered that he must, of course, as the head of an independent department, have duties which would not fall to a first class analyst in the Government laboratory.

24,581. On the other hand, may it not be said the work he has to handle is less varied than the work which falls to a first class analyst?—I should not like to say that, I should say it is certainly less varied than the work which falls to a superintending analyst, but not less varied than the work which falls to a first class

24 January 1913.]

Professor JAMES JOHNSTON DOBBIE, D.S.C., LL.D., F.R.S.

[Continued.]

analyst; but I should wish to make it clear that I am speaking without full knowledge of the work of the War Office laboratory.

24,582. With regard to the second grade of chemists in the War Office laboratory, I suppose these chemists are comparable to your second class analysts?—Yes, I should think so.

24,583. Your second class analyst gets 160*l.*, rising by 15*l.* to 350*l.*?—Yes.

24,584. And the War Office second class chemist gets from 260*l.*, rising by 10*l.* to 350*l.*?—Yes.

24,585. There is no disparity there against the War Office except in the point of the increment?—That is so.

24,586. Would you say that the third class chemists in the War Office may be compared with the temporary chemical assistants. They are, I think, a fluctuating body?—I do not think I can give you any useful answer to that question.

24,587. We were told that they make use of this appointment more to mark time or for the purpose of gaining experience while looking out for a better appointment, but they would be of the same class of men?—I should think probably they are men of the same class. One can judge of that probably to some extent from the answer given by Sir William Ramsay to Question 22,542, where he refers to a student of his own who has entered Class III. That student was a Fellow of the Institute of Chemistry and a Bachelor of Science of the University of London with first class honours. We have men with exactly those qualifications in our class of temporary chemists.

24,588. And your temporary chemists are unestablished?—Yes.

24,589. Do you manage to keep these unestablished chemists for any length of time. Do they stay with you?—Yes, I ought to explain that the system is a comparatively new one, and has only really been in operation for about two years, but we have had no difficulty in keeping together the staff during that time.

24,590. If a man or half a dozen men left you to better themselves there would be no difficulty in filling their places?—None whatever. We have a long waiting list in the laboratory of men who are honours graduates and Fellows or Associates of the Institute of Chemistry.

24,591. Are you satisfied that your scale which you have now explained to me is adequate to attract and retain the services of competent and efficient men?—It is adequate to attract them at the present time. There is no difficulty in getting men to take the posts at the present time. As to retaining them, it is a more difficult question to answer, because once the men are in an establishment it becomes extremely difficult for them to retrace their steps, so that I should not like to say in retaining them we are always retaining contented and satisfied men.

24,592. Am I to infer that there is in the staff a degree of discontent and dissatisfaction with the existing scale?—No; I should not put it so strongly as that, but I should say that it would be wrong to say that the staff are entirely contented or satisfied with the present scales, and perhaps I may be allowed to add that I think there is room for rectification and readjustment in certain cases.

24,593. Which rectification would lead to an increase in expenditure?—Yes, but not to a large increase.

24,594. For the temporary chemical assistants your scale is really less favourable than the scale of the War Office, because yours is 120*l.*, rising by 10*l.* to 160*l.*, and the War Office scale is 110*l.*, rising by 10*l.* to 250*l.*, so that comparing your temporary assistants with the permanent chemists of the War Office, the latter are on better terms?—Yes, undoubtedly.

24,595. As regards the second class analysts in your department compared with the chemists in the War Office laboratory, the War Office chemists get 260*l.*, rising by 10*l.* to 350*l.*, and your analysts get from 160*l.*, rising by 15*l.* to 350*l.*, so the maximum is the same but the initial salary is poorer in your department?—Yes.

24,596. The head chemist, as compared with your superintendent analyst, gets much less?—Yes.

24,597. But in the War Office, am I not right in saying that the office corresponding to the superintendent analyst of the Government laboratory has been removed to another branch of the Service—that is to the research branch. The office has not been abolished, but removed to the research department, so although it is not open to the chemists in this War department laboratory to hope for that promotion, still the promotion may be given. Do you know if that is so?—I cannot answer that question.

24,598. Have you read Sir William Ramsay's statement in answer to Question 22,564?—Yes.

24,599. That is a reply of a general character as regards the attractions of outside employment and those of the Government service?—Yes.

24,600. I suppose the answer to that is that if the outside employment is more attractive the applicants for employment will go there?—Yes.

24,601. But others will come to the Government?—Yes.

24,602. Sir William Ramsay said, the people who come to the Government will be less efficient than the people who have taken outside employment; and to that, I suppose, the answer is that the Government will insist upon having its work done well?—Certainly.

24,603. And if it does not have its work done well, if it cannot get men to do its work well for the pay it gives, it will have to increase the pay?—Yes.

24,604. Up to the present time it has not increased the pay, and the inference is that the work must be done well?—I do not think the work has ever been found fault with. I think the public departments and the public generally have been satisfied with the way in which the chemical work of the Government has been carried out.

24,605. Are you ever employed to do any work for the War Office?—Yes.

24,606. Are you ever employed to do any work in connection with explosives?—No, never. Our laboratory is not suited for such work.

24,607. (*Sir Donald MacAlister.*) I notice Sir William Ramsay, on behalf of the Council of the Institute of Chemistry, wound up by saying that his council expressed the opinion that the attitude of the Government generally in matters of chemistry was not calculated to attract the most highly trained and competent men for the Government service for the benefit of the State. Would you endorse so wide a statement as that?—No; I think not in that form.

24,608. In the same document attention was called to the fact that the chemists of the War Office laboratory at Woolwich "undertake duties and responsibilities similar to those of the superintending and first and second class analysts at the Government laboratory, but at far lower salaries." Sir William Ramsay was asked what the salaries were in the Government laboratory, and he could not tell us at the time. Now you have told us, and you have had an opportunity of comparing the salaries of the chemists at one laboratory and the salaries at the other. Would you endorse the statement that the salaries are far lower at one than at the other?—I do not think so, but it all depends upon which class in the Government laboratory it is right and fair to compare with the position of the first class chemists in the War Office, and that is why I am in a difficulty in dealing with the question.

24,609. We were told that at the Woolwich laboratory the chemists Class III., who are non-pensionable, receive 110*l.* to 250*l.*, and they are a class which tend to pass away and better themselves?—Yes.

24,610. Would not they correspond very much to your temporary chemical assistants?—I think so.

24,611. The salaries of the temporary chemical assistants are 120*l.*, rising to 160*l.*?—That is so.

24,612. The class which I presume corresponds, begins at 110*l.* and rises to 250*l.* at Woolwich. You would not say that was lower or far lower than the others?—No, but there again comes in the difficulty of knowing whether we make a fair comparison in comparing the temporary chemists at our laboratory with the Class III. chemists at Woolwich.

24,613. Sir William Ramsay informed us that, so far as he knew, applicants for Class III. would not be



24 January 1913.]

Professor JAMES JOHNSTON DOBBIE, D.Sc., LL.D., F.R.S.

[Continued.]

so well qualified as demonstrators in an ordinary university chemical laboratory?—With reference to that, I can only say that we get as temporary assistants men who are quite of the class usually employed as demonstrators in a university laboratory. We have for example, at the present time, 21 temporary assistants, and of these 16 are graduates, 13 with honours; we have eight Associates or Fellows of the Institute of Chemistry, and we have six who are both graduates and members of the Institute of Chemistry.

24,614. I asked Sir William Ramsay, "Am I to understand you to say that the chemist Class III." (that is at Woolwich) "is not so well qualified as the "ordinary demonstrator." And he answered, "No; he is a man one would not make a demonstrator." Does not that seem to give a definition of Class III. as it existed in Sir William Ramsay's mind, which will enable you to compare it with your temporary chemical assistants if he is correct?—If I had to choose a demonstrator I should have no hesitation in selecting one of the men who are employed as temporary assistants in the Government laboratory for the post.

24,615. From that it would follow that these temporary chemical assistants are not inferior at least to those of Class III. at Woolwich, if Sir William Ramsay be accurate?—Yes.

24,616. And they are not paid in the Woolwich laboratory far lower salaries than you pay them?—That is obvious.

24,617. Then, I suppose, the class above them who are pensionable—Class II.—most probably correspond to the next class above them with you—the second class analysts?—Yes.

24,618. You pay your second class analysts 160*l.* a year, rising by 15*l.* to 350*l.*?—Yes.

24,619. They, I understand, are pensionable officers?—Yes.

24,620. The lowest class of pensionable officers at Woolwich, the second class chemists, begin at 260*l.*, and rise by 10*l.* to 350*l.* One could not describe that as far lower than you pay?—No.

24,621. Then the next class at the top—Class I.—I presume corresponds to your next class as nearly as one can say?—I have already expressed the hesitation I have in giving a definite answer to that question.

24,622. You are not quite sure of Class I.?—I do not know how one is to make the comparison. My knowledge of the circumstances is not sufficient.

24,623. Sir William Ramsay seemed to think there was a little doubt about the comparison?—May I say that it has to be remembered that most of the first class analysts with us have the chance of promotion to higher posts, and no doubt that counts for a good deal. The first class analyst may become a superintendent analyst, and in time deputy chemist.

24,624. But apart from the chances of promotion you would not go so far as to say that the salaries are far lower at Woolwich than with you for the class we have discussed?—Not if you are making a fair comparison between class and class.

24,625. Have the analysts Class I. in your laboratory any duties of direction, or are they entirely engaged in analytical operations?—The first class analyst always has under him a group of men—second class analysts and assistants. We have some small sections in the laboratory which are entirely under the control of first class analysts; that is to say, they report directly to me, so that they have important duties, apart altogether from their analytical work.

24,626. So a first class analyst some time before he got to his maximum salary would have to undertake direction and responsibility?—Undoubtedly. Another very important duty they have to perform is, that they have very often to appear as expert witnesses in the law courts. That will give you an idea of the standing of the men; they have to take their place in the witness box often in conflict with the most experienced analysts in the country.

24,627. With regard to the grade which is apparently not represented at Woolwich on the list which was presented by the Council of the Institute of Chemistry, the superintendent analyst with you has duties other than the mere conducting of analyses.

He has to be an administrative officer also?—Undoubtedly.

24,628. And in virtue of that responsibility his salary was fixed higher than that of even a first class chemist?—Yes.

24,629. That part of the duty of a superintendent analyst would I suppose be discharged by the head of the laboratory at Woolwich—the War Department Chemist?—Yes.

24,630. And he receives a salary of 650*l.*, which is the maximum assigned to your superintendent analyst?—But is not there some misunderstanding on that point? The duties I speak of would be discharged by the chemist at the head of the Woolwich laboratory, who only gets 450*l.*

24,631. No, the War Department Chemist is the administrative head?—But is he a chemist?

24,632. I do not know, but he is called a "War Department Chemist," and is the administrative head?—There are two different places—the research laboratory and the Woolwich laboratory. I understand that the head of the Woolwich laboratory is a chemist of the first class with a maximum salary of 450*l.*, and that there is no chemist over him, but he is immediately under the direction of a military officer. At the research laboratory there is a chemical head with a maximum salary of 650*l.*

24,633. The administrative duties falling to be discharged by your superintendent analyst are otherwise apparently provided for at Woolwich?—That I cannot say.

24,634. At the Government laboratory you do not distinguish between a research department and an analytical department?—No.

24,635. All or any of the superior officers may be required or expected to undertake research work?—Certainly.

24,636. Have you any knowledge of the reasons for the War Office dividing their laboratory into research and analytical departments?—No.

24,637. But I suppose you would admit that the research laboratory represents a higher service than the analytical?—I hesitate to place myself in opposition to so great an authority as Sir William Ramsay on a point of that kind. His evidence went to show that a great deal of the work in the analytical laboratory was of the nature of, and, I think he said, in some cases, superior to, research work. I cannot go so far as that myself, but I think there is a great deal of research work necessarily involved in the analytical work that has to be done in the Government laboratory. For instance, we get foods to examine from the War Office and Admiralty. It very often happens that the examination of a food means an elaborate research to get at the root of some defect in the supply.

24,638. But that is not an average and everyday occurrence in the analytical department?—Not in regard to that one part of the work, but I think it is an everyday occurrence in one branch or other of the work—or, at any rate, it frequently occurs.

24,639. But when that occurs you regard that research as requiring to be done by more highly skilled officers than the ordinary analytical chemists?—Yes. As our laboratory is organised there is a superintendent analyst or first class analyst to take the direction.

24,640. So if a research problem does arise it would naturally be put in the hands of a senior rather than a junior on the staff?—That is so.

24,641. Are your chemists under the disability that we heard the chemists of the Woolwich laboratory are under, namely, that they have no opportunity of making a name for themselves in the chemical world, for the reason that they are not allowed to publish in their own names any contributions to chemistry?—A great deal of the work is confidential work, which cannot obviously be made the subject of communication to scientific societies. On the other hand, a great many papers communicated to scientific societies have been based upon the work done in the Government laboratory. Many of these papers have been published by the head of the laboratory conjointly with men who were associated with him in the work. In other cases, papers have been contributed by members of the staff on their

24 January 1913.]

Professor JAMES JOHNSTON DOBBIE, D.Sc., LL.D., F.R.S.

| Continued.

own responsibility, but with the sanction of the head of the laboratory. I have here a list of something like 80 papers which have been contributed to the Chemical Society chiefly, some to the Royal Society, and some to the Society of Public Analysts and various other scientific societies.

24,642. I asked that question because I was familiar with the names of a good many who have distinguished themselves as chemists by publications in scientific societies, and who I knew were also engaged in the Government service. Can you tell me whether it is the fact that the Woolwich chemists are prevented doing the same thing so far as it does not involve revelation of confidential matter?—I cannot answer that question.

24,643. Do you know what papers are published by chemists in current Transactions, and so on?—Yes.

24,644. Are there never any from the Woolwich chemists?—Not, I think, in recent years, so far as I have observed; but whether they are prevented from publishing or not I do not know.

24,645. (*Miss Haldane.*) Are there any women employed in your office?—No, we have none.

24,646. Have you had any women applicants for posts?—Yes, a few.

24,647. Have you any reason for not employing them. Have you considered the matter?—The reason is that we have no accommodation for women in the present laboratory. I may say that every available inch of the laboratory is in use, and it would be absolutely impossible to make provision for women in the present premises.

24,648. Do you mean by that, separate provision?—I mean such accommodation as would be necessary with due consideration to their comfort. They could, of course, work in the rooms side by side with the men. I do not think there would be any insuperable difficulty about that; but there is absolutely no other accommodation.

24,649. Do you think it is objectionable that they should work beside the men? I gather you do not think so?—No, I do not think so.

24,650-1. I suppose you have had other experience of women chemists who have worked alongside men?—Yes, when I was a teacher of chemistry I had quite a number of women students working side by side with men, and I do not remember that it gave rise to any serious inconvenience.

24,652. Is it necessary that you should be close to the Law Courts?—No, that is not necessary, but it is essential that we should not be far away from the public offices for which we do work.

24,653. I suppose you may look forward to having further accommodation at no very distant date?—I think that is certain.

24,654. That would relieve the congestion and want of accommodation as far as women are concerned?—It would.

24,655. (*Mr. Shipley.*) When you were in the Royal Scottish Museum, were you doing the sort of work you are now doing in London, or was it quite different work?—To a large extent my work in Edinburgh was purely administrative work as head of the museum. We had no chemical work there.

24,656. (*Sir Henry Primrose.*) What were you doing before you were in the service of the Royal Scottish Museum which you entered in April 1903?—I was professor of chemistry in the North Wales University College, Bangor.

24,657. (*Mr. Shipley.*) Had you formed any opinion of the efficiency of the work of the Government laboratory in London? Did your work at Edinburgh bring you up against the analyses and researches going on in London?—No, not at all.

24,658. So you came with quite a clear mind as to how far the work was efficient?—Yes.

24,659. Do you think on the whole it is efficient?—I think so, certainly.

24,660. How long ago is it since any of these gentlemen at the Government laboratory have had their scale of salaries raised; take, for instance, the analysts?—It is nearly 20 years since the scale of pay was revised. It was last revised in 1894.

24,661. We have had a good deal of evidence that the cost of living has increased lately. That has not been taken into account, and no effort has been made to improve their position?—That is why in answer to the chairman I said there were some cases in which I should like to see a readjustment of salaries. What I mainly had in view was that it is nearly 20 years since the present scale was fixed, and the cost of living has greatly increased in that time.

24,662. It certainly strikes me that the salaries are low if one remembers that some of these men are university honours men. Out of the 13 second class analysts 12 were transferred from another department. Where did they come from?—They came from the service of Customs and Excise. There has recently been a change made in the mode of appointment of the permanent staff. Until two years ago the laboratory was staffed entirely from the Customs and Excise service. No man could get into the Government laboratory except through the Customs and Excise.

24,663. What sort of hours do these gentlemen work?—Seven hours a day.

24,664. I suppose there is supervision as to when they come and when they go?—Certainly, the usual supervision exercised in all Government departments. They enter their names in a book when they arrive and when they leave.

24,665. I suppose if they publish the results of the researches, as they evidently do, they do not publish them alone, but with the name of the chemist above them as well?—That depends. Sometimes a chemist is doing a piece of work on his own account, sometimes quite original work, but more frequently based upon work that he has been doing in the laboratory. If he has done it entirely himself he may get the permission of the head of the laboratory to publish it in his own name, and that has been done repeatedly.

24,666. You know how difficult it is, when adjudicating on a thesis sent in, for a doctor of science degree to dissect out of a joint paper what one has done and what another has done, and the credit very often goes to the senior man?—That is so.

24,667. How many of these analysts have left your service in the last two or three years?—None, except one who has been superannuated since I came to London.

24,668. We have had some evidence that the Service does not attract the most highly-trained talent; but do you think it would be in the interest of the country if it did? The work is, obviously, largely of a routine character, and we might be losing the services of really very eminent men since their time would be devoted to detail?—I think it is entirely in the public interest that the Service should attract men who are potentially fit to take the highest place.

24,669. That is in the interest of the Service?—I think, in the interest of the country, it would be a most unfortunate thing if you had only a second class service associated with public departments. I feel that very strongly. The conditions ought to be such as to tend to attract to the Service men who are capable of rising to the highest positions. It is not necessary that they should be all of that class.

24,670. (*Sir Henry Primrose.*) It is the case, I think, judging by this statistical return before us, that practically every man who is occupying a pensionable position in the Government laboratory, is a man who entered the public service as an assistant of Excise or an assistant of Customs?—That is so.

24,671. And his entry into the Service has not been as a chemist at all?—No.

24,672. Then his training as a chemist was given to him, to a certain extent, at the public expense?—Yes.

24,673. And in the case of all these men, whether they are well paid or not, the people they have to compare themselves with are Customs and Excise people rather than chemists outside?—Quite a considerable proportion of them have added to the education that was given them at the expense of the State, an education of their own. Quite a number of them have taken university degrees, as well as qualifying for the Institute of Chemistry, and I think, therefore, they are entitled to rank themselves with scientific chemists.

24 January 1913.]

Professor JAMES JOHNSTON DOBBIE, D.S.C., LL.D., F.R.S.

[Continued.]

24,674. Quite so; but the staff as it stands now is not a very good standard by which to judge of what it might be necessary to pay in order to attract chemists from the outside world. As a matter of fact, these are all men who entered the Service for quite another purpose, namely, for the purposes of the Customs and Excise, and who, having got in there, were given a certain amount of training at the Government's expense at South Kensington, and many of them have carried that on in a very meritorious way and become very capable chemists—I am speaking of the pensionable people. It ought to be made quite clear that from that point of view there is something to be said for not taking this too much as a standard of what it might be necessary some day or other to pay in order to attract people from outside?—That is so.

24,675. Your present method of recruitment is that you get a certain number of men as temporary assistants who are not Customs or Excise officers?—That is so.

24,676. Who selects those men?—I do.

24,677. You have absolute power of selection?—Yes.

24,678. You have a number of applicants waiting, I suppose?—Yes, a large number.

24,679. I assume you have laid down certain qualifications that they must have?—Yes.

24,680. What ages must they be?—We have no lower limit with regard to age. As a matter of fact, most of them are between 20 and 25.

24,681. What pledge or prospect do you hold out to them as regards permanent employment. Is there any understanding as regards that?—Only this, that if their work in the laboratory marks them out as being men suitable for the permanent staff, I nominate them for examination by the Civil Service Commissioners for the next vacancy that occurs on the permanent staff.

24,682. Do you nominate more than one candidate for each vacancy?—Yes.

24,683. Then they compete among themselves?—Yes. For example, we are having an examination in a few weeks, and for that I think I have nominated 12. Fifteen men applied to me for nomination.

24,684. For how many vacancies?—Two.

24,685. Those are all men at present employed under you?—Yes.

24,686. You would not admit to that examination anybody from outside?—We do not bind ourselves to exclude them, but obviously there is a great advantage in selecting from men with whom one has been in touch for a length of time, and with whose capacity for work one is familiar.

24,687. What is the limit of age at which a man may become a second class analyst?—30.

24,688. Do you make any arrangement by which, if men, by the time they have got to 30, have not been promoted on to the permanent staff, they must leave you?—Yes, we tell them that there can be no career for them beyond the age of 30 in the Government laboratory, and they must seek service elsewhere, and we do what we can to help them.

24,689. It would not suit you to keep them on, because then you would not have a recruiting ground for your permanent staff?—Quite so.

24,690. And you have no difficulty in attracting men with this salary of 120*l.* rising by 10*l.* to 160*l.* plus the prospect of possibly getting on to the permanent staff?—At present none.

24,691. About how long do you keep these officers of Customs and Excise—long enough just to train them in the analysis of alcohol, wine, and so on?—We keep them now two years, and we have a system of allowances whereby we can retain 12 for two years more, as it is necessary to have some men of greater experience than can be acquired in two years to assist with the more difficult work.

24,692. Is there much competition between officers of Customs and Excise to get sent to the laboratory now?—That is a little difficult for me to answer. The men are selected by the Commissioners of Customs and Excise.

24,693. You have a small clerical staff, and this is the first year in which you have had second division clerks. You now have two for the first time?—That is so.

24,694. What made you think it necessary to have second division clerks?—There are certain duties which are considered to be superior to those commonly expected of assistant clerks, and the assistant clerks who were called upon to do those duties thought they were rather hardly used in having duties put upon them, which were commonly discharged by a higher class, and they petitioned the Treasury, and as the result of their petition we were allowed two second division clerks.

24,695. Were those second division clerks assigned to you by the Civil Service Commission, or did you draw them from some other department?—The second division clerks were promoted from the assistant clerks who were in our service.

24,696. Otherwise it would be a very unfortunate thing for a second division clerk who got in, say, by an open competition and was assigned by the Civil Service Commissioners to one of those two places, because it would be a *cul de sac* for him for the rest of his life?—That is so.

24,697. But as long as you merely have a promoted assistant clerk there is no particular danger in that way?—Not at present.

24,698. (*Mr. Boutwood.*) Are you the administrative as well as the scientific head of your laboratory?—Yes.

24,699. You have not any non-scientific man, over you?—No.

24,700. Do I understand that in future your permanent scientific staff is to be recruited in the way you have just described by that limited competition?—Yes.

24,701. What, roughly speaking, is the standard of examination that the Civil Service Commissioners set. How does it compare with the examination, for instance, for the Institute of Chemistry?—The examination is a slight one compared with that required by the Institute of Chemistry. I do not mean it is low in standard, but it is not a complicated examination. The reason is this: In the first place the men taken into the laboratory as temporary assistants are all men who have had either a university education and taken their degree, or have had a thorough chemical education, and have had experience in some public works. After they have been in the laboratory they get a nomination, if they are deserving of it, and there again a process of selection comes in, because only the men who have shown by their work in the laboratory that they are fit to be on the staff, are nominated. Then the final selection is made by means of the examination by the Civil Service Commissioners.

24,702. What sort of an examination is it?—It is an examination in chemistry and in physics—practical and theoretical—and there is also an examination in English and *précis* writing, as it is a very important matter for us that the men on the staff should be able to write a clear report of the work they do. But the examination is principally in physics and chemistry.

24,703. Then does it come to this, that men who have high technical qualifications are selected by an examination of a lower grade than the technical ones they have already passed?—No, I should not say that. We have had only one set of papers so far, but I could not say it was a low standard by any means.

24,704. (*Sir Henry Primrose.*) Would it be true to say that the purpose of that examination is not so much to ascertain the different qualifications of men as to enable you to select, or to make men select among themselves from a certain number of qualified men, any one of whom you would be willing to take in?—That is exactly the position.

24,705. And you provide some machinery by which they select themselves rather than that you should make the selection; and the examination is for that purpose rather than for the purpose of testing scientific knowledge or attainments with which you are already satisfied?—That is so. The idea is that no man should be nominated who would not be a suitable member of the permanent staff.

# APPENDICES.

## TABLE OF CONTENTS.

	PAGE
<b>APPENDIX XLVI.</b> —( <i>Handed in by Mr. R. Cary Gilson, M.A.</i> ):—	
Statement received from the Head Masters' Conference . . . . .	103
<b>APPENDIX XLVII.</b> —( <i>Handed in by Mr. W. M. Hicks, Sc.D., F.R.S.</i> ):—	
Reply of the University of Sheffield to the Questions of the Royal Commission . . . . .	105
<b>APPENDIX XLVIII.</b> —( <i>Handed in by Sir W. S. McCormick, LL.D.</i> ):—	
Memorandum received from the Secretary of the Carnegie Trust . . . . .	106
<b>APPENDIX XLIX.</b> —( <i>Handed in by Sir W. S. McCormick, LL.D.</i> ):—	
Copy of a letter addressed by Professor Carslaw, Professor of Pure and Applied Mathematics in the University of Sydney, N.S.W., to an Officer of the Scotch Education Department . . . . .	111
<b>APPENDIX L.</b> —( <i>Handed in by Sir William Augustus Tilden, D.Sc., LL.D., F.R.S., and Sir William Ramsay, K.C.B., D.Sc., LL.D., F.R.S.</i> ):—	
The Institute of Chemistry of Great Britain and Ireland. Statement for the Royal Commission . . . . .	111
<b>APPENDIX LI.</b> —( <i>Handed in by Dr. J. R. Tanner</i> ):—	
Reply of the University of Cambridge to the Questions of the Royal Commission . . . . .	114
<b>APPENDIX LII.</b> —( <i>Handed in by Dr. J. R. Tanner</i> ):—	
Cambridge men and the Civil-Service Open Competition of 1912 . . . . .	120
<b>APPENDIX LIII.</b> —( <i>Handed in by Mr. C. B. Heberden, D.C.L.</i> ):—	
Reply by the Hebdomadal Council of the University of Oxford to the Questions of the Royal Commission . . . . .	120
<b>APPENDIX LIV.</b> —( <i>Handed in by Mr. C. B. Heberden, D.C.L.</i> ):—	
Return of Entrance Scholarships and Exhibitions awarded to students beginning residence in the University of Oxford in October 1911 . . . . .	122
<b>APPENDIX LV.</b> —( <i>Handed in by Mr. C. B. Heberden, D.C.L.</i> ):—	
Number of candidates obtaining Honours in the Final School, and Percentages . . . . .	127
<b>APPENDIX LVI.</b> —( <i>Handed in by Mr. R. F. Cholmeley</i> ):—	
Evidence of Mr. R. F. Cholmeley, Headmaster of Owen's School, Islington, representing the Incorporated Association of Headmasters . . . . .	128

## APPENDIX XLVI.

(*Handed in by Mr. R. Cary Gilson, M.A.*)

Q. 22,147.

### STATEMENT RECEIVED FROM THE HEADMASTERS' CONFERENCE.

#### QUESTIONNAIRE ADDRESSED TO HEADMASTERS.

**URGENT.**—*Answers to be of any use must be in by the date of the Conference, viz., December 20th. Members unable to attend the Conference are requested to send their replies to the Secretary, W. A. Evans, Esq., 12, King's Bench Walk, Temple, E.C., before December 20th.*

**DEAR SIR,**

A letter has been received from the Royal Commission on the Civil Service asking for the attendance of a representative of the Conference to give oral evidence on certain important subjects. The following words are quoted from the letter:—

"Among the questions upon which expressions of opinion are desired from representatives of the Headmasters' Conference are the following, viz.:—

"(1) The relation between the Schools represented by your Conference and examinations for the Civil Service:

"(2) Whether experience tends to show that a boy's education is interrupted in order to make special preparation for the Civil Service

examinations, and, if so, whether such interruption is harmful:

"(3) What are the facilities which exist under present conditions to enable boys from elementary schools to proceed to higher schools, and from them to the Universities:

"(4) Whether it is important in the interest of the country that all members of the Civil Service should, before admission thereto, have completed a higher school course?"

"With regard to the second of the above questions, the Commission desires particularly to be informed whether, in the opinion of your Conference, from the point of view of educational efficiency, it is considered that the present age limits fixed for the Civil Service examinations are satisfactory, viz., for Intermediate Clerks 18-19½, for the Second Division Clerks 17-20, and Boy Clerks 15-16, and, if not, what limits of age would be suggested as desirable in the interests of education."

The Conference will be asked at its next meeting to appoint a representative, but it is extremely

desirable, and, indeed, necessary, that he should be in full possession beforehand of the views of the Headmasters generally on the subject. In these circumstances will you be so good as to fill in replies to the following questionnaire:—

- (1) Have you any special comment to make on the relation between your School and examinations for the Civil Service?
- (2) Do you find that the education of any of your boys is interrupted in a harmful way in order to make special preparation for Civil Service Examinations?
- (3) What facilities exist enabling boys from elementary schools to proceed to your School, and from your School to the University?
- (4) Do you consider the present age-limits of competition, viz., for Intermediate Clerks 18-19½, for the Second Division Clerks 17-20, and for Boy Clerks 15-16, satisfactory? If not, what objections do you see to these ages, and what limits of age would you suggest as desirable?
- (5) Please add any further comments you care to make on the subject generally.

#### REPLIES RECEIVED FROM HEADMASTERS.

(1) Have you any special comment to make on the relation between your School and examinations for the Civil Service?

About 25 Headmasters answer No.

*Highgate.*—About 50 per cent. of the Sixth Forms are preparing for Class I. Clerkships and the Intermediate Clerkships. In the former case they take the examination after residence at Oxford or Cambridge; in the latter case direct from School.

*Guernsey.*—Intermediate C.S. a boon to boys from Intermediate Schools in cases where a university course is impracticable.

*St. Bees.*—No special C.S. class.

*Portsmouth.*—Pass boys for all these examinations.

*Christ's Hospital.*—Boys enter for all three examinations, viz., Intermediate, Second Division, and Boy Clerkships. But as the average age of leaving School is 16-17 comparatively few boys enter for the first two examinations direct from School.

*Leeds.*—As we have too few boys aiming at C.S. (Second Division and Intermediate) to make a separate class, and it is necessary for the candidates to devote almost the whole of their last six months to examination practice, I allow them to take one six months' *Correspondence* class at King's College, London, before going in, while they are at School. If I could afford the time of a master to look over their frequent papers it would be better done by the School.

*Birmingham.*—Pupils or ex-pupils frequently pass all four examinations. I look with satisfaction upon those who obtain Class I. Clerkships via the University, and upon those who enter the Intermediate Service direct from School. The Second Class age is too high and the standard of examination too low. Boy Clerks are too young and the examination unsatisfactory. I try to dissuade boys from the latter, and able and enterprising boys from the former.

(2) Do you find that the education of any of your boys is interrupted in a harmful way in order to make special preparation for Civil Service examinations?

About 15 Headmasters answer No.

*Oundle.*—Little experience.

*Chester.*—Transcripts and précis rather inconvenient.

*St. Bees.*—No; but the examinations do not find the best boys.

*Rugby.*—Yes.

*Bedford.*—Yes. The burden of examinations in general is becoming oppressive.

*Monmouth.*—Yes. Why cannot the Civil Service examinations be brought more into line with the Oxford and Cambridge Scholarship examinations?

*Christ's Hospital.*—The present system tends inevitably to the encouragement of the crammer. In my experience very few boys succeed in passing the two first-named examinations without having recourse to a crammer for at least a short period. All crammers, however, are not harmful.

*Birmingham.*—No interruption, of course, so far as School is concerned and very little, if any, so far as the University is concerned, in respect of Class I. Scholarships, the conditions of which are eminently adapted to secure the ablest and best educated men. The Intermediate Examination secures some but not all of the most suitable boys, the reason being that its special character, particularly in Mathematics, favours a candidate who has spent much time (to his educational disadvantage) in practising the answering of examination questions of a particular type. The Second Division would secure better men if the age were lowered and the range and standard of the examination improved, but it can hardly be said to dislocate secondary education at present. I never send in a boy for Boy Clerkship if I can help it, and refuse to make "special arrangements" for this examination. Those who have entered have nevertheless nearly always passed.

(3) What facilities exist enabling boys from Elementary Schools to proceed to your School, and from your School to the University?

About five Headmasters answer None.

*Ipswich.*—10 per cent. free placers.

*Oundle.*—Some of the best boys of 16½-17 came originally from P.E. Schools and gain scholarships to the Universities.

*Portsmouth and Chester.*—10 per cent. free placers.

*Clifton and Highgate.*—Scholarships open; otherwise no free places.

*Guernsey.*—Complete scholarship ladder from Elementary Schools through Intermediate Schools to this School and on to Oxford.

*St. Bees.*—I can say with perfect confidence that any Elementary School boy of promise can easily go via St. Bees School either direct into the Intermediate C.S. or to the University, and thence into I.C.S., &c. Four Elementary School boys have recently gone to Oxford and Cambridge with scholarships.

*Rugby.*—Boys from Elementary Schools are admitted to free places in the Lower School of Lawrence Sherriffe, and thence enter for Major Foundationerships, which entitle them to free education at Rugby School.

*King's College School.*—Five scholarships offered annually to Elementary School boys.

*Merchant Taylors.*—By Entrance Scholarships only.

*Bedford.*—Two boys admitted annually as Exhibitioners.

*St. Paul's.*—By Entrance Scholarships only.

*Monmouth.*—Facilities good.

*Merchant Taylors, Great Crosby.*—10 per cent. free placers and County Junior Exhibitions. Passage to the Universities with County Scholarships and School Leaving Exhibitions tenable with Open Scholarships. One boy went to Christ Church with emoluments to the amount of 180*l.* per annum.

*Christ's Hospital.*—A great number of facilities exist by which boys can enter Christ's Hospital from the Elementary Schools, and all those boys who enter and are clever enough to gain scholarships can proceed to the Universities.

*Leeds.*—We have on an average eight Elementary Scholars every year. In cases of special poverty there is a maintenance grant of 6*l.* per annum for two years and 10*l.* per annum afterwards in the case of three of the Scholarships. Numerous School Leaving Exhibitions and Senior Art Scholarships enabling boys to proceed to the University.

*Birmingham.*—A most complete chain of Scholarships throughout all stages. Many of my



ablest pupils began their education in P.E. Schools, but with rare exceptions these passed into the Secondary School at or before 12 years of age. A boy who remains in the Elementary School up to 14 seldom achieves success.

(4) Do you consider the present age limits of competition, viz., for Intermediate Clerks 18 to 19½, for the Second Division Clerks 17 to 20, and for Boy Clerks 15 to 16, satisfactory? If not, what objections do you see to these ages, and what limits of age would you suggest as desirable?

*Haileybury.*—I do not know.

*Sherborne.*—Yes.

*Epsom.*—Age limit fair.

*Chester.*—No criticism.

*Clifton.*—No opinion.

*Highgate.*—Satisfactory.

*Guernsey.*—Age limit suitable.

*Malvern.*—Cannot answer this.

*St. Bees.*—Members of the C.S. should before admission thereto have completed their Higher School course.

*Rugby.*—Do not think that anyone should enter the Service under 16½.

*King's College School.*—Regret boys leaving so young.

*Merchant Taylors.*—Age limit satisfactory.

*Portsmouth.*—Upper age limit of 19½ to 20 too high.

*Bedford.*—I see no reason why the age limit should be altered, but have had little experience of Second Division or Boy Clerkships.

*St. Paul's and Monmouth.*—Satisfactory.

*Shrewsbury and Radley.*—No comment.

*Christ's Hospital.*—Yes.

*Merchant Taylors, Great Crosby.*—About Boy Clerks I know nothing. Is there any reason why age limit for Second Division should be higher than for Intermediate, which latter seems very satisfactory?

*Leeds.*—Intermediate, 18 to 19½, satisfactory. Second Division, 17 to 20, unsatisfactory. A very large proportion of the successful candidates are those who have tried several times. 17 to 18½ would be better, as it would give a boy who failed a better chance

of getting some other start in life. Boy Clerks, 15 to 16, most unsatisfactory. The prospect of immediate pay attracts parents, but I consider it a blind-alley occupation. The few boys of mine who have entered have left the Service as soon as they realised what it was.

*Birmingham.*—I concur with Leeds at practically every point, and think that those Headmasters who pronounce the age limits satisfactory can have had very little experience in preparing boys to enter the Civil Service *direct*.

(5) Please add any further comments you care to make on the subject generally.

*Epsom.*—For boys good in Classics the standard in Mathematics is excessive, and the marks given seem high.

*Highgate.*—Classical candidates appear to be unfairly handicapped in comparison with those who offer several Science subjects. It takes years of careful training for boys to reach the standard in Classics. I have known higher marks scored in Physics and Chemistry after two years of work than in Latin and Greek after six or seven.

*King's College School.*—For I.C.S. would suggest one paper in Mathematics and of a higher standard.

*Portsmouth.*—The syllabus of the Intermediate examination suits our curriculum very well.

*Bedford.*—The whole system of examinations is absurdly complicated. Age 18–19½ is the best.

*Monmouth.*—It is unfortunate that the curriculum required for Intermediate (Part III. Mathematics) and that required for Oxford and Cambridge Mathematical Scholarships do not run on parallel lines.

*Birmingham.*—The conditions for I.C.S. and 1st Class Clerkships are quite satisfactory, conduce to sound and advanced education, and secure the best men. The Intermediate could easily be modified so as to secure most of the next ablest boys without interfering in any way with their proper education. The 2nd Class Clerkship examination needs remodelling and Boy Clerks should be abolished.

## APPENDIX XLVII.

(Handed in by Mr. W. M. Hicks, Sc.D., F.R.S.)

Q. 22,312.

### THE UNIVERSITY OF SHEFFIELD.

#### STATEMENT OF REPLIES TO QUESTIONS ASKED BY THE ROYAL COMMISSION ON THE CIVIL SERVICE.

1. It is doubtful whether it would be to the advantage of the Public Service, or to the best interests of University Education, that the formal curricula for degrees, either pass or honours, should be modified with special reference to the particular and various needs of civil clerkships. If this were done, it would be necessary to nominate young men of from 18 to 19 years of age, before those personal qualities on which the efficiency of the Public Service so largely depends were fully developed. On the other hand, it would be useful if selected candidates were required to attend courses of higher education for a year in branches bearing specially on the duties of the particular office to which they had been appointed, supplementing that branch of Arts or Science which they had studied for a degree.

2. That whilst the present Examination Scheme seems well arranged to meet the cases of able men who have received a good University Education, an examination of this kind could not be a test for "the greatest promise of administrative capacity." It would probably achieve the purpose better, if the

possible range of subjects taken by a candidate were diminished. This could obviously be effected by reducing the maximum number of marks obtainable below 6,000.

3. There are local scholarships in connection with this University probably sufficiently numerous at present to ensure that a student of requisite ability for the Public Service would be able to obtain one. There would, however, seem to be a need of scholarships open to students from a distance. Also in case the extra year for special preparation suggested under (1) were required, some pecuniary assistance would be called for on behalf of students of slender means.

4. Up to the present, the examinations conducted by the Civil Service Commissioners have had no influence on the curricula of the University. Local requirements give many openings for men of special ability, and few, if any, of our students have become candidates for Civil Service appointments. The University, however, would encourage such students if they appeared.

20th November 1912.

## APPENDIX XLVIII.

(Handed in by Sir W. S. McCormick, LL.D.)

Q. 22,390.

## MEMORANDUM RECEIVED FROM THE SECRETARY TO THE CARNEGIE TRUST.

## PRÉCIS OF EVIDENCE.

I understand that the question upon which my evidence is more particularly desired is:—

What is the effect of the Carnegie benefaction (more especially that portion of it under Clause B. of the Trust Deed which is applicable for assistance in the payment of class fees), on—

- (a) Secondary education
- (b) University education

in Scotland?

The question is rather difficult and complicated, and I am not sure that as yet—the Trust has been in operation for but ten years—even those most closely connected with the Carnegie Trust are in a position to give any definite answer.

The following outline seems to me to embrace the various points that may be of interest to the Commission.

## A.—Secondary Education.

The influence of the Trust on secondary education in Scotland has been indirect, but perhaps none the less effective.

As to Regulation III. regarding preliminary education (*see* Appendix A.), the policy of the Trust in now demanding, where possible, from applicants the school Leaving Certificate rather than the University preliminary examination is due primarily to the inherent inadequacy of a written examination in single subjects as a test of capacity, training, and general fitness for University studies. In fact it is carrying out the ideal the Universities Commissioners of 1889 had before them when instituting the present preliminary examination system. They said, page xiii of their Report:—

“We believe this to be the best arrangement that could be made in the present condition of secondary education in Scotland. But we should think it far from satisfactory if it were to be regarded as final and permanent. The object of all such arrangements should be to secure that before he begins his University course, a boy should have been for a certain number of years under good and trained teaching. This cannot be secured by a mere examination, although an examination at the end of the school course may be a very useful test of his training. We do not consider that either an Entrance Examination or a Certificate which can be obtained in single subjects can be an adequate test of school training. . . . The regulations we have framed may be usefully revised, when good secondary schools have been made available throughout Scotland.”

The following table shows the proportion of new beneficiaries entering the four Scottish Universities through the *Leaving Certificate* alone for the past two years:—

Winter Session.	St. Andrews.	Glasgow.	Aberdeen.	Edinburgh.	Totals.
1911-12	77·6	68·0	79·8	79·0	74·5
1912-13	85·7	86·7	88·7	87·2	87·1

Details under this head are given in Appendix B.

This increasingly high percentage is all the more remarkable in that no applicant (except one in very special circumstances) has yet been refused the benefits of the Trust on account of his not having obtained the *Leaving Certificate*,

## B.—University Education.

1. The total number of matriculated students at the four Universities has increased from 5,755 in 1900-1 to 7,188 in 1910-11; *i.e.*, by 1,433, or exactly 25 per cent. (These figures omit Dundee University College, as its finance is not included in the Annual Parliamentary Returns, but this omission does not affect the percentage of increase.) Difficult to say how far due to the Trust.

Increase mainly, if not entirely, in Faculties of Arts and Science. Details are given in *Appendix C.* (where the numbers given under St. Andrews include Dundee Students).

2. In accordance with the hope expressed by Mr. Carnegie the Trust has avoided “the invidious task of inquiring into the circumstances of each candidate,” and the only qualifications demanded are those set down in the first three Regulations. The statistics given in *Appendix D.* regarding the occupations of the parents of entrants to the Trust for Winter Sessions 1908-9 and 1912-13 respectively are evidence of the social classes from which beneficiaries are drawn.

3. Regulations IV. to VIII. regarding the University studies of beneficiaries have undoubtedly had some influence in raising the quality of University work, and probably in raising the proportion of students who are successful in taking a degree.

4. But the most remarkable feature, which may perhaps be credited in great measure to the Trust, is the increase in the number of Honours degrees in Arts (the only Faculty in which Honours degrees are differentiated), and in degrees in Science. (The degree in Science—B.Sc.—may be regarded as an Honours degree.) For details, see *Appendix C.*

## C.—Advanced Study and Research.

Although coming under Clause A. of the Trust Deed the Research Scheme of the Trust should perhaps also be mentioned. The assistance offered is of three kinds—Scholarships, Fellowships, and Grants—in order, so far as possible, to reach all classes of workers, from students who have just graduated to graduates who have already entered upon professional careers. Selection is made, not by competitive examination, but for Fellowships on the merits of original work already published, and for Scholarships on the evidence of experts regarding the applicant's special fitness for the work proposed. Instead of separate allotments to individual Universities, a common scheme was established for all the Universities, administration of which is retained in the committee's own hands. Finally, no fixed number of foundations, nor even a definite total sum, is assigned to any one year. In short the aim of the Scheme is, within the limits of the Trust Deed, to discover, and if at all possible to supply, the demand for assistance in higher study and research throughout Scotland.

I may add that before becoming Secretary to the Carnegie Trust I had a good deal of experience in School and University Examinations as (1) a representative on the Universities Joint Board of Examiners in Scotland, (2) as Chief Examiner in English for the *Leaving Certificate* Examination of the Scotch Education Department, and (3) Adviser to the General Medical Council on Preliminary Examinations for Medicine in the United Kingdom. I am also at present Chairman of the Advisory Committee on the Distribution of Exchequer Grants to Universities and University Colleges in England, and a member of the Royal Commission on University Education in London,

in both of which capacities I have had to consider the examination problem, more especially with a view to the co-ordination of Secondary and University Education. I may refer in this connexion to the précis of my evidence before the Consultative Committee on

Examinations in Secondary Schools, given in their Report, pages 555 to 561, where I advocate the organisation of a national system of school examinations.

(Signed) W. S. McCORMICK.

7th January 1913.

## APPENDIX A.

## THE CARNEGIE TRUST FOR THE UNIVERSITIES OF SCOTLAND.

*Regulations for Assistance in the Payment of Class Fees in the Universities and Extra-Mural Colleges of Scotland.*

I. AGE.—Applicants must be over 16 years of age.

II. NATIONALITY.—Applicants must be of Scottish birth or extraction, or must have given two years' attendance after the age of 14 at a school or institution under inspection of the Scotch Education Department.

III. PRELIMINARY EDUCATION.—Applicants qualified under the two previous regulations who have been pupils of schools under the Scotch Education Department will be eligible for assistance in the payment of class fees if they have obtained the Leaving Certificate of the Department, provided that it bears evidence of such preliminary education as is required by the Universities for their respective graduating curricula, or if it does not, provided that it is supplemented by such passes either in the Scottish Universities Preliminary or other examination as will satisfy the above requirement of the Universities.

Where applicants have not been pupils of schools under the Scotch Education Department, or where other good ground for not having obtained the Leaving Certificate can be shown, the Executive Committee have power to accept instead what they deem equivalent evidence of attainments in the shape of passes gained either in the Scottish Universities Preliminary or other examination, provided that no applicant will be considered eligible who has to pass any further preliminary examination before completing his graduating curriculum.

IV. COURSE OF STUDY.—Applicants must have had their course of study for each academic year approved by the University Adviser of Studies, or, in Faculties where no Adviser of Studies has been appointed, by the Executive Committee of the Trust.

V. ORDINARY CLASSES.—Applicants are not eligible for assistance in the payment of fees of classes belonging to a further stage of their curriculum until they have passed the graduation examinations belonging to a previous stage.

VI. EXTRA-ORDINARY CLASSES.—Applicants are not eligible for assistance in the payment of fees of other than ordinary qualifying classes until they have passed the ordinary graduation examination in the relative subject.

VII. REPORTS ON ATTENDANCE AND WORK.—Beneficiaries come under an obligation to submit to the Executive Committee at the end of each session particulars as to their attendance and work, any distinctions they may have gained, and any graduation examinations they may have passed.

VIII. CLASS CERTIFICATES.—Beneficiaries also come under an obligation to refund the fee of any class in which they have failed to obtain a certificate that they have given regular attendance and duly performed the work of the class during the session.

July 1912.

## APPENDIX B.

## THE CARNEGIE TRUST FOR THE UNIVERSITIES OF SCOTLAND.

*Tables showing Numbers and Ages of new Beneficiaries for 1912-13.*

1. Percentages of Leaving Certificates obtained by new Beneficiaries for Winter Session 1912-13 in the various Faculties over the four University centres:—

	St. Andrews.			Glasgow.			Aberdeen.			Edinburgh.			Totals.		
	L.C. Obtained.	L.C. not Obtained.	Per-centage.	L.C. Obtained.	L.C. not Obtained.	Per-centage.	L.C. Obtained.	L.C. not Obtained.	Per-centage.	L.C. Obtained.	L.C. not Obtained.	Per-centage.	L.C. Obtained.	L.C. not Obtained.	Per-centage.
Arts - - -	61	6	91.0	222	19	92.1	132	16	89.1	171	24	87.7	586	65	90.0
Science - - -	7	3	70.0	51	15	77.2	12	1	92.3	26	6	81.2	96	25	79.3
Medicine - - -	4	3	57.1	25	10	71.4	6	2	75.0	25	2	92.6	60	17	77.9
Law - - -	-	-	-	1	2	33.3	-	-	-	1	1	50.0	2	3	40.0
Music - - -	-	-	-	-	-	-	-	-	-	2	-	100.0	2	-	100.0
Totals - - -	72	12	85.7	299	46	86.7	150	19	88.7	225	33	87.2	746	110	87.1

The corresponding figures for Winter Session 1911-12 were:—

	59	17	77.6	234	110	68.0	127	32	79.8	204	54	79.0	624	213	74.5
--	----	----	------	-----	-----	------	-----	----	------	-----	----	------	-----	-----	------

## 2. Percentages of Ages of all new Beneficiaries for Winter Session 1912-13 who are in their First Year of University attendance:—

Ages.	Beneficiaries.			Percentages.		
	Men.	Women.	Total.	Men.	Women.	Total.
16 - - -	19	4	23	3.56	1.24	2.69
17 - - -	100	34	134	18.73	10.56	15.65
18 - - -	186	145	331	34.83	45.03	38.67
19 - - -	153	99	252	28.65	30.75	29.44
20 and over 20 -	76	40	116	14.23	12.42	13.55
Totals - - -	534	322	856	100.0	100.0	100.0

## APPENDIX C.

## GRADUATION (EXCLUDING HIGHER DEGREES) AT THE SCOTTISH UNIVERSITIES.

TABLE showing the NUMBER of STUDENTS in the various FACULTIES in the FOUR UNIVERSITIES, the DEGREES obtained, and the PERCENTAGE of DEGREES to TOTAL NUMBER of STUDENTS.

## ST. ANDREWS.

Years.	Arts.			Science.		Medicine.		Divinity.		Law.		Music.		Totals.			Percentage of Degrees obtained.
	Students.	Honours.	Ordinary.	Students.	B.Sc.	Students.	M.B., Ch.B.	Students.	B.D.	Students.	B.L. and LL.B.	Students.	Mus.Bac.	Students.	Honours.	Ordinary.	
1899-00 -	234	16	23	70	8	59	1	20	4	—	—	—	—	383	16	36	13.57
1900-01 -	258	12	12	61	5	55	—	29	2	—	—	—	—	403	12	19	7.69
1901-02 -	289	13	24	68	5	62	1	16	2	—	—	—	—	435	13	32	10.34
1908-09 -	394	20	53	100	10	66	12	23	6	—	—	—	—	583	20	81	17.32
1909-10 -	386	15	62	103	12	79	7	17	3	—	—	—	—	585	15	84	16.92
1910-11 -	375	54	75	105	16	89	9	20	2	—	—	—	—	589	54	102	26.48

## GLASGOW.

1899-00 -	921	23	93	169	24	687	101	40	18	204	15	—	—	2,021	23	251	13.55
1900-01 -	962	20	128	172	13	660	108	41	11	195	15	—	—	2,030	20	275	14.53
1901-02 -	941	17	110	194	28	673	95	51	5	198	15	—	—	2,057	17	253	13.12
1908-09 -	1,271	48	208	373	54	709	128	64	18	210	26	—	—	2,627	48	434	18.35
1909-10 -	1,273	28	193	443	58	698	94	61	16	204	21	—	—	2,679	28	382	15.3
1910-11 -	1,313	49	187	465	82	729	97	56	14	175	13	—	—	2,738	49	393	16.14

## ABERDEEN.

1899-00 -	376	25	55	62	12	336	52	16	8	38	3	—	—	828	25	130	18.72
1900-01 -	377	28	51	42	12	330	54	11	1	40	4	—	—	800	28	122	18.75
1901-02 -	402	29	51	53	5	326	37	14	3	36	7	—	—	831	29	103	15.88
1908-09 -	554	42	83	97	23	272	58	20	4	27	1	—	—	970	42	169	21.75
1909-10 -	569	30	131	124	19	263	40	18	3	33	7	—	—	1,007	30	200	22.84
1910-11 -	538	34	99	130	31	263	29	18	6	20	6	—	—	969	34	171	21.15

## EDINBURGH.

1899-00 -	838	26	85	149	24	1,368	211	47	3	365	7	22	—	2,789	26	330	12.76
1900-01 -	855	30	108	170	27	1,364	187	40	3	358	7	24	—	2,811	30	332	12.88
1901-02 -	899	28	106	169	25	1,396	181	33	7	399	20	24	—	2,920	28	339	12.57
1908-09 -	1,157	56	147	300	38	1,440	188	64	8	305	17	20	3	3,286	56	401	13.91
1909-10 -	1,232	61	183	327	57	1,377	211	44	9	276	14	23	1	3,279	61	475	16.34
1910-11 -	1,287	58	168	388	61	1,373	161	45	8	255	13	18	1	3,366	58	412	13.97

## NOTES.

*St. Andrews.*—Details being wanting, those attending in more than one Faculty cannot be properly treated. Special Matriculations and Students of Law are excluded.

*Glasgow.*—"Single Class Enrolments" are excluded.

## APPENDIX D.

## THE CARNEGIE TRUST FOR THE UNIVERSITIES OF SCOTLAND.

Statement of Occupations of Parents of New Beneficiaries in Winter Sessions 1908-9 and 1912-13 respectively, at the Four Scottish Universities.

1908-09.	1908-09.
<b>ST. ANDREWS.</b>	<b>GLASGOW.</b>
<i>Professions.</i>	<i>Professions.</i>
7 clergymen; 5 teachers . . . . . 12	16 clergymen; 7 doctors; 18 teachers; 8 Government officials; 1 sculptor . . . . . 50
<i>Officials.</i>	<i>Officials.</i>
1 bank agent; 1 accountant; 2 surveyors; 1 stationmaster; 2 police constables; 1 insurance agent; 9 clerks and secretaries; 1 librarian . . . . . 18	1 accountant; 2 surveyors; 12 secretaries and clerks; 1 journalist; 2 sanitary inspectors; 3 captains; 2 railway officials; 3 school board officers; 2 police constables; 1 insurance agent; 1 factory inspector; 1 goods' agent; 1 janitor . . . . . 32
<i>Commerce, &amp;c.</i>	<i>Commerce, &amp;c.</i>
4 commission agents; 1 commercial traveller; 4 managers; 14 retail tradesmen; 1 hotel keeper . . . . . 24	2 commercial travellers; 1 shipping agent; 8 managers; 2 yarn agents; 40 retail tradesmen; 3 valuers . . . . . 56
<i>Agriculture.</i>	<i>Agriculture.</i>
2 farmers . . . . . 2	8 farmers; 6 crofters . . . . . 14
<i>Manual Occupations.</i>	<i>Manual Occupations.</i>
1 coachbuilder; 4 engineers; 3 blacksmiths; 1 plumber; 1 compositor; 3 factory and foundry workers; 1 mason; 1 miner; 1 fisherman; 1 coachman; 2 butlers; 1 gardener; 1 game-keeper . . . . . 21	4 patternmakers; 12 joiners; 3 painters; 1 saddler; 5 masons; 5 smiths; 22 factory and foundry workers; 3 engine-drivers; 19 engineers; 3 miners; 3 builders; 2 slaters; 1 currier; 1 brickmaker; 1 fishcurer; 2 carters; 4 tailors; 2 watchmakers; 1 bookbinder; 5 caretakers; 1 compositor; 4 gardeners; 4 coachmen; 3 gamekeepers; 1 stillmaker; 1 cemetery superintendent; 1 boots; 1 forester . . . . . 115
<i>Retired</i> . . . . . 1	<i>Retired</i> . . . . . —
<i>Fathers deceased</i> . . . . . 22	<i>Fathers deceased</i> . . . . . 57
Total . . . . . 100	Total . . . . . 324
<b>1912-13.</b>	<b>GLASGOW.</b>
<b>ST. ANDREWS.</b>	<i>Professions.</i>
<i>Professions.</i>	30 clergymen; 1 doctor; 30 teachers; 1 curator; 2 musicians; 3 Government officials . . . . . 67
9 clergymen; 8 teachers; 3 Government officials; 3 doctors; 1 solicitor . . . . . 24	<i>Officials.</i>
<i>Officials.</i>	1 registrar; 1 procurator fiscal; 3 bank agents; 1 journalist; 1 sanitary inspector; 3 railway officials; 3 police inspectors; 2 assurance agents; 1 inspector of machinery; 9 clerks and secretaries; 1 factor; 2 surveyors; 1 captain . . . . . 29
1 captain; 1 journalist; 3 clerks; 1 insurance agent; 1 school board officer; 1 tax collector; 1 land steward . . . . . 9	<i>Commerce, &amp;c.</i>
<i>Commerce, &amp;c.</i>	14 commercial travellers; 6 managers; 1 hotel keeper; 7 commission agents; 1 coal contractor; 44 retail tradesmen . . . . . 73
17 retail tradesmen; 1 commercial traveller; 1 commission agent; 1 colliery manager . . . . . 20	<i>Agriculture.</i>
<i>Agriculture.</i>	17 farmers; 1 farm-servant . . . . . 18
1 farmer . . . . . 1	<i>Manual Occupations.</i>
<i>Manual Occupations.</i>	5 colliery oversmen; 19 joiners; 5 labourers; 5 engine-drivers; 11 engineers; 4 builders; 6 miners; 2 slaters; 1 lighthouse keeper; 3 blacksmiths; 1 oversman; 5 gardeners; 2 coopers; 1 upholsterer; 1 saddler; 2 fishermen; 2-compositors; 1 verger; 2 shepherds; 2 stablemen; 3 surfacemen; 6 shoemakers; 4 tailors; 1 scavenger; 1 bricklayer; 4 plumbers; 1 shipwright; 1 coachman; 1 pilot; 1 painter; 1 printer; 1 patternmaker; 35 factory and foundry workers . . . . . 140
3 plasterers; 2 tailors; 1 plumber; 2 firemen; 1 miner; 2 fishermen; 1 valet; 1 factor; 2 painters; 1 engineer; 1 engine-driver; 1 patternmaker; 2 factory and foundry workers . . . . . 20	<i>Retired</i> . . . . . 9
<i>Retired</i> . . . . . 1	<i>Fathers deceased</i> . . . . . 47
<i>Fathers deceased</i> . . . . . 11	Total . . . . . 383
Total . . . . . 86	



1908-09.	1908-09.
<b>ABERDEEN.</b>	<b>EDINBURGH.</b>
<i>Professions.</i>	<i>Professions.</i>
7 clergymen; 11 teachers; 3 doctors; 1 solicitor; 2 Government officials . . . . . 24	20 clergymen; 19 teachers; 5 doctors; 9 solicitors; 7 Government officials . . . . . 60
<i>Officials.</i>	<i>Officials.</i>
1 banker; 1 sanitary inspector; 1 clerk of works; 2 cashiers; 1 insurance agent; 1 railway official; 3 land-factors . . . . . 10	5 bank agents; 2 surveyors; 3 journalists; 17 clerks and secretaries; 1 registrar; 1 sanitary inspector; 2 captains; 2 army officers; 1 school board officer; 1 railway superintendent; 1 police con- stable . . . . . 36
<i>Commerce, &amp;c.</i>	<i>Commerce, &amp;c.</i>
2 commercial travellers; 25 retail tradesmen; 1 contractor . . . . . 28	6 commercial travellers; 2 publishers; 3 com- mission agents; 6 managers; 23 retail trades- men . . . . . 40
<i>Agriculture.</i>	<i>Agriculture.</i>
22 farmers; 3 farm servants; 2 crofters . . . . . 27	10 farmers; 2 farm stewards . . . . . 12
<i>Manual Occupations.</i>	<i>Manual Occupations.</i>
2 saddlers; 4 joiners; 3 coopers; 2 slaters; 3 factory and foundry workers; 2 engineers; 1 shipbuilder; 2 blacksmiths; 1 coachbuilder; 3 stonecutters; 6 masons; 1 carter; 1 diver; 8 fishermen; 2 watchmen; 1 lighthouse keeper; 1 shepherd; 1 gardener; 1 pointsman . . . . . 45	11 factory and foundry workers; 3 gardeners; 1 coachbuilder; 2 road inspectors; 1 signalman; 1 bookbinder; 5 printers; 1 builder; 1 painter; 1 plumber; 2 watchmakers; 10 cabinetmakers; 1 tailor; 1 hairdresser; 1 messenger; 1 plas- terer; 5 masons; 2 miners; 1 fisherman; 1 chef; 2 gamekeepers . . . . . 54
<i>Retired</i> . . . . . 1	<i>Retired</i> . . . . . —
<i>Fathers deceased</i> . . . . . 24	<i>Fathers deceased</i> . . . . . 62
<b>Total</b> . . . . . <b>159</b>	<b>Total</b> . . . . . <b>264</b>
1912-13.	1912-13.
<b>ABERDEEN.</b>	<b>EDINBURGH.</b>
<i>Professions.</i>	<i>Professions.</i>
12 clergymen; 9 teachers; 1 doctor; 1 organist; 1 solicitor; 2 Government officials . . . . . 26	18 clergymen; 25 teachers; 2 doctors; 6 solicitors; 1 organist; 3 Government officials . . . . . 55
<i>Officials.</i>	<i>Officials.</i>
2 surveyors; 3 bank agents; 2 journalists; 1 sani- tary inspector; 1 police constable; 1 police inspector; 6 clerks and secretaries; 1 inspector of collectors . . . . . 17	2 auditors; 1 journalist; 12 clerks and secretaries; 4 inspectors of drainage; 4 police constables; 1 working director; 2 railway officials . . . . . 26
<i>Commerce, &amp;c.</i>	<i>Commerce, &amp;c.</i>
7 commercial travellers; 2 managers; 1 hotel proprietor; 25 retail tradesmen . . . . . 35	3 commission agents; 4 managers; 5 commercial travellers; 35 retail tradesmen . . . . . 47
<i>Agriculture.</i>	<i>Agriculture.</i>
26 farmers; 3 farm servants . . . . . 29	12 farmers . . . . . 12
<i>Manual Occupations.</i>	<i>Manual Occupations.</i>
6 engineers; 4 tailors; 1 ship's cook; 1 mason; 2 fishermen; 2 fishcurers; 2 gamekeepers; 6 joiners; 4 labourers; 1 blacksmith; 2 painters; 1 house keeper; 2 seamen; 1 printer; 1 attendant; 2 foresters; 1 slater; 1 saddler; 1 shepherd; 1 vanman; 1 coachman; 1 points- man; 1 steward; 1 builder; 2 bootmakers; 6 factory and foundry workers . . . . . 54	2 coopers, 1 cellarman; 2 signalmen; 1 mason; 3 firemen; 6 engineers; 1 hairdresser; 2 com- positors; 2 oversmen; 7 joiners; 5 gardeners; 2 foresters; 6 tailors; 1 clockmaker; 5 miners; 3 shoemakers; 5 fishermen; 2 porters; 3 printers; 3 designers; 2 saddlers; 1 engraver; 3 plumbers; 1 chaffeur; 1 ship's steward; 1 blacksmith; 1 bricklayer; 1 seaman; 1 painter; 12 factory and foundry workers . . . . . 86
<i>Retired</i> . . . . . 4	<i>Retired</i> . . . . . 15
<i>Fathers deceased</i> . . . . . 15	<i>Fathers deceased</i> . . . . . 45
<b>Total</b> . . . . . <b>180</b>	<b>Total</b> . . . . . <b>286</b>

## APPENDIX XLIX.

*(Handed in by Sir W. S. McCormick, LL.D.)*

COPY of a LETTER addressed by Professor CARSLAW, PROFESSOR of PURE and APPLIED MATHEMATICS in the UNIVERSITY of SYDNEY, N.S.W., to an OFFICER of the SCOTCH EDUCATION DEPARTMENT.

MY DEAR MACDONALD, Australian Club, Sydney,  
3rd December 1912.

YOU will be interested to know that last week our Parliament passed into law a Bill brought in by the Labour Government amending our University Act in two directions.

- (i) In the constitution of our Governing Body, allowing for four nominated members, one of whom will certainly be the Director of Education for N.S.W., and making other changes.
- (ii) In making full provision for the Leaving Certificate system in the schools, and providing that 200 scholarships be given per annum to those gaining the L.C., carrying with them their fees at the University.

The University gets compensation for this loss of revenue in an increased subsidy:

in the end it is promised an increase of 20,000*l.*

The object is, of course, to put the highest education in the reach of the best boys (and girls) in the schools, and to enable the ablest of these to go right through their university course, even if they come from quite humble homes. With the remission of fees, extra bursaries can be granted, in case of such assistance being necessary.

I shall send you details later, but we shall guard against making the L.C. Examination competitive, and no list of order of merit will be issued.

I have helped on this movement—strengthening the State Secondary Education system and broadening the University—with all my power.

Yours sincerely,  
H. S. CARSLAW.

## APPENDIX L.

*(Handed in by Sir William Augustus Tilden, D.Sc., LL.D., F.R.S., and Sir William Ramsay, K.C.B., D.Sc., LL.D., F.R.S.)*

Q. 22,636.

THE INSTITUTE OF CHEMISTRY OF GREAT BRITAIN AND IRELAND.

*(Founded 1877. Incorporated by Royal Charter 1885.)*

STATEMENT FOR THE ROYAL COMMISSION.

In April last the Royal Commission on the Civil Service published a statement in the Press to the effect that they desired to take evidence from associations, societies, and organisations representing classes common to the whole Civil Service, and to receive from any officer now serving in, or retired from, the public service, written statements on any matters which concern the organisation or administration of a particular department; further, that the Commission proposed to consider applications to tender evidence by persons not connected with the public service.

In view of this announcement the Council of the Institute of Chemistry have had under consideration the conditions attaching to professional chemical appointments under the Civil Service. They find in some instances that the status of chemists employed is far from satisfactory. The Council, therefore, applied to the Royal Commission on the Civil Service to be allowed to send representatives to state their views on these matters, and the Royal Commission have invited the Council to forward a statement for their consideration.

The Council have been further informed that when the statement has been considered the Commission will be in a position to decide whether it desires to supplement the statement by oral evidence. In that event the Institute will be represented by one or more of the following Fellows of the Institute:—

Sir WILLIAM A. TILDEN, D.Sc., LL.D., F.R.S.,  
*Past President.*

Sir WILLIAM RAMSAY, K.C.B., D.Sc., LL.D.,  
F.R.S.

Professor PERCY F. FRANKLAND, LL.D., F.R.S.,  
*Past President.*

Professor RAPHAEL MELDOLA, D.Sc., LL.D.,  
F.R.S., *President.*

*The Objects of the Institute.*

The Institute of Chemistry of Great Britain and Ireland was founded in 1877 and incorporated by Royal Charter in 1885 for reasons and objects, including those specified in the following abstracts from the petition:—

“That the profession of Analytical and Consulting Chemistry is one of great importance to the public, and having regard to the rapidly increasing application of chemistry to legal investigations, to public health, to the adulteration of food, to agriculture, and to the arts and manufactures, it is desirable that persons practising the profession of Analytical and Consulting Chemistry should have both a practical and scientific knowledge thereof.”

“That it is a matter of increasing importance to Government Departments, corporate bodies, and others requiring the assistance of persons competent to practise in Analytical Chemistry, and to advise in Technological Chemistry that such persons should be properly trained, and that their qualifications should be attested by certificates of competency granted by a scientific body possessing sufficient status, and that at present there is no institution or corporate body which has power to issue such certificates.”

Accordingly, the Council have prescribed Regulations with which candidates are required to comply before admission to the membership.

*Qualifications for Membership.*

Every candidate is required to pass three examinations:—

I.—Preliminary, in subjects of general education. The standard is equal to that demanded by other professional bodies.

II.—The Intermediate,\* in general Theoretical and Practical Chemistry extending over four days.

III.—The Final,† in a special branch of Chemistry, to be selected from a list prescribed by the Council, extending over five days, theoretical and practical, with an oral examination in general Chemistry, and translations from French and German technological literature.

The education of a professional chemist is analogous to that of other professional men, extending as it does over at least four years' systematic training, and involving at least an equal standard of general culture and the maintenance of an equal social status.

Candidates for the Fellowship of the Institute must have been registered as associates for at least three years, and have been continuously engaged during that period in the study and practical work of Applied Chemistry in a manner satisfactory to the Council.

\* Under the provisions of the Royal Charter and the byelaws the Institute elects censors who exercise control over the professional conduct of the Fellows and Associates.

The professional education of the Fellows and Associates of the Institute is of University character, and over 40 per cent. hold Degrees.

The Register of the Institute contains the names of over 1,400 Fellows and Associates, of whom rather more than 15 per cent. are engaged in Government service at home or abroad.

The qualifications F.I.C. and A.I.C. are recognised by the principal Government Departments as evidence of competency for appointments requiring chemical knowledge and skill.

With this statement are forwarded copies of:—

- (a) The Royal Charter and Byelaws.
- (b) The Register.
- (c) The Regulations for the admission of Students, Associates, and Fellows.
- (d) A "List of Official Chemical Appointments," containing information as to the appointments held by professional chemists in various parts of the British Empire and the Indian Empire.

#### PROFESSIONAL CHEMICAL APPOINTMENTS IN THE CIVIL SERVICE.

1. The Council of the Institute of Chemistry desire to express their opinion that the importance, to the country, of the technical service rendered by consulting and analytical chemists in the Civil Service is generally under-estimated, and that the remuneration and conditions of service are not such as to attract and retain permanently the most efficient chemists for the public service.

2. In several Government Departments there does not appear as yet to be any very definite idea as to what a professional chemist is and what he does.

##### (b) Staff of War Department Chemist.

1 War Dept. Chemist	-	-	650l.‡	-
1 principal Assistant	-	-	550l.,	-
			650l. after a year.	
2 Senior Assistants	-	-	350l.,	-
			500l. by 20l.	
3 Junior Assistants	-	-	130l.,	-
			300l. by 15l.	

##### Chemical Staff of Chief Inspector, Woolwich.

(Replaced by military head.)	-	-	-	-
1 Chemist, Class I.	-	-	360l.-450l.	-
			by 10l.	
2 Chemists, Class II.	-	-	260l.-350l.	-
			by 10l.	
3 Chemists, Class III.	-	-	110l.-250l.	-
			by 10l.	

\* Every candidate for admission to the Intermediate Examination must have been trained for at least three years in a university or college recognised by the Council in Chemistry, Physics, and Mathematics, and one other scientific subject, and have passed the class examinations in the subjects taken; or have worked for two such years in a recognised university or college, and for two years in the laboratory of a Fellow of the Institute; or have taken a degree in Science, including Chemistry, Physics, and Mathematics.

† Every candidate for admission to the Final Examination must have passed the Intermediate Examination or have taken a degree in Science in a university with First or Second Class Honours in Chemistry, and have complied with the regulations as to training in Physics and Mathematics; or obtained a diploma of similar standard recognised by the Council for this purpose.

‡ Over 30 years ago, Professor Abel (afterwards Sir Frederic Abel, Bart.) had a salary more than double this figure.

Chemists in Government Departments should have a recognised status as professional men.

3. There is probably not more than one chemist in the Civil Service receiving a salary of more than 1,000l. per annum. Chemists holding very responsible positions do not receive salaries commensurate with the incomes of leading private practitioners in consulting chemistry, nor comparable to those provided for many other appointments, which involve professional technical training.

4. Where the prospects are unsatisfactory, the Government will not be able to retain the services of young chemists who are anxious to make progress in their profession. They may take temporary appointments in the Civil Service to obtain experience, but they will be constantly on the alert for openings offering scope for ambition.

##### War Office.

5. In the opinion of the Council of the Institute the continuance of the present unsatisfactory conditions of service will prove disastrous, particularly in a Department such as the War Office.

In expressing this opinion the Council of the Institute do not reflect on the ability of the Chemists now holding the more responsible positions under the War Department; on the contrary, they feel every confidence in their work and in their loyalty to duty. As to the juniors and temporary assistants, however, the Commissioners will find on inquiry that the more promising Chemists are disheartened with the poor prospects in view, and that their natural inclination must be to leave the Service at the first favourable opportunity.

##### Chemical Staff of the Chief Inspector, Woolwich.

6. The Council having considered the evidence taken before the Royal Commission on 4th July 1912 (pages 45-46 of the published Minutes) desire especially to support the representations made by the Chemical Staff of the Chief Inspector, Woolwich (formerly the Department of the War Department Chemist).

7. These representations may be briefly recapitulated as follows:—

I. (See I. below.) That the present compared with recent conditions involve—

- (a) Loss of status;
- (b) Serious reduction of pay of all grades;
- (c) Loss of prospects of promotion.

II. (See II. below.) That the nature of the work is such that it requires chemists of the highest training, but the conditions are inadequate to secure professional men of the requisite standing.

I. (a) Members appointed as higher division civil servants have been reduced, on promotion, in scale of pay and increments to second division, and reduction of leave has also been attempted.

The chemists now on the permanent staff were, with one exception, appointed when the better scale was in force. The scale of pay of those actually serving when the change was made was not altered, so that no one suffered reduction of pay at the time. Any promotion, however, was only made on the new terms. Thus, those who joined under the old scheme found their prospects of advancement and status diminished both as regards the number and the value of the higher appointments.

The present scale of pay, increments, leave, and travelling allowances of chemists, Class III., are practically those of Second Division Civil Service clerks where no technical training is necessary. (Second Division clerks have a prospect of reaching a higher ultimate salary by 50l.) The travelling allowances are inadequate for professional men. Chemists, Class III., are non-pensionable; if promoted to Class II. they

become so, but only half previous service ranks for pension.

Permanent increase of work and unfilled vacancies have been met by the appointment of temporary assistants with the remuneration of 2l. 0s. 6d. per week; they are graded as civilian subordinates, and have practically no status, being on the wages list of the ordnance factories. These are constantly seeking appointments elsewhere owing to the unsatisfactory prospects.

(c) Several promotions stopped, others made without any or with very little increase of pay, e.g., a senior assistant became "principal assistant" and then "head chemist" without increase of pay, despite largely increased responsibilities.

II. The work is consultative and analytical on all military material, i.e., on practically anything and everything. Much of the "routine" work, e.g., the analysis of explosives, rubber goods, and dyed fabrics, is complicated and requires considerable knowledge, skill, and research. The work is also responsible; the large sums of money involved and possibility of litigation on rejections necessitate extreme care and accuracy. This work is sent independently from all military departments and stations, and is consequently irregular in nature. Very little specialising is possible, therefore, and all members of the staff have to be competent to undertake any branch of the work. The work also includes the investigation of, and giving opinions on, inventions and proprietary materials; the suggestion of materials to effect specific purposes; the drawing up and revising of specifications and methods, &c. The professional nature of the work has been recognised by the age of entry for the Civil Service examination being fixed at 20 to 25, and by the appointment being conditional on assistants attaining membership of the Institute of Chemistry within two years.

8. The chemists of this department undertake duties and responsibilities similar to those of the superintending and first and second class analysts at the Government Laboratory, but at far lower salaries.

9. The Chemical Department has been placed under the direct control of a military officer without special chemical qualification.

The Council submit that it is a serious matter for the country that positions of importance which were previously held by distinguished chemists should be filled by military officers who, making no claim to the possession of special knowledge and experience in Chemistry, have been placed in control of scientific departments wherein they find themselves unable to rely on their own knowledge for scientific information, and are, therefore, obliged to refer such matters to men under them who have been technically trained for their profession, and who have devoted their lives to the problems of their department of work, and who bear all the actual responsibility of that work.

10. Col. Sir E. W. D. Ward, in answer to Question 11,311, said: "Men are always keenly disappointed when a thing that they have looked to is removed from them." The Council submit that an injustice is done when higher offices to which the units in a Department have every reason to aspire are abolished, when they are called upon to take the responsibilities and duties of such offices without promotion or improved remuneration. The abolition of higher appointments must render the Service less attractive to men of the best type.

#### Research.

11. The work of the chemists referred to above has been described as "routine," but the Council are of opinion that it is incorrect to call work "routine" when it covers the investigation of a very wide range of materials. The idea of the uninitiated is that all chemical work is equally easy unless it comes under the designation of "research."

As a matter of fact, much of the so-called "routine" work is of the nature of "research," and it would be found on inquiry by those competent to judge that the work undertaken by the chemists concerned has not materially altered since the Research Department was established; that it includes investigations involving research of a very high order, many

of which it would be exceedingly dangerous to entrust to inexperienced chemists.\*

12. As a question of principle, apart from any consideration of the representations made by the present staff, the Council of the Institute of Chemistry regard it as a matter of *vital national importance* that the chemical staff of the Chief Inspector, Woolwich, should be efficient, and should be controlled by a chemist of the highest efficiency.

#### Royal Gunpowder Factory, Waltham Abbey.

13. Very similar conditions to those at Woolwich are to be found at the Royal Gunpowder Factory, Waltham Abbey, except that the staff includes no chemists of Class I. The manager, however, is a qualified chemist, and though his position is one of great importance, the maximum salary is only 500*l.* per annum. The chemists of Class II. and Class III. are on much the same basis as those at the Royal Arsenal, Woolwich. Chemists at Waltham Abbey frequently leave the service for positions offering better prospects.

14. The importance of securing and retaining for the War Department, a staff of chemists of the highest possible competence will be apparent; the number of chemists in the department is so small that a substantial improvement in the conditions of the appointments could be effected without serious cost to the Government; while with improved prospects the positions would be sought after, and the whole status of the chemical staff would be maintained at a higher level.

#### Suggestions.

15. The Council of the Institute would offer the following suggestions for consideration:—

- (a) That chemical departments should be controlled by chemists.
- (b) That chemists occupying responsible positions of control should be placed on a better basis as to remuneration and status.
- (c) That for qualified professional chemists the increments should be not less than 20*l.* per annum.
- (d) That chemists in charge of departments should rise to the positions of Chemists Class I.
- (e) That the remuneration of Chemists Class I. should rise at least to 650*l.* per annum.
- (f) That the remuneration of Chemists Class II. should rise to at least 500*l.* per annum.
- (g) That the remuneration of Chemists Class III. should rise to at least 300*l.*; and that these appointments should be pensionable.
- (h) That chemists engaged as temporary assistants should be placed on the *salary* list, with remuneration of not less than 120*l.*, and increments.

16. In other matters of less importance, the attitude of Government Departments towards scientific officers affords similar evidence indicating lack of appreciation of scientific work.

Subsidiary departments appear to take it on themselves to appoint chemists to meet the exigencies of the service without any specific sanction for creating a chemical sub-department, with the result that they generally secure the services of young men who are looking for opportunities for gaining experience. In the event of there being no margin in the Treasury allowances for the maintenance and upkeep of a chemical laboratory, &c., the chemists have to be content with a makeshift designation, and are treated as if they belong to a non-professional class. Professional technical services should be systematised. It would probably secure greater efficiency for the public service if the chemical work of minor departments were brought under the control of one of the properly organised Government Chemical Departments.

\* Even properly trained and experienced men are liable to meet with accidents in this Department. A Temporary Assistant, Associate of the Royal College of Science, London, lost the sight of an eye through an explosion, in June, 1912. He was at once reduced to half-pay while on injury list, and will receive no compensation unless he resigns his post.

*Chatham Dockyard.*

17. The attention of the Commission may be drawn to the fact that there are chemists engaged at Chatham Dockyard in testing cement. Until recently their official title was "Temporary Draughtsmen on Cement Testing." This the Council hold as derogatory to chemists as professional men, and they are, therefore, glad to know that the title has been changed to "Temporary Cement Analysts." The positions are responsible in view of the fact that cement contracts are accepted or rejected on the results of the tests. The salary is less than 140*l.* per annum, for which sum the Government cannot possibly retain the services of well-trained and reliable chemists for any considerable period.

*Post Office.*

18. There are four chemists employed at Mount Pleasant in the Department of the Engineer-in-Chief's Testing Branch. The President of the Institute has had recent correspondence with the Postmaster-General on the subject. The Postmaster-General, in a letter dated 12th August, 1912, has stated that:—

"The status of the officers to whom you refer has been reviewed from time to time, but the creation of a separate chemical department is not practicable or desirable, owing to the small

amount of such work which exists in the Post Office."

"As much as possible of the work is sent to the Government Laboratory and there is little prospect of any considerable extension of the amount performed at Mount Pleasant. Several members of the staff have in the past been promoted to positions in the engineering department, where they render useful service."

These chemists are known as 2nd Class Test Clerks; their work is of a responsible character, their salaries are very small (several of them less than 100*l.* a year), and they have no prospect of promotion unless they qualify as engineers.

19. In conclusion, the Council express the opinion that the attitude of the Government generally in such matters is not calculated to attract the most highly trained and competent men for the Government Service, for the benefit of the State.

Signed on behalf of the Council of the Institute of Chemistry.

RAPHAEL MELDOLA,  
*President.*

RICHARD B. PILCHER,  
*Registrar and Secretary.*

30, Bloomsbury Square,  
London, W.C.,  
5th December, 1912.

## APPENDIX LI.

(Handed in by Dr. J. R. Tanner.)

Q. 22,718.

### UNIVERSITY OF CAMBRIDGE.

#### REPLY OF THE UNIVERSITY OF CAMBRIDGE TO THE QUESTIONS OF THE ROYAL COMMISSION.

Magdalene College Lodge, Cambridge.

19th November 1912.

SIR,

I HAVE laid before the Council of the Senate your letter of October 19 relating to the inquiry which is being conducted by the Royal Commission on the Civil Service, and I am desired by the Council to send you the following replies to the questions upon which you ask for an expression of opinion:

(1) *The relation between the highest education given at the Universities and the efficient discharge of their functions by members of the Civil Service.*

For the purpose of an answer to this question, the Council of the Senate assume that members of the Civil Service will discharge their functions efficiently, in proportion as they are men of highly trained intellect and well developed character.

The highest education given at the Universities may be taken to include the training of the intellect by the prescribed courses of study, and the development of character involved both by protracted intellectual effort and by the opportunities offered and the demands made by the conditions of life in the University and Colleges.

For the training of the intellect the policy of the University of Cambridge has now for many years been directed to the provision of the best teaching and most complete equipment for study that can be attained by the use of the resources at its disposal. Further, the extensions of the curriculum which have been steadily in progress for some fifty years have had for their principal aim to provide courses of study in all important branches of knowledge, new and old, and to leave the greatest possible freedom to the individual student to pursue that course which is most in accordance with his own tastes and ability. It would be impossible to enumerate, within the allowable compass of this answer, the subjects which are thus open to the student, but it may be briefly said that

they range from literature ancient and modern to the latest developments of pure and applied science.\*

The principle of freedom of choice, the wide range of study, and the character of the teaching both literary and scientific, which is accessible to the students, provide for the excellence and variety of their intellectual training.

It is the experience of those who have an intimate knowledge of the University that the intellectual development of students during their residence is general and considerable, not least in the case of those students, who in their earlier training either by reason of limited means have had comparatively few advantages or from various causes have failed to make full use of their opportunities.

As regards the development of character, the conditions of life in the University and Colleges are in a high degree favourable.

In the first place, it is a life of wide freedom with definite discipline and supervision. The principle of College and University discipline is to allow as great a liberty of self-government to the individual as is consistent with the orderly life of a society. The object of it is to lessen the risks of the period between boyhood and manhood, without checking the wholesome play of character and the free choice of interests.

In the second place, the social life of the undergraduate world gives many opportunities for the development of interests, for the practice of common action and of leadership, and for gaining experience in dealing with men of every class and kind. There are innumerable societies formed and managed by the

\* The Council of the Senate are forwarding for the use of the Commissioners copies of Lecture Lists showing the subjects in which instruction is being given in the University in the current academical year.



students themselves for the cultivation of all kinds of literary, scientific, social, political, and religious interests. Each society has its president, secretary, treasurer, and committee. In some cases these societies are highly organised, as for instance the Union Society, which is at once a social club, a literary society, and a parliament. The main requisites for taking an active part in them are general intelligence, a reasonable power of give and take, and an interest in the subject which forms the basis of combination. Athletics also play an important part in the formation of character. The thorough organisation of games develops the faculty of leadership and educates men in judging character, in managing people of various kinds, and in gaining self-control and self-discipline.

Experience shows that in a large proportion of cases a steady and wholesome development of character takes place during the three years which the majority of the students spend at the University.

It may not be irrelevant to observe, in support of this conclusion, that in recent years there has been a marked and rapidly increasing tendency among persons responsible for the direction of large business concerns, both at home and abroad, to come to the University for recruits. The records of the University appointments Board would provide ample evidence for this statement.

If the views here expressed are correct, it would appear that the University offers a valuable preparation for the Civil Service, especially on the ground that it combines an intellectual training of a high order with the opportunity of a development of character, particularly in the direction of dealing with and leading men.

(2) *The suitability of the open competitive examination for the Home Civil Service ("Class I"), as at present regulated, to secure the supply of candidates possessing the highest education, and giving the greatest promise of administrative capacity.*

This question raises two points:

- (a) whether the examination secures a supply of candidates possessing the highest education;
- (b) whether the candidates chosen are such as give the greatest promise of administrative capacity.

(a) The examination undoubtedly attracts a large number of candidates from Cambridge, who show by their success in University examinations, as well as in the open competition, that they have taken advantage of the best education open to them in the University, and this education, we believe, may properly be described as "the highest education."

It should, however, be pointed out that the age limit, which allows competition up to the age of 24 (so far as it affects the condition of this University, where most men take their degree at the age of 22), deters some who might otherwise compete, but are unable or unwilling to spend a year in special preparation for the examination. The Council, however, do not understand that they are asked to express an opinion as to the desirability of lowering the age limit or otherwise modifying the character of the examination.

(b) The Council have in their answer to question (1) dealt with the preparation for administrative duties which is, in their opinion, afforded by the education and training given in the University. They believe that men chosen under the present regulations for the open competition have proved themselves capable and efficient in the duties which they are called upon to perform. The heads of the great departments of the Civil Service would be able to answer this question from their experience of the men chosen.

(3) *The facilities which exist under present conditions to enable persons of slender means to obtain University education.*

It has not been possible within the time allowed to ascertain with completeness the facilities which exist under present conditions to enable persons of slender means to obtain University education. The funds available for scholars and exhibitioners are contributed partly by the university and colleges, partly by schools, County Councils, and other authorities external to the University. It is possible to state with considerable accuracy the aggregate of funds administered within

the University for the benefit of all scholars and exhibitioners in residence at one time, students belonging to different years being taken together. But there are no statistics readily available of the aggregate of funds administered for the benefit of these same scholars and exhibitioners by outside authorities. In response, however, to a request from the Council of the Senate, the tutors of colleges have furnished particulars of the assistance received from outside authorities by those college scholars and exhibitioners who entered the University in the single academical year 1911-12. The clearest way, therefore, in which to state the available facts will be, first, to give the aggregate of funds distributed in 1911 from sources within the University to all scholars and exhibitioners whether in their first or a later year of residence; and then to analyse in more detail the emoluments from all sources received by those scholars and exhibitioners who were in their first year of residence in the academical year 1911-12. It should be added that the latter of these two statements includes no funds administered by the University, as distinguished from the Colleges, since no University scholarships are awarded until after entrance; and that it does not include funds granted by external authorities to students who are not also scholars or exhibitioners of their college. In comparing the total sums available within the University with the sums offered at entrance in a single year, it must be borne in mind that, in addition to the sums offered by the colleges in entrance scholarships and exhibitions, further sums are available for increasing the emoluments of scholars and exhibitioners after they have come into residence, for prolonging entrance scholarships and exhibitions after the first tenure of two years has expired, and for furnishing scholarships for able men who for various reasons have not obtained scholarships or exhibitions by open competition at entrance. The figures given below do not include the provision made for post-graduate studentships for study and research.

The aggregate of funds administered within the University and brought to account in 1911, for the benefit of scholars and exhibitioners in all years of residence, amounted to about 47,000*l.*, of which about 44,500*l.* was contributed by the Colleges and 2,500*l.* by the University.

The total emoluments received by those scholars and exhibitioners who were in their first year of residence in the academical year 1911-12, amounted, as shown in the annexed table,\* to 20,178*l.*, distributed among 220 scholars and exhibitioners. This sum was provided from the following sources:—

Scholarships and exhibitions offered by the Colleges—9,869*l.*

Further supplementary grants made by the Colleges—1,186*l.*

School scholarships and exhibitions—4,518*l.*

County Council scholarships—2,765*l.*

Grants from other public funds and from the City Companies—1,840*l.*

To the question how far these funds are administered for the benefit of "persons of slender means," the following facts respecting the 220 scholars and exhibitioners entering the University in 1911-12 will furnish a partial answer.

It may be safely assumed that students receiving assistance from county councils or from other public funds are of slender means, and it will be seen that out of the total of 220 scholars and exhibitioners, 79 are so assisted.

But the experience of college tutors and others engaged in teaching and administrative work in the University goes to show that a large number of the students who are assisted only by college and school scholarships also come under the same description. Many of these are the sons of clergymen or of professional men with small or moderate incomes and large families, who could not send their sons to the University unless they receive assistance. This view is borne out by an analysis of the schools at which the entrance scholars and exhibitioners of the year in question were educated. Out of the total of 220 in

\* See Appendix A.

that year, 84 came from the great boarding schools (25 in number, including Eton, Harrow, Winchester, &c. Christ's Hospital, and Epsom and Dover Colleges); 30 from minor boarding schools; 44 from great day schools (including such schools as King Edward's School, Birmingham, and a large number of London schools, such as St. Paul's School, the City of London School, and Latymer School, Hammersmith); 37 from local grammar schools; 19 from public secondary schools and polytechnics; 4 from other Universities; and 2 unclassified. It may be pointed out that under the conditions now existing the line between local grammar schools, most of which are partly supported from public funds, and public secondary schools, is not easy to draw. Many of the great day schools also receive assistance from public money.

There is ground for believing that there is enough money available from various sources for all students of slender means who now present themselves for scholarship examinations and whose intellectual qualifications give promise of ability to distinguish themselves at the University. This class includes a large proportion of those who pass into the Higher Civil Service under the conditions which at present exist. The opinion is widely held by those who have experience of the candidates presenting themselves for entrance scholarships that, until improvements have been made in the facilities existing outside the Universities for the education of persons of slender means below the age of nineteen (the normal age for entrance into the University) and in the methods of selecting those who are to be thus educated, it will not be possible to increase very greatly the number of entrance scholarships awarded to such persons without lowering unduly the standard of ability required. In support of this statement it may be mentioned that a joint inquiry, conducted in the summer of 1912 by representatives of the colleges, suggested the conclusion that a number of the students to whom grants had hitherto been made by an important public body, had failed to show sufficient ability to justify the amount of public money spent on them. The results of this inquiry were laid before the authorities concerned, and, as a consequence, the system on which these grants are made is under revision.

Besides scholarships and exhibitions there are other ways in which facilities are offered to men of slender means. All college buildings contain a certain number of small and cheaply rented rooms which are in practice reserved for poor men. Some college make an inclusive charge for each of the three terms in the the academical year, covering nearly all necessary university and college payments; while by the institution of non-collegiate students the expenditure

at Cambridge can be considerably reduced. At most colleges there is a private fund, administered at the discretion of the tutors for the benefit of poor students; and it is not unusual to make loans or to give credit to students who need such help. At some colleges, by a confidential arrangement made through the tutors, the men of slender means pay a reduced subscription to the more important undergraduate clubs.

In response to a request from the Council of the Senate, the tutors of colleges have furnished a number of typical cases showing that under present conditions poor men of ability succeed in obtaining admission both to the Higher Civil Service and to the learned professions. Among these are the sons of small farmers and tradesmen, village shopkeepers and schoolmasters, policemen, commercial travellers, and office clerks, and working men belonging to various trades (*e.g.*, shoemaker, carpenter, blacksmith, general labourer, agricultural labourer, engine driver, coal miner, warehouseman, carman). It has been thought desirable to append a selection of these cases,\* although they are not the result of any exhaustive inquiry, and it is therefore impossible to say what proportion they bear to the whole membership of the University in recent years.

(4) *The results produced by the examinations which are conducted by the Civil Service Commissioners upon the curricula of the Schools of the Universities.*

In the opinion of the Council of the Senate, the examinations conducted by the Civil Service Commissioners have not affected the curricula of the Schools of the University.

There is no doubt, however, that the prospect of competing in these examinations has a marked effect upon the course of reading adopted by some students, and it may be added that special teaching in certain subjects is provided by the University and by the Colleges for the preparation of students who are intending to be candidates at the open competitive examination for Home Civil Service ("Class I.").

You have already been informed that the Council of the Senate have appointed one of their members, Dr. Tanner, Fellow and late Tutor of St. John's College, as their representative to give oral evidence before your Commission.

I have, &c.

Vice-Chancellor of the  
University of Cambridge.

The Secretary,  
Royal Commission on  
the Civil Service.

\* See Appendix B.

#### APPENDIX A.

*Return of Entrance Scholarships and Exhibitions awarded to Students commencing Residence in the University in October 1911.*

Index Number.	Subject for Proficiency in which the Scholarship or Exhibition was awarded, and its Value.	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibition held by the Student.	Value of any County Council Scholarship held by the Student.	Grants from other Public Funds or from City Companies.	Total.
	£	£	£	£	£	£
44	Natural Science . . . . .	80	—	20	—	154
55	Mathematics . . . . .	80	—	—	—	80
56	Mathematics . . . . .	80	10	50	—	190
57	Classics . . . . .	80	—	—	—	80
58	Natural Science . . . . .	80	—	30	50	160
69	Mathematics . . . . .	80	—	—	90	170
70	Classics . . . . .	80	48	36	—	164
97	Classics . . . . .	80	—	20	—	100
98	Mathematics . . . . .	80	10	—	50	140
120	Mathematics . . . . .	80	—	—	50	130
121	Classics . . . . .	80	—	60	—	140
122	Natural Science . . . . .	80	—	—	70	150
123	Natural Science . . . . .	80	—	50	20	150
151	Mathematics . . . . .	80	—	60	—	188
161	Classics . . . . .	80	—	—	48	80
162	Mathematics . . . . .	80	20	—	30	130

Index Number.	Subject for Proficiency in which the Scholarship or Exhibition was awarded, and its Value.	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibition held by the Student.	Value of any County Council Scholarship held by the Student.	Grants from other Public Funds or from City Companies.	Total.
	£	£	£	£	£	£
163	Classics - . . . .	80	20	—	200	300
167	Natural Science . . . .	80	—	50	—	190
168	Mathematics - . . . .	80	—	—	—	80
169	Mathematics - . . . .	80	20	—	—	100
171	Mathematics - . . . .	80	—	20	50	150
179	Mathematics - . . . .	80	20	50	—	150
183	Classics - . . . .	80	—	30	—	110
186	Mathematics - . . . .	80	—	60	—	180
187	Natural Science - . . . .	80	—	—	40	80
188	Classics - . . . .	80	—	—	—	80
198	Mathematics - . . . .	80	—	70	—	150
1	Mathematics - . . . .	60	—	10	60	130
2	Classics - . . . .	60	—	20	—	80
3	Natural Science . . . .	60	—	75	—	135
9	Classics - . . . .	60	33	25	60	178
10	Mathematics - . . . .	60	—	40	60	160
11	Natural Science . . . .	60	—	50	—	110
12	Classics - . . . .	60	—	33	—	93
45	Classics - . . . .	60	—	55	—	115
46	Classics - . . . .	60	—	40	—	100
47	Natural Science . . . .	60	—	40	50	150
59	Classics - . . . .	60	—	—	—	60
60	Natural Science . . . .	60	—	—	—	60
61	History - . . . .	60	—	—	—	60
72	History - . . . .	60	—	75	—	135
73	Classics - . . . .	60	—	—	—	60
74	Natural Science . . . .	60	—	—	—	60
75	Modern Languages . . . .	60	—	30	—	90
76	Natural Science . . . .	60	—	—	—	60
77	History - . . . .	60	—	—	—	60
78	Classics - . . . .	60	—	50	—	110
79	Classics - . . . .	60	—	60	—	120
99	Mathematics - . . . .	60	10	25	50	145
100	Natural Science . . . .	60	—	30	25	155
101	Classics - . . . .	60	—	—	—	60
110	Classics - . . . .	60	—	—	50	110
124	Classics - . . . .	60	25	50	—	135
125	Mathematics - . . . .	60	—	40	60	160
126	Natural Science . . . .	60	—	—	40	100
127	Natural Science . . . .	60	—	—	40	100
128	Modern Languages . . . .	60	25	—	40	125
152	Natural Science . . . .	60	—	—	90	150
192	Classics - . . . .	60	—	80	—	140
195	Natural Science . . . .	60	—	60	—	120
214	Mathematics - . . . .	60	—	—	—	60
215	Mathematics - . . . .	60	—	40	—	100
216	Classics - . . . .	60	—	—	—	60
217	Natural Science . . . .	60	—	50	40	150
20	History - . . . .	50	—	—	—	50
21	Classics - . . . .	50	—	—	—	50
42	Natural Science . . . .	50	—	—	—	50
86	Mathematics - . . . .	50	—	75	—	125
153	Classics - . . . .	50	—	40	50	140
32	Modern Languages . . . .	50	—	—	—	50
199	Mathematics - . . . .	50	—	50	—	100
200	Classics - . . . .	50	—	30	—	80
201	History - . . . .	50	—	40	—	90
202	History - . . . .	50	—	30	40	120
211	Mathematics - . . . .	50	—	—	50	100
4	Modern Languages . . . .	40	10	25	30	105
5	Mathematics - . . . .	40	—	—	25	115
6	Classics - . . . .	40	20	25	30	115
13	Mathematics - . . . .	40	—	—	—	40
14	Natural Science . . . .	40	—	50	—	90
15	Classics - . . . .	40	20	50	—	110
16	History - . . . .	40	—	—	—	40
17	Mathematics - . . . .	40	—	25	—	65
22	Natural Science . . . .	40	—	20	40	100
38	Natural Science . . . .	40	5	—	60	105
39	Natural Science . . . .	40	—	50	—	90
40	Natural Science . . . .	40	5	30	—	75
41	Natural Science . . . .	40	—	—	—	40
48	Mathematics - . . . .	40	—	—	80	120

Index Number.	Subject for Proficiency in which the Scholarship or Exhibition was awarded, and its Value.	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibition held by the Student.	Value of any County Council Scholarship held by the Student.	Grants from other Public Funds or from City Companies.	Total.
	£	£	£	£	£	£
49	Classics - . . . .	40	20	50	—	110
50	Natural Science . . . .	40	—	30	—	70
51	History - . . . .	40	—	—	—	40
62	Mathematics - . . . .	40	20	80	—	140
63	Classics - . . . .	40	—	—	50	90
64	Classics - . . . .	40	—	20	—	60
65	Modern Languages . . . .	40	—	25	—	65
80	Classics - . . . .	40	—	50	—	90
81	Natural Science . . . .	40	30	30	50	150
82	Natural Science . . . .	40	30	50	40	160
83	Classics - . . . .	40	—	30	80	150
84	Mathematics - . . . .	40	—	—	—	40
87	Classics - . . . .	40	—	40	—	80
102	Mathematics - . . . .	40	—	—	—	40
103	Natural Science . . . .	40	—	—	—	40
104	Classics - . . . .	40	—	—	—	40
106	Classics - . . . .	40	—	—	—	40
111	Mathematics - . . . .	45	—	45	—	90
129	Mathematics - . . . .	40	10	—	40	90
130	Mathematics - . . . .	40	—	—	—	40
131	Classics - . . . .	40	20	—	—	60
132	Classics - . . . .	40	—	—	—	40
133	Natural Science . . . .	40	—	—	—	40
154	Mathematics - . . . .	40	—	30	—	70
155	Mathematics - . . . .	40	—	—	—	40
160	History - . . . .	40	35	50	—	125
166	Mathematics - . . . .	40	—	—	—	40
170	Classics - . . . .	40	35	50	15	140
174	Mathematics - . . . .	40	35	—	—	75
175	Natural Science . . . .	40	35	30	60	190
180	Natural Science . . . .	40	35	60	—	135
181	Natural Science . . . .	40	35	60	—	135
182	Classics - . . . .	40	35	—	—	75
184	History - . . . .	40	—	—	—	40
185	Mathematics - . . . .	40	—	—	—	40
189	Natural Science . . . .	40	35	15	40	130
203	Mathematics - . . . .	40	—	—	—	40
207	Classics - . . . .	40	—	40	—	80
208	Mathematics - . . . .	40	—	20	90	150
209	History - . . . .	40	—	25	25	90
212	Classics - . . . .	40	—	40	—	80
213	Classics - . . . .	40	—	30	—	70
218	History - . . . .	40	—	—	40	80
219	Classics - . . . .	40	—	—	—	40
220	Classics - . . . .	40	—	—	40	145
7	History - . . . .	30	—	—	—	30
8	Classics - . . . .	30	—	—	—	30
18	History - . . . .	30	—	—	—	30
19	Mechanical Science . . . .	30	10	30	30	100
23	Mathematics - . . . .	30	10	—	—	40
24	Mathematics - . . . .	30	—	—	50	80
25	Classics - . . . .	30	10	30	90	160
26	Mathematics - . . . .	30	—	—	70	150
27	Classics - . . . .	30	—	—	—	30
28	Natural Science . . . .	30	—	—	—	30
30	History - . . . .	30	—	—	—	30
43	Natural Science . . . .	30	5	—	—	35
52	Mathematics - . . . .	30	—	70	—	100
53	Mathematics - . . . .	30	—	—	60	90
54	Natural Science . . . .	30	—	30	—	60
66	Classics - . . . .	30	10	60	—	100
67	Classics - . . . .	30	—	50	—	80
68	Natural Science . . . .	30	10	30	—	70
85	Classics - . . . .	32	—	—	—	32
88	Mathematics - . . . .	30	—	—	—	30
89	Mathematics - . . . .	30	12	—	20	112
90	Classics - . . . .	30	—	20	—	50
93	History - . . . .	30	—	—	—	30
96	Classics - . . . .	33	—	—	—	33
105	Classics - . . . .	30	—	—	—	30
107	Classics - . . . .	30	—	60	40	130
108	Natural Science . . . .	30	30	20	30	175
109	Natural Science . . . .	30	—	80	—	110
112	Classics - . . . .	30	40	—	60	130
113	Mathematics - . . . .	30	45	70	—	145

Index Number.	Subject for Proficiency in which the Scholarship or Exhibition was awarded, and its Value.	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibition held by the Student.	Value of any County Council Scholarship held by the Student.	Grants from other Public Funds or from City Companies.	Total.	
	£	£	£	£	£	£	
114	Mathematics - - -	30	40	30	80	—	180
119	Natural Science - -	30	—	40	80	—	150
116	Mechanical Science -	30	—	37	—	—	67
118	Classics - - - -	30	—	50	—	30	110
134	Classics - - - -	30	—	—	—	—	30
135	Classics - - - -	30	—	—	—	—	30
136	Natural Science - -	30	—	50	—	50	130
137	Natural Science - -	30	—	40	—	—	70
138	Natural Science - -	30	—	—	—	—	30
139	Natural Science - -	30	—	20	—	—	50
140	History - - - -	30	—	—	—	—	30
141	History - - - -	30	—	—	90	—	120
142	Classics - - - -	30	30	—	40	—	100
143	Classics - - - -	30	—	40	60	—	130
144	Classics - - - -	30	—	—	70	50	150
145	Natural Science - -	30	—	—	40	40	110
146	Natural Science - -	30	—	—	—	—	30
147	Natural Science - -	30	—	—	—	—	30
148	Mathematics - - -	30	—	20	65	—	115
149	Classics - - - -	30	—	45	40	—	115
150	Natural Science - -	30	—	60	—	—	90
156	Classics - - - -	30	10	21	—	50	111
157	Natural Science - -	30	20	35	—	—	85
158	Natural Science - -	30	—	—	—	—	30
159	Classics - - - -	30	20	35	—	—	85
164	Mathematics - - -	35	—	—	—	56	91
165	History - - - -	35	—	—	—	—	35
172	Natural Science - -	35	—	—	—	—	35
173	Natural Science - -	35	—	—	50	—	85
176	Natural Science - -	35	—	80	—	50	155
177	Natural Science - -	35	—	22	—	—	57
178	History - - - -	35	—	—	—	65	100
190	Moral Science - - -	35	—	—	—	—	35
191	Mathematics - - -	35	—	—	—	56	91
193	Mathematics - - -	30	20	50	—	—	100
194	Classics - - - -	30	—	20	—	—	50
196	Natural Science - -	30	20	25	20	—	95
197	Classics - - - -	30	10	—	—	—	40
204	Mathematics - - -	35	—	—	—	—	35
205	History - - - -	34	—	40	—	—	74
206	History - - - -	30	—	—	—	—	30
210	History - - - -	30	—	—	—	—	30
221	Mathematics - - -	30	10	—	60	—	100
222	Classics - - - -	30	10	—	—	—	40
223	Classics - - - -	30	10	—	—	—	40
224	Classics - - - -	30	—	—	—	50	80
225	History - - - -	30	—	30	—	—	60
33	Economics - - - -	25	—	—	—	—	25
34	Classics - - - -	25	—	—	—	90	115
35	History - - - -	25	—	—	—	—	25
37	History - - - -	25	—	—	—	—	25
29	Natural Science - -	20	10	—	—	—	30
92	Classics - - - -	25	43	70	—	—	138
94	History - - - -	20	—	—	—	—	20
117	Theology - - - -	20	40	50	—	70	180
119	Classics - - - -	20	—	—	—	—	20
		9,869	1,186	4,518	2,765	1,840	20,178

## APPENDIX B.

*Special Cases.*

*A*, the son of a mould-filler in glass-works, and entrance scholar, took First Class Honours in Natural Science, and is now in the Indian Civil Service.

*B*, the son of a clerk, and entrance scholar, took First Class Honours in Mathematics, and is now in the Indian Civil Service.

*C*, the son of a bricklayer, was a Junior Optime in the Mathematical Tripos, and is now in the Indian Education Department.

*D* and *E*, coming from small schools, were wholly supported at Cambridge by college, school, and county

council scholarships, obtained high places in the Mathematical Tripos, and are now in the Indian Civil Service.

*F* and *G*, of slender means, passed successfully through the University into the Indian Civil Service, and one of them is now occupying a position of considerable importance.

*H*. The tutor of one college gives a list of 10 men of limited means who have obtained positions in the Indian Civil Service during the last few years.

*I*. The tutor of another college gives four cases of men of slender means, coming from small schools, who have passed into the Indian or Colonial Civil Service since 1906.

*J.*, of slender means, recently obtained a First Class in both Classics and History, and is now in the Home Civil Service.

*K.*, the son of a small farmer, educated at a local grammar school, obtained a good place among the Wranglers in the Mathematical Tripos and a First Class in Natural Science and is now in one of the Government Scientific Departments.

*L.*, the son of a retired Petty Officer R.N., educated at a local technical college, obtained a Second Class in the Mathematical Tripos and a First Class in Natural Science, and is now in one of the Government Scientific Departments.

*M.*, the son of a small village shopkeeper, educated at a county school and partly maintained by a college scholarship, obtained a First Class in Natural Science and the Diploma in Agriculture, and is now Agricultural Adviser to a county council.

*N.*, the son of poor parents, educated at a small school and partly maintained by scholarships, obtained a First Class in Mathematics and in Natural Science, and is now in the Home Civil Service.

*O.*, the son of a shopkeeper in the eastern counties, and partly maintained by scholarships, has been a University Extension Lecturer, and is now in a Government Department.

*P.*, the son of a London carman receiving under 23s. a week, almost entirely maintained by College and London County Council Scholarships, is now a Government Inspector.

*Q.*, formerly a pupil-teacher, is now a member of the Civil Service in South Africa.

*R.* A tutor supplies a list of 10 men, all of slender means and educated at small schools, who since 1906 have obtained the following positions:—Indian Forest Department, Indian Customs Department, Headmastership of a Secondary School, research appointments, medical profession, Fellowship of a College in Cambridge.

*S.*, the son of an artisan, obtained a place among the Wranglers in the Mathematical Tripos, and now has a post in the Egyptian service.

*T.*, educated at an elementary school, obtained a First Class in a Tripos Examination, and is now a Junior Inspector under the Board of Education.

*U.*, the son of a small shopkeeper, obtained a place among the Wranglers in the Mathematical Tripos, and is now in the Home Civil Service.

*V.*, the son of a small tailor, educated at a higher grade school, was a Wrangler, and is now a Lecturer in an English University.

*W.*, the son of a domestic servant, is now a Junior Inspector under the Board of Education.

## APPENDIX LII.

(Handed in by Dr. J. R. Tanner.)

Q. 22,804.

### CAMBRIDGE MEN AND THE CIVIL SERVICE OPEN COMPETITION OF 1912.

A list of 73 candidates, successful at the recent Open Competition for the Higher Civil Services, was published by the Commissioners in September. This list contained 24 Cambridge names. Subsequent information shows that 6 more Cambridge men, though below the 73rd in general order of merit, have received official appointments.

Of this total of 30 Cambridge successes: King's and Trinity have five each; Pembroke and St. John's have four each; Caius, Christ's, Emmanuel, and Jesus have two each; and Sidney Sussex, Magdalene, and Trinity Hall have one each. The other successful candidate was from Fitzwilliam Hall.

Our 30 successful candidates, in the course of their University careers, obtained an aggregate of 24 first classes, 21 seconds, and five thirds. The open competition thus seems to offer a very fair chance of success to candidates who are not of the highest academic honours. As regards individual distinctions, congratulations are due to Mr. Conder, St. John's, who is first on the general list in chemistry, physics, geology, botany and English

Law; to Mr. Godbolé, Fitzwilliam Hall, first in Sanskrit; to Mr. Whitelegge, of Pembroke, first in Greek Literature; to Mr. Nixon, Pembroke, first in English Literature; to Mr. Mächtig, of Trinity, first, both in French and in German Translation; to Mr. Puckle, of King's, first in English History, Section I; and to Mr. Coxwell, of Christ's, first in Roman Law. Mr. Basu, of Emmanuel, was first among the successful candidates in Political Economy, but actually second in this subject among all the candidates on the list.

Of the 30 successful Cambridge candidates, 28 had availed themselves of the system of instruction and advice provided at Cambridge by the Indian Civil Service Board and the associated colleges. Fifteen had spent at least a year and four less than a year in special preparation at Mr. Taylor's establishment in London. In addition to the candidates dealt with above, it should be mentioned that another Cambridge man, Mr. Tuson, of Jesus College, passed into the Chinese Consular Service, the examination for which is held concurrently with that for the Higher Civil Services.

## APPENDIX LIII.

(Handed in by Mr. C. B. Heberden, D.C.L.)

Q. 23,025.

### REPLY BY THE HERDOMADAL COUNCIL OF THE UNIVERSITY OF OXFORD TO THE QUESTIONS OF THE ROYAL COMMISSION.

#### Questions.

(1) The relation between the highest education given at the Universities and the efficient discharge of their functions by members of the Civil Service.

(2) The suitability of the open competitive examination for the Home Civil Service ("Class I"), as at present regulated, to secure the supply of candidates possessing the highest education, and giving the greatest promise of administrative capacity.

(3) The facilities which exist under present conditions to enable persons of slender means to obtain University education.

(4) The results produced by the examinations which are conducted by the Civil Service Commissioners upon the curricula of the Schools of the Universities.

#### Answers.

(1) "The highest education given at the Universities" implies, in those who are able to assimilate it,



qualities of a high order, and indeed, as a rule, a combination of such qualities. The student capable of receiving an education of the highest reach, in Language and Literature, in History, in Philosophy, in Mathematics, or in Natural Science must possess gifts and aptitudes of no common or average kind. Such capability implies, for instance, the possession, in various degrees of combination, of memory, accuracy of observation and reproduction, imagination, power of reasoning, whether by deductive or inductive methods, power of interpreting documents, of weighing evidence and discounting bias, sense of proportion, and mental adaptability.

Further, to attain a high degree of excellence in the use of such gifts, so as to compete successfully with other possessors of them, implies certain moral and physical qualities, continuous and judicious industry, stamina, and self-control.

Success in examination, too, implies qualities if perhaps of a lower order, yet of much practical value, such as rapid selection, and ready, proportionate, lucid, and forcible presentation.

Again, education at a University may be said to imply interchange of ideas, give and take of suggestion and criticism, and all the product of discussion and sympathy, not to mention practice in the methods of recording knowledge. These must bear their fruit in trained capacity for intellectual work, for the perusal and digestion of documents, for estimating statements and statistics, for distinguishing between the temporary and the permanent, the essential and the unimportant, and again, for the noting of precedents and parallels, qualities which can hardly fail to be of special value to the Civil Servant.

To these advantages must, of course, be added accurate and thorough knowledge in one or more of the main branches of University study, which may be expected to be possessed, in varying degrees, by men who have received a high University education.

We wish to add that in our opinion powers adequate "for the efficient discharge of their functions by members of the Civil Service" are not, as a rule, developed in the early life of the individual, and therefore that the process of education desirable for such persons cannot be reasonably expected to be carried out in a short time. We think, therefore, that the efficiency of the Services would be likely to suffer if the education which leads to them were shortened in length, or diminished in thoroughness and variety.

(2) It is difficult to gauge the promise of administrative capacity by an examination, except by testing the results of a candidate's education. In this respect the present system seems adequate. There are no doubt some drawbacks. With so wide a range of subjects it is almost impossible to hope for a uniform standard in the comparative strictness with which marks are awarded in the different subjects. The practice likewise of having any papers marked by only one examiner is not unattended by dangers; we think it desirable that each paper should be read and marked by two examiners, and that they should have the opportunity of conferring with one another. In spite of these defects, the examination as now constituted, seems deserving of confidence, and we believe that it fulfils, roughly but effectively, its function of selecting the best men. It may, however, be noted that for certain posts special excellence in particular branches of knowledge may be required, as knowledge of Modern Languages is by the Foreign Office. For example, distinction in Experimental Science might be desirable for certain appointments.

If a further test be wanted, written examination might be supplemented (though not replaced) by personal inquiry and interview.

(3) So far as concerns the University of Oxford, of which alone we are competent to speak, the facilities for enabling persons of slender means to obtain a University education are very considerable. Under the non-collegiate system a student can limit his annual expenses (comprising board and lodging, university and delegacy dues, examination fees, and tuition) to about 52*l.* As regards students who are members of colleges, our experience shows that there is a very large number of undergraduates who would be unable to afford a University education without the emoluments which they hold. We desire to call attention to the following facts:—

- (i) College scholarships, whether open or close, are awarded by competitive examination, and are generally held by men who could not afford to come to Oxford without assistance;
- (ii) Many exhibitions and some scholarships at Oxford are expressly limited to candidates who are in need of assistance;
- (iii) Colleges administer privately considerable sums in grants to men of slender means;
- (iv) Scholars and exhibitors often have further help from county council or school scholarships, from exhibitions of city companies, and from other sources.

There is no reason why any boy of real ability, whose education begins at an elementary school and is continued at a secondary school where further provision for assistance is made by the local authority, should not look forward to completing it at the University. When such a boy has once reached a secondary school, his passing on to the University need not present any serious difficulty.

(4) The actual subjects prescribed for the various University examinations at Oxford have not been modified in view of the Civil Service examination. It is possible, however, that this examination has affected the comparative amount of attention which different subjects have received. The effect of the Civil Service examination on the students themselves is a different question. Some years ago there was much complaint that the men reading for the Civil Service were apt to approach their work in a temper injurious to real education, and with a view solely to the possibility of mark-getting. The reforms promulgated in 1904, whereby the number of subjects was limited, and the margin of age for India raised to the same limit as that for the Home Service, have greatly abated this mischief. There is much less of the hurried and feverish getting up of subjects, and on the whole we believe that little substantial harm is now done to the University work.

(5) The first two questions appear to refer mainly to studies and examinations, and accordingly the answers which have been given, deal almost entirely with those subjects. But there are other considerations which we desire to emphasize, viz., the value of social intercourse, and the training of character, which is no less indispensable for the Civil Servant than the cultivation of the intellect. University and college life, in which men drawn from all parts of the world and from the most various surroundings are brought into close contact in associations of every kind, affords an experience and a discipline which, it is believed, cannot be supplied to the same extent in any other way. Men are thus insensibly trained in co-operating with other men, and their outlook is widened while they learn to hold their own. It would be a great mistake to neglect this side of the question when considering the effect of a University education in preparing men for the efficient discharge of their functions as members of the Civil Service.

## APPENDIX LIV.

(Handed in by Mr. C. B. Heberden, D.C.L.)

Q. 23,116.

## RETURN OF ENTRANCE SCHOLARSHIPS AND EXHIBITIONS AWARDED TO STUDENTS BEGINNING RESIDENCE IN THE UNIVERSITY OF OXFORD IN OCTOBER 1911.

Subject for Proficiency in which the Scholarship or Exhibitioner was awarded, and its Value.*	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibitioner held by the Student.	Value of any County Council Scholarship held by the Student.	Emoluments from all other Sources including City Companies.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1. Classics - - -	80 0	—	50 0 0	—	130 0 0
2. Classics - - -	80 0	—	25 0 0	—	105 0 0
3. Classics - - -	80 0	—	—	—	80 0 0
4. Classics - - -	80 0	11 1 6	35 0 0	—	126 1 6
5. Mathematics - - -	80 0	—	20 0 0	60 0 0	160 0 0
6. Science - - -	80 0	20 0 0	—	—	100 0 0
7. Science - - -	80 0	—	40 0 0	—	120 0 0
8. History - - -	80 0	—	—	—	80 0 0
9. History - - -	50 0	—	60 0 0	—	110 0 0
10. Classics - - -	50 0	—	—	50 0 0	100 0 0
11. Classics - - -	30 0	—	—	—	30 0 0
12. Classics - - -	80 0	—	70 0 0	—	150 0 0
13. Classics - - -	80 0	—	50 0 0	—	130 0 0
14. Classics - - -	80 0	—	50 0 0	—	130 0 0
15. Classics - - -	80 0	—	100 0 0	—	180 0 0
16. Classics - - -	80 0	—	50 0 0	—	130 0 0
17. Classics - - -	80 0	—	—	—	80 0 0
18. Mathematics - - -	80 0	—	50 0 0	—	130 0 0
19. History - - -	80 0	—	50 0 0	—	130 0 0
20. Classics - - -	100 0	—	70 0 0	—	170 0 0
21. Classics - - -	80 0	—	—	—	80 0 0
22. Classics - - -	80 0	—	—	40 0 0	120 0 0
23. Modern History - - -	—	—	—	80 0 0	80 0 0
24. Mathematics - - -	100 0	—	—	—	100 0 0
25. Classics - - -	100 0	—	—	30 0 0	130 0 0
26. Classics - - -	100 0	—	—	30 0 0	130 0 0
27. Classics - - -	—	—	86 0 0	50 0 0	136 0 0
28. Classics - - -	80 0	—	45 0 0	—	125 0 0
29. Modern History - - -	60 0	—	—	—	60 0 0
30. Modern History - - -	40 0	—	—	—	40 0 0
31. Classics - - -	80 0	—	—	150 0 0	230 0 0
32. Science - - -	60 0	—	—	—	60 0 0
33. Divinity and Hebrew - - -	80 0	10 0 0	—	80 0 0	170 0 0
34. English Literature - - -	—	—	—	90 0 0	90 0 0
35. Hebrew - - -	—	—	80 0 0	50 0 0	160 0 0
36. Elementary Teaching - - -	—	—	80 0 0	—	80 0 0
37. Mathematics - - -	100 0	—	40 0 0	20 0 0	160 0 0
38. Classics - - -	100 0	—	60 0 0	—	160 0 0
39. Classics - - -	40 0	—	40 0 0	30 0 0	110 0 0
40. Classics - - -	30 0	—	30 0 0	—	100 0 0
41. Classics - - -	100 0	—	—	40 0 0	100 0 0
42. Classics - - -	30 0	—	—	—	30 0 0
43. Classics - - -	30 0	—	—	—	30 0 0
44. Mathematics - - -	100 0	—	—	—	100 0 0
45. Mathematics - - -	30 0	10 0 0	20 0 0	40 0 0	100 0 0
46. Classics - - -	100 0	—	50 0 0	—	150 0 0
47. Classics - - -	100 0	5 0 0	30 0 0	15 0 0	150 0 0
48. Classics - - -	80 0	—	65 0 0	—	145 0 0
49. Classics - - -	80 0	—	25 0 0	—	105 0 0
50. Classics - - -	80 0	—	—	—	80 0 0
51. Mathematics - - -	80 0	—	50 0 0	—	130 0 0
52. Chemistry - - -	100 0	—	—	30 0 0	130 0 0
53. Classics - - -	80 0	—	—	—	80 0 0
54. History - - -	70 0	—	—	45 0 0	115 0 0
55. History - - -	70 0	—	15 0 0	—	85 0 0
56. Classics - - -	85 0	—	—	—	85 0 0
57. History and French - - -	25 0	45 0 0	30 0 0	50 0 0	150 0 0
58. Classics - - -	80 0	—	—	—	80 0 0
59. Classics - - -	80 0	—	—	—	80 0 0

\* The division between subjects is not so clearly defined as the above classification seems to imply. For in the examination for Classical Scholarships there are always included an English Essay and a General Paper containing Questions on Modern Literature and History, and in awarding these Scholarships great importance is attached to good work in these; and papers are often set in French and German. Similarly in the examination for History Scholarships, an English Essay and a General Paper (as well as passages for translation into English from at least one ancient or modern language) are generally set, and importance is attached to work in these. In the examinations for Mathematical and Natural Science Scholarships, an English Essay and a Language Paper are also usually set.

Subject for Proficiency in which the Scholarship or Exhibitioner was awarded, and its Value.	Value of any Supplementary Grant made by the College.		Value of any School Scholarship or Exhibitioner held by the Student.		Value of any County Council Scholarship held by the Student.		Emoluments from all other Sources including City Companies.		Total.		
	£	s.	£	s. d.	£	s. d.	£	s. d.	£	s. d.	
60. Natural Science - - -	80	0	—	—	—	—	—	—	80	0 0	
61. Natural Science - - -	80	0	—	—	60	0 0	—	—	140	0 0	
62. History - - - - -	60	0	—	—	30	0 0	—	—	90	0 0	
63. History - - - - -	50	0	—	—	—	—	—	—	50	0 0	
64. History - - - - -	40	0	—	—	—	—	—	—	40	0 0	
65. Music - - - - -	55	0	15	0 0	—	—	50	0 0	120	0 0	
66. Mathematics - - - -	80	0	—	—	—	—	—	—	No emoluments accepted.		
67. History - - - - -	80	0	—	—	60	0 0	—	—	140	0 0	
68. Classics - - - - -	80	0	—	—	20	0 0	—	—	100	0 0	
69. Classics - - - - -	80	0	30	0 0	25	0 0	45	0 0	180	0 0	
70. Classics - - - - -	80	0	—	—	40	0 0	—	—	120	0 0	
71. Natural Science - - -	80	0	30	0 0	50	0 0	—	—	160	0 0	
72. Classics - - - - -	80	0	—	—	50	0 0	—	—	130	0 0	
73. Classics - - - - -	80	0	—	—	50	0 0	—	—	130	0 0	
74. Classics - - - - -	80	0	—	—	50	0 0	—	—	130	0 0	
75. Classics - - - - -	80	0	—	—	25	0 0	—	—	105	0 0	
76. Classics - - - - -	80	0	—	—	37	14 0	—	—	117	14 0	
77. Mathematics - - - - -	80	0	—	—	20	0 0	—	—	100	0 0	
78. History - - - - -	50	0	40	0 0	—	—	30	0 0	120	0 0	
79. Classics - - - - -	50	0	—	—	—	—	—	—	50	0 0	
80. Classics - - - - -	50	0	—	—	60	0 0	—	—	110	0 0	
81. Mathematics - - - - -	80	0	—	—	—	—	75	0 0	155	0 0	
82. Classics - - - - -	80	0	—	—	—	—	—	—	80	0 0	
83. Natural Science - - -	80	0	—	—	—	—	40	0 0	120	0 0	
84. Classics - - - - -	60	0	—	—	60	0 0	—	—	120	0 0	
85. Classics - - - - -	60	0	—	—	40	0 0	40	0 0	140	0 0	
86. Modern History - - - -	80	0	—	—	—	—	60	0 0	140	0 0	
87. Modern History - - - -	40	0	—	—	40	0 0	—	—	80	0 0	
88. Modern History - - - -	40	0	—	—	—	—	—	—	40	0 0	
89. Classics - - - - -	80	0	—	—	40	0 0	—	—	120	0 0	
90. Classics - - - - -	80	0	—	—	30	0 0	40	0 0	150	0 0	
91. Classics - - - - -	80	0	—	—	20	0 0	—	—	100	0 0	
92. Classics - - - - -	80	0	—	—	50	0 0	—	—	130	0 0	
93. History - - - - -	60	0	—	—	—	—	60	0 0	150	0 0	
94. Classics - - - - -	75	0	—	—	—	—	—	—	75	0 0	
95. Natural Science - - - -	60	0	—	—	—	—	—	—	60	0 0	
96. History - - - - -	40	0	—	—	—	—	—	—	40	0 0	
97. Classics - - - - -	60	0	—	—	—	—	—	—	60	0 0	
98. Classics - - - - -	30	0	—	—	—	—	—	—	30	0 0	
99. Classics - - - - -	30	0	—	—	30	0 0	—	—	60	0 0	
100. Classics - - - - -	30	0	—	—	—	—	110	0 0	140	0 0	
101. Modern History - - - -	80	0	—	—	—	—	—	—	80	0 0	
102. Natural Science - - - -	80	0	—	—	—	—	30	0 0	110	0 0	
103. Natural Science - - - -	60	0	20	0 0	—	—	—	—	80	0 0	
104. Classics - - - - -	180	0	—	—	—	—	—	—	180	0 0	
105. Classics - - - - -	60	0	—	—	—	—	—	—	60	0 0	
106. Classics - - - - -	80	0	—	—	50	0 0	—	50	0 0	180	0 0
107. Classics - - - - -	80	0	—	—	50	0 0	—	100	0 0	230	0 0
108. Classics - - - - -	80	0	—	—	70	0 0	—	—	150	0 0	
109. Modern History - - - -	80	0	—	—	40	0 0	—	—	120	0 0	
110. Modern History - - - -	80	0	—	—	—	—	—	—	80	0 0	
111. Natural Science - - - -	80	0	30	0 0	—	—	—	—	110	0 0	
112. Mathematics - - - - -	80	0	—	—	60	0 0	—	30	0 0	170	0 0
113. Classics - - - - -	70	0	—	—	50	0 0	—	—	120	0 0	
114. Classics - - - - -	70	0	—	—	50	0 0	50	0 0	170	0 0	
115. Classics - - - - -	70	0	—	—	80	0 0	—	—	150	0 0	
116. Classics - - - - -	70	0	—	—	90	0 0	—	—	160	0 0	
117. Classics - - - - -	70	0	30	0 0	35	0 0	—	—	135	0 0	
118. Classics - - - - -	40	0	30	0 0	50	0 0	—	—	120	0 0	
119. Classics - - - - -	40	0	30	0 0	20	0 0	—	50	0 0	140	0 0
120. Natural Science - - - -	40	0	30	0 0	30	0 0	—	50	0 0	150	0 0
121. Mathematics - - - - -	40	0	20	0 0	25	0 0	40	0 0	125	0 0	
122. Modern History - - - -	50	0	—	—	155	0 0	—	—	205	0 0	
123. - - - - -	—	—	30	0 0	—	—	60	0 0	90	0 0	
124. - - - - -	—	—	20	0 0	30	0 0	—	—	50	0 0	
125. - - - - -	—	—	30	0 0	60	0 0	—	—	90	0 0	
126. - - - - -	—	—	30	0 0	—	—	—	100	0 0	130	0 0
127. Classics - - - - -	80	0	—	—	—	—	—	50	0 0	130	0 0
128. Classics - - - - -	80	0	—	—	—	—	—	—	80	0 0	
129. Mathematics - - - - -	21	0	—	—	25	0 0	60	0 0	106	0 0	
130. Classics - - - - -	35	0	—	—	—	—	50	0 0	85	0 0	
131. History - - - - -	35	0	—	—	—	—	25	0 0	60	0 0	
132. Classics - - - - -	21	0	—	—	40	0 0	60	0 0	121	0 0	
133. Classics - - - - -	21	0	—	—	—	—	—	—	21	0 0	

Subject for Proficiency in which the Scholarship or Exhibitioner was awarded, and its Value.	Value of any Supplementary Grant made by the College.			Value of any School Scholarship or Exhibitioner held by the Student.			Value of any County Council Scholarship held by the Student.			Emoluments from all other Sources including City Companies.			Total.						
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.				
134. Classics	30	0	—	—	—	—	—	—	—	—	—	30	0	0					
135. Classics	35	0	—	—	25	0	0	—	—	40	0	0	100	0	0				
136. -	—	—	—	—	40	0	0	—	—	—	—	40	0	0					
137. -	—	—	10	0	0	40	0	0	60	0	0	—	—	—	110	0	0		
138. Classics	80	0	—	—	60	0	0	—	—	—	—	—	—	—	140	0	0		
139. Classics	80	0	—	—	60	0	0	—	—	—	—	—	—	—	140	0	0		
140. Classics and History	80	0	—	—	—	—	—	—	—	—	—	80	0	0					
141. Classics	80	0	—	—	—	—	10	0	0	50	0	0	140	0	0				
142. Classics	90	0	—	—	60	0	0	30	0	0	—	—	—	—	180	0	0		
143. Classics	100	0	—	—	—	—	35	0	0	50	0	0	—	—	—	185	0	0	
144. Classics	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
145. Classics	90	0	—	—	32	0	0	—	—	30	0	0	—	—	—	152	0	0	
146. Mathematics	80	0	—	—	63	0	0	—	—	—	—	—	—	—	—	143	0	0	
147. Mathematics	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
148. Mathematics	100	0	—	—	20	0	0	—	—	—	—	—	—	—	—	120	0	0	
149. Natural Science	100	0	—	—	—	—	50	0	0	—	—	—	—	—	—	150	0	0	
150. Classics	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
151. Mathematics	100	0	—	—	30	0	0	25	0	0	—	—	—	—	—	155	0	0	
152. Classics	70	0	21	0	0	40	0	0	—	—	20	0	0	—	—	—	151	0	0
153. Natural Science	100	0	—	—	—	—	50	0	0	—	—	—	—	—	—	—	150	0	0
154. Mathematics	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
155. Classics	60	0	—	—	—	—	—	—	—	30	0	0	—	—	—	90	0	0	
156. Classics	33	0	—	—	—	—	—	—	—	—	—	—	—	—	33	0	0		
157. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
158. Classics	80	0	—	—	—	—	50	0	0	—	—	—	—	—	—	130	0	0	
159. Classics	80	0	—	—	—	—	50	0	0	—	—	—	—	—	—	130	0	0	
160. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
161. Classics	30	0	10	0	0	50	0	0	—	—	—	—	—	—	—	90	0	0	
162. Classics	30	0	—	—	—	—	—	—	—	—	—	—	—	—	30	0	0		
163. Classics	20	0	—	—	—	—	—	—	—	—	—	—	—	—	20	0	0		
164. Classics	50	0	—	—	20	0	0	—	—	—	—	—	—	—	70	0	0		
165. Classics	80	0	—	—	70	0	0	—	—	—	—	—	—	—	—	150	0	0	
166. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
167. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
168. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
169. Classics	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
170. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
171. Classics	50	0	—	—	—	—	40	0	0	—	—	—	—	—	—	90	0	0	
172. Classics	50	0	—	—	—	—	—	—	—	—	—	—	—	—	50	0	0		
173. Classics	50	0	—	—	—	—	—	—	—	—	—	—	—	—	50	0	0		
174. Mathematics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
175. Mathematics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
176. Mathematics	50	0	—	—	—	—	—	—	—	—	—	—	—	—	50	0	0		
177. Modern History	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
178. Modern History	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
179. Natural Science	100	0	—	—	—	—	—	—	—	—	—	—	—	—	100	0	0		
180. Natural Science	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
181. Natural Science	60	0	—	—	—	—	45	0	0	—	—	—	—	—	—	105	0	0	
182. Natural Science	40	0	—	—	—	—	—	—	—	—	—	—	—	—	40	0	0		
183. Natural Science	40	0	—	—	—	—	—	—	—	—	—	—	—	—	40	0	0		
184. English Language and Literature.	50	0	—	—	—	—	—	—	—	—	—	—	—	—	50	0	0		
185. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
186. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
187. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
188. Classics	60	0	—	—	30	0	0	—	—	—	—	—	—	—	90	0	0		
189. Classics	40	0	—	—	—	—	—	—	—	—	—	—	—	—	40	0	0		
190. History	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
191. Natural Science	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
192. Classics	50	0	—	—	—	—	—	—	—	—	—	—	—	—	50	0	0		
193. Day Training College	40	0	—	—	—	—	—	—	—	65	0	0	—	—	—	105	0	0	
194. English Language and Literature.	20	0	—	—	—	—	—	—	—	80	0	0	—	—	—	100	0	0	
195. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
196. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
197. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
198. Classics	80	0	10	0	0	—	—	—	—	—	—	—	—	—	90	0	0		
199. History	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
200. Mathematics	80	0	—	—	—	—	40	0	0	—	—	—	—	—	—	120	0	0	
201. Natural Science	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
202. Classics	85	0	—	—	40	0	0	—	—	—	—	—	—	—	—	125	0	0	
203. Classics	85	0	—	—	—	—	—	—	—	—	—	—	—	—	85	0	0		
204. Mathematics	85	0	—	—	35	0	0	20	0	0	30	0	0	—	—	—	170	0	0
205. Natural Science	85	0	40	0	0	—	—	—	—	—	—	—	—	—	—	—	125	0	0
206. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		
207. Classics	80	0	—	—	—	—	—	—	—	—	—	—	—	—	80	0	0		

Subject for Proficiency in which the Scholarship or Exhibitioner was awarded, and its Value.	Value of any Supplementary Grant made by the College.	Value of any School Scholarship or Exhibitioner held by the Student.	Value of any County Council Scholarship held by the Student.	Emoluments from all other Sources including City Companies.	Total.	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	
208. Classics . . . . .	80 0	—	—	—	80 0 0	
209. Classics . . . . .	80 0	—	—	—	80 0 0	
210. Classics . . . . .	80 0	—	—	—	80 0 0	
211. Classics . . . . .	80 0	—	60 0 0	—	140 0 0	
212. Natural Science . . . . .	80 0	—	33 6 8	20 0 0	133 6 8	
213. Classics . . . . .	82 10	—	—	—	82 10 0	
214. Mathematics . . . . .	80 0	—	25 0 0	—	105 0 0	
215. Modern History . . . . .	60 0	—	30 0 0	—	90 0 0	
216. Classics . . . . .	50 0	—	80 0 0	—	130 0 0	
217. Classics . . . . .	50 0	—	—	—	50 0 0	
218. Classics . . . . .	50 0	—	—	—	50 0 0	
219. Classics . . . . .	100 0	—	—	—	100 0 0	
220. Classics . . . . .	80 0	—	—	—	80 0 0	
221. Modern Languages . . . . .	100 0	—	—	—	100 0 0	
222. Modern Languages . . . . .	60 0	—	—	—	60 0 0	
223. Modern History . . . . .	70 0	—	—	—	70 0 0	
224. Natural Science . . . . .	60 0	—	60 0 0	—	120 0 0	
225. Classics . . . . .	30 0	—	—	—	30 0 0	
226. Classics . . . . .	60 0	—	—	—	60 0 0	
227. Classics . . . . .	40 0	—	—	—	40 0 0	
228. Classics . . . . .	50 0	10 0 0	—	—	60 0 0	
229. English Literature . . . . .	50 0	—	—	60 0 0	110 0 0	
230. Divinity . . . . .	70 0	—	—	50 0 0	120 0 0	
231. Modern Languages . . . . .	40 0	—	—	—	40 0 0	
Total . . . . .	15,333 10	617 1 6	4,377 0 8	1,725 0 0	1,700 0 0	23,672 12 2*

\* The discrepancy between this column and the aggregate total of the other columns is due to the non-acceptance of the emoluments of scholarship No. 66.

A SELECTION FROM THE SPECIAL CASES REPORTED BY THE COLLEGES.

- A, the son of a railway employé, Exhibitioner in Natural Science, obtained a Second Class in Natural Science Finals and is now a Probationer for the Soudan Civil Service.
- B, the son of a College employé, is now in the Indian Forest Service.
- C, the son of a shoemaker, has obtained an ecclesiastical appointment.
- D, the son of a clerk in a bookseller's office, is in the Home Civil Service, First Class.
- E, the son of a labourer, is Professor in a local University.
- F, a hatter's apprentice, a Scholar, took First Class Honours in Literæ Humaniores and is now Professor in a northern University.
- G, the son of a railway-guard, an Exhibitioner, took Second Class Honours in Classical Moderations and in Literæ Humaniores and now holds a high post in the Egyptian Civil Service.
- H, the son of a postman, a Scholar, took First Class Honours in Modern History and three University prizes. He is now Fellow of an Oxford College.
- I, the son of an engine-driver, a Scholar, took First Class Honours in Modern History and is now Professor in an Irish University.
- J, the son of a commercial traveller, a Scholar (with extra grants for his last year) and School Exhibitioner, is now a clerk in the India Office.
- K, the son of a draper, a Science Scholar and County Council Exhibitioner, to whom the College gave help after he took his degree to give him time to get a good post, is now Fellow of another College and a researcher.
- L, the son of a Nonconformist minister (formerly a collier), a Mathematical Scholar, is now a Member of Parliament.
- M, a Scholar, with School Exhibition, with very small means (if any), won University prizes and is now Canon of a Cathedral.
- N, the son of a very poor clergyman, is now high in the British Museum and eminent in Literature.
- O, the son of a labourer, an Exhibitioner, is now very high in the Scottish Education Department.
- P, the son of a farmer, a Scholar, is now high in the India Civil Service.
- Q, without means, an Exhibitioner and eventually supported by grants and loans (afterwards repaid) from the College, is now high up in the Colonial Office.
- R, the orphan son of a Scotch minister, a Scholar, is now a Professor in South Africa.
- S, the son of a postmaster, a Science Scholar, is now in a good mastership at a Public School.
- T, the son of a foreman in the Great Western Railway works at Swindon, is now a naval Chaplain and Instructor.
- U, the son of an organist of a parish church, is now in the Indian Educational Department.
- V, the son of a small shopkeeper, is now in the India Civil Service.
- W, the son of a farmer, a Scholar, took First Class Honours in Classical Moderations and Literæ Humaniores and is now a master at one of the best Public Schools.
- X, the son of a commercial traveller, a Scholar, took First Class Honours in Classical Moderations and Second Class Honours in Literæ Humaniores and is now in the India Civil Service.
- Y, an orphan who assisted his step-father, took First Class Honours in Classical Moderations and in Literæ Humaniores and is now in the Home Civil Service.
- Z, whose parents keep a boarding-house, a Scholar, took First Class Honours in Classical Moderations and Second Class Honours in Literæ Humaniores and is now foreign correspondent on a leading newspaper.
- AA, the son of a fishmonger's salesman, took a Second Class in Modern History and is now a master at a training college.
- AB, the son of a Customs House officer, a Scholar, is now head master of a Grammar School in a large town.
- AC, the son of a working man, obtained an Open Scholarship, and is now employed as an Inspector under the Board of Education.

- AD, the son of a widow of very slender means, an Exhibitioner, obtained a lectureship in a University College.
- AE, the son of a working man wholly unable to give him any assistance, is now holding an important position as lecturer under a University organization.
- AF, a commercial clerk's son who so far from receiving any assistance from home was required to contribute towards the expense of his living during the vacation, a Scholar, is in the India Civil Service.
- AG, the son of a prison-warder, came out head in the India Civil Service Examination.
- AH, the son of a foreman, took First Class Honours in Classical Moderations and Modern History and Second Class Honours in Literæ Humaniores and is now in the Home Civil Service.
- The following list of Special Cases has been supplied by one College alone, and only includes men who matriculated in the last 30 years, and is far from complete except for the last 20 years. Contributions are only made from the fund referred to as a "College fund" in cases of insufficiency of means :
- A. Son of widow with large family and insufficient means. First Class (Literæ Humaniores), University Prize. College Lecturer (Oxford) (died early).
- B. Special contribution had to be made for him. First Class (History). Professor in Colonial University.
- C. Father small tradesman. First Class (Classics), Ireland and Derby Scholarships, Craven Fellow. Professor at a University; Fellow and Tutor of College (Oxford).
- D. Son of widow; had to be helped with loan—Non-Collegiate, then Scholar of College. First Class (History). Fellow of College (Oxford); Editor.
- E. Son of widow in domestic service. First Classes, University Scholarships (Mathematics). Fellow and Tutor of College (Oxford).
- F. Son of widow of small means; supported himself by Scholarships, and helped a fellow student by anonymous gift. First Classes (Classics), Hertford, Ireland, Boden (Sanskrit), Taylorian (Modern Languages), Eldon and Derby Scholarships. Fellow of College (Professor), Oxford.
- G. Impoverished by family misfortune. He writes : "What my case proves is, that it is perfectly possible for a boy with no means to go to Oxford and to keep himself there." First Classes (Classics), Ireland and Derby Scholarships. Fellow of College (Oxford); Board of Education (England), Chief Inspector.
- H. Son of a distinguished man who died penniless. Family supported by subscription of friends. India Civil Service.
- I. Son of a man in good position, but insufficient means; helped from a College fund. India Civil Service.
- J. Son of banker's clerk; supported by endowments with some help from a College fund. First Classes (Mathematics and Natural Science), University Scholarship (Mathematics). Education Office (England); C.B. In interval, Private Secretary to Chief Secretary of Ireland.
- K. Penniless, depended on endowments. First Class Moderations (Classics). Successful novelist (died early).
- L. Son of tradesman. First Classes, Craven Scholarship, University Prizes. Barrister and Sub-Editor of great daily paper.
- M. Son of widow with small means; had no help from home. First Classes (Classics), University Prizes. Fellow and Tutor of College.
- MM. Son of clergyman with large family; had no help from home. First Classes (Classics), Craven Scholarship. Fellow and Tutor of College.
- MMM. Helped from a College fund. University Lecturer.
- N. Son of engine-driver. First Classes (Classics). Home Civil Service.
- O. Son of coachman. First Classes, Craven Scholarship. Eastern Cadetship.
- P. Son of gardener. First Class Moderations (Classics). Inspector of Schools (Scotland).
- Q. Son of widow who kept boarding house. First Class Moderations (Classics). India Civil Service.
- R. Son of widow; helped from a College fund. Assistant to University Professor.
- S. Son of carpenter (deceased). Head Master of Grammar School.
- T. Son of quarryman; educated at village Elementary School, whence he got Scholarship to Manchester Grammar School. First Classes (Classics and Modern History), Craven Scholarship. Fellow and Tutor of College (Oxford).
- U. Son of Scottish Minister. India Civil Service.
- V. Impoverished by family misfortune. First Classes (Classics), Hertford, Ireland and Derby Scholarships. Fellow of College (Oxford); Home Civil Service.
- W. Son of miner. Professor of History in a Colonial University.
- X. Son of small tradesman. First Classes and University Scholarships (Mathematics). India Civil Service.
- Y. Son of widow poorly off. First Classes (Classics), Craven Scholarship. Home Civil Service.
- Z. Helped from a College fund. First Classes (Classics), Ireland Scholarship, University Prize. Home Civil Service.
- AA. Father, clerk and accountant in glass-works. First Classes (Classics and Mathematics), Ireland Scholarship. Fellow and Tutor of College (Oxford).
- AB. Son of widow in narrow circumstances; father (deceased) in Home Civil Service; helped by resignation in his favour of emoluments of a Scholar. Eastern Cadetship.
- AC. Mill-hand; helped by private subscriptions and a College fund. First Class (History). Fellow of College (Oxford); Inspector of Schools.
- AD. Father secondary schoolmaster; lived on Scottish endowments for first three years, then two more by help from home and a College fund. First Classes (Classics and History). Assistant Secretary, Irish Agricultural Board; Professor and Fellow of College (Oxford).
- AE. Son of Congregational minister in poor circumstances; helped from a College fund. Second Class (History). Professor, London University.
- AF. Father secondary schoolmaster; helped from a College fund. First Class Moderations (Classics). India Civil Service.
- AG. Helped from a College fund. First Class (History). Professor in a Colonial University.
- AH. Son of widow, poor; helped himself by journalism while undergraduate. First Class Moderations (Classics). Head Master of a Public School.
- AAH. Son of poor clergyman; entirely dependent on funds subscribed for him. First Class Moderations, Craven Scholarship, University Prizes. Died early.
- AI. Son of widow; father was in good position, but mother seems to have been left poorly off. Helped from a College fund. Second Class Moderations First Finals (Classics). Professor in a Colonial University.
- AJ. Helped from a College fund. First Classes and University Scholarship (Mathematics). Fellow of College; Demonstrator in University Museum.
- AK. Pupil-teacher. Second Classes (Mathematics and Natural Science). Professor in Indian Education Service.
- AL. Son of widow, dressmaker. First Class and University Scholarship (Mathematics). Senior Mathematical Master, County School.
- AM. Son of clergyman, poor. First Class (Modern History). Fellow of College (Oxford); University Professor.
- AN. Began at Elementary School of which his father was master; besides Scholarship had local assistance and help from a College fund. First Class Moderations and Second Finals (Mathematics). Mathematical Master in great Grammar School.



- AO. Father, small tradesman; helped from a College fund. Second Class (Natural Science). Professor in Indian Educational Service.
- AAO. Son of poor clergyman; helped from a College fund. West African Civil Service.
- AP. Son of widow, lodging-house keeper. Second Classes (Classics and History). Professor in Colonial University.
- AQ. Insufficient means; helped from Canada and a College fund. First Class (History). Assistant Professor in Colonial University.
- AR. Son of widow, insufficient means. First Classes (Classics). Home Civil Service.
- AS. Ruskin College, employed at University Press. Head Master of County School.
- AT. Elementary Schoolmaster. First Class (History). Private Secretary to Minister.
- AU. Father, packman on wages of 35s. a week. First Classes and University Scholarship (Mathematics). Senior Mathematical Master in Secondary School.
- AV. Pupil-teacher. Second Class (Natural Science). University Lecturer (Sheffield).
- AW. Means sufficient; helped from a college fund. First Classes (Classics). Indian Civil Service.
- AX. Elementary Schoolmaster, Leathersellers' Exhibition. First Classes (Classics). Permanent Examiner on staff of Civil Service Commission.
- AZ. Entirely supported by contributions. Second Class (Natural Science). Science Master at Secondary School.
- BA. Poor; helped from a College fund. Second Class (History). Journalist on leading weekly.
- BB. Son of bricklayer, afterwards contractor; helped from a College fund. First Class (Classics and Mathematics), University Prize (Philosophy). Fellow and Tutor of College (died early).
- BC. Son of commercial traveller. County Council Scholar. First Class (Mathematics). India Civil Service.
- BD. From Glasgow University with some endowments; helped from a College fund, Research Degree; University Lecturer (Glasgow).
- BE. Could get no help from parents. First Classes (Classics). Home Civil Service; Private Secretary to Minister.
- BF. County Council Scholar. First Classes (Classics and History). Fellow of College (Oxford); Professor.
- BG. Son of small tradesman. First Classes and University Scholarship (Mathematics). Fellow and Tutor of College (Oxford).
- BH. Son of artist, poor; helped from a College fund. First Class Moderations (Classics). Eastern Cadetship.
- BI. County Council Scholar. First Class (History). English Education Board.
- BJ. Elementary schoolmaster, son of tram-driver; helped from a College fund, and by special anonymous gift from fellow student. First Class (History). English Education Board; Inspector of Schools.
- BK. Entirely without support from parents. First Classes (Classics), Craven and Derby Scholarships, University Prize, Craven Fellow. Assistant to University Professor.
- BL. Father working organ-builder; mainly supported by contributions. First Class (Natural Science). Lecturer at Agricultural College.
- BM. Son of Scottish minister; helped from a College fund, and by anonymous gift from fellow student. First Class (Modern History). Lecturer British University, and Assistant Professor in Colonial University.
- BN. Son of tradesman; helped from Scottish endowment, and a College fund. First Class (History). Lecturer in a British University.
- BO. Son of Scotch clergyman; of insufficient means, but provided for by Scottish endowments. First Classes (Classics). Fellow and Tutor of College (Oxford).

## APPENDIX LV.

(Handed in by Mr. C. B. Heberden, D.C.L.)

Q. 23,166.

## NUMBER OF CANDIDATES OBTAINING HONOURS IN THE FINAL SCHOOLS, AND PERCENTAGES.

School.	Number.	Per-centage.	School.	Number.	Per-centage.
1892.			1902.		
Literæ Humaniores - - -	144	34	Literæ Humaniores - - -	130	30·5
Mathematics - - - -	20	5	Mathematics - - - -	22	5
Natural Science:			Natural Science:		
Chemistry 12 = 3 per cent.	} 27	6·5	Chemistry 26 = 6 per cent.	} 46	10·5
Physiology 9 = 2 "			Physiology 12 = 2·5 "		
Physics 4 = 1 "			Zoology 4 = 1 "		
Botany 1 = 0·25 "			Physics 3 = 0·75 "		
Morphology 1 = 0·25 "			Geology 1 = 0·25 "		
Law - - - -	65	15	Law - - - -	63	15·5
History - - - -	113	27	History - - - -	125	29·5
Theology - - - -	45	11	Theology - - - -	32	7·5
Oriental Studies - - -	7	1·5	Oriental Studies - - -	3	0·5
			English Language and Literature	5	1
Total - - - -	421	100	Total - - - -	426	100

School.	Number.	Per-centage.	School.	Number.	Per-centage.
1912.			1912—cont.		
Literæ Humaniores - - -	147	25	Law - - - - -	84	14.5
Mathematics - - - -	24	4	History - - - - -	164	28
Natural Science:			Theology - - - - -	51	9
Chemistry 23 = 4 per cent.	78	14	Oriental Studies - - - -	3	0.5
Physiology 29 = 5 "			English Language and Literature	19	3
Physics 10 = 2 "			Modern Languages - - - -	11	2
Scientific			Total - - - - -	581	100
Engineering 2 = 0.5 "					
Zoology 2 = 0.5 "					
Botany 7 = 1 "					
Geology 5 = 1 "					

## APPENDIX LVI.

(Handed in by Mr. R. F. Cholmeley.)

Q. 23,222.

EVIDENCE of Mr. R. F. CHOLMELEY, HEADMASTER of OWEN'S SCHOOL, ISLINGTON,  
representing the INCORPORATED ASSOCIATION of HEADMASTERS.

The Association which I represent is open to the Headmasters of all Secondary Schools which are administered under a definite form of public or corporate control.

A Secondary School is taken to mean a school recognised by the Board of Education under Regulations for Secondary Schools. The number of Headmasters on the roll for the year 1912 was 552; this number included, besides Headmasters of schools with which the title secondary is commonly associated, several Headmasters of schools more closely connected with the Universities of Oxford and Cambridge, e.g., Westminster School, Clifton College, and Wellington College.

My own acquaintance with Civil Service examinations, and with the general influence upon education of those examinations, and of the conditions of employment in the Civil Service, is derived from the following experience:—

As an Assistant Master at St. Paul's School I prepared boys for the old Indian Civil Service examination in the years immediately preceding the alteration in the age limit, and later—beginning, I think, with the year 1903—for Naval Store Clerkships and other posts now grouped under the title of Intermediate; and since April 1909 I have been Headmaster of Owen's School, which supplies candidates for Intermediate clerkships, Boy clerkships, and very rarely for Second Division clerkships.

It will probably be convenient if I take the four questions submitted by the Commission in turn, reserving any evidence upon other points until after these have been dealt with. I may, perhaps, be allowed to say that my Association, in sending me to represent it, does not confine me to the expression of views which it has formally adopted as its own; where, however, my evidence is based exclusively on my own experience I shall be careful to indicate the fact.

Q. 1.—What is the relation between the schools represented by the Association and examinations for the Civil Service? To most of the schools represented by the Association the preparation of boys for Civil Service examinations is of great and ever increasing importance. The Second Division and the Boy Clerks are recruited mainly from those schools which contain

a large proportion of boys admitted from public elementary schools; candidates for Intermediate appointments come largely from the most prosperous of those schools; and even the conditions of appointment to Class I. have a very important influence on the schools which send a large number of boys with open scholarships to Oxford and Cambridge, determining in many cases not merely the choice of special studies, but the preference for one university over the other. Thus the evidence already received by the Commission shows that in the 15 years ending in 1910, three great London schools supplied 137 of the successful candidates in the First Class competition, and that between 1906 and 1910 247 successful candidates were supplied by Oxford and 142 by Cambridge. Candidates for Intermediate ("Junior") appointments are sometimes boys of less special power in one subject but often of more general ability than boys who win open scholarships at Oxford or Cambridge; and it has happened that a boy who would probably have won such a scholarship but was deterred by the cost of an university course with special preparation to follow, or whose circumstances made it necessary for him to begin earning money at once, has preferred to enter for one of these appointments. One London school—the Strand School—has made a special study of this examination, and supplied 41 out of 113 successful candidates between 1906 and 1910.

The case of the Second Division and that of Boy clerkships belongs particularly to the second of the four questions submitted to us; for preparation for the Second Division examinations has not hitherto been found generally consistent with a reasonable scheme of school work, and no Headmaster willingly acquiesces in boys leaving school within the limits of age now prescribed for Boy Clerks.

Besides the purely educational aspect of these examinations, there is another which seriously affects the members of my Association. We find ourselves made responsible in a constantly increasing measure for advising parents as to the careers which their sons should adopt; and therefore the conditions of service and the general prospects of advancement in the various branches of Government employment are matters to which we cannot be indifferent. Just as we have to warn parents that the desire of many commercial firms to obtain, as junior clerks, boys with

initiative and readiness to promote their employers' interests is consistent with a complete unwillingness to provide them with any incentive to those qualities, so in advising those who look to the Civil Service as likely to afford a safe career we cannot be blind to the facts which make that expectation largely delusive. We have to tell them that a Boy clerkship, except for the exceptional, is a blind alley employment, that the safety of the Second Division is counterbalanced by a lack of opportunities of promotion, that the work of those who obtain junior appointments will not in all probability seem to them to justify the educational standard set up in the examination through which those appointments are obtained. Since a very large proportion of parents are inclined to wish their sons to enter the Civil Service in preference to something more adventurous, these considerations are of great importance to us.

Q. 2.—Whether experience tends to show that a boy's education is interrupted in order to make special preparation for Civil Service examinations, and if so, whether such interruption is harmful and, if it is harmful, how this result is to be avoided.

Special preparation for Civil Service examinations does in very many cases involve the interruption of a boy's education. Even in the case of Junior appointments, which are generally understood to have been instituted in order to attract Public School boys, or at any rate well educated boys who have been through a complete course of secondary education, it would appear that only about 30 per cent. of the successful candidates come straight from school. In the case of the Second Division examination the proportion is much smaller, partly owing to the different age limit (17-20 as compared with 18-19½), but still more because the syllabus of that examination is unsuited to school work. As for the Boy Clerks, probably most of those who enter after joining secondary schools succeed without having to leave school for special preparation; but in any case their education is cut short, and it appears to us deplorable that these boys should be enticed away from the education which the very Government which entices them has been at some pains to provide. We observe that those who make a special business of preparing for Civil Service examinations urge the early withdrawal of boys and girls from school ("Candidates should leave school and commence specialized preparation as early as possible"); and that 2,000 students of one institution have lately expressed their gratitude for having been induced to follow this advice.

It has been suggested that as a remedy for this state of things the age limit for Boy Clerks should be lowered so as to catch them as they leave the elementary school; and that the Government should be responsible for their further education after office hours. That is not a proposition which will commend itself to anyone who believes in secondary education, and in the possibility of inducing the nation to believe in it. A better remedy would be to insist upon the obtaining of a secondary school certificate as a preliminary qualification for all Civil Service appointments; in the present chaotic condition of our examination system that may be difficult, but it is not impossible even now, and there appears to be some chance of reform in examinations. No more powerful impulse could be given to that reform than by the adoption, as a qualifying examination or scheme of examinations for the Civil Service, of something that should stand in some real relation with the kind of education that we are trying to build up in our schools.

With regard to the specific question as to the age limits of candidates, there seems to be no very general opinion about the age for Intermediate Clerks. I myself should prefer 17 to 18½, or at most 17½ to 19, because I think that the present limits narrow the field, and force some boys to stay on at school longer than is desirable; but that is mainly a personal opinion. The limits of age for Second Division Clerks appear to be a survival from the time when candidates for the Second Division were very largely those who had left school at 16 or 17 to earn their living and continued their education at evening schools and classes. I do

not know whether there is any good reason for maintaining those limits; so far as we regard the Civil Service as aiming at obtaining the products mainly of school or university education, the balance of argument would seem to be against it; but the conditions of the Second Division examination as a whole bear so little relation to what we understand by secondary education that it is difficult to make a suggestion as to the proper age limit. As to the Boy Clerks, I think we should have no doubt at all in urging that the present age limits are too low, and that if Boy Clerks are to be retained at all, the age limits of 16-17 should be restored, with a proviso that a school certificate must be obtained before admission to the competitive examination, showing that the candidate has completed a satisfactory course. I am certain that we are unanimous in condemning the present Boy Clerk system in every particular.

Q. 3.—What are the facilities which exist under present conditions to enable boys from elementary schools to proceed to higher schools, and from them to the Universities?

These facilities are provided in five main ways:—

1. By free places offered in secondary schools to children from elementary schools in a certain proportion to the number of admissions, in accordance with the regulations of the Board of Education; this provision is limited to those schools which the Board controls by means of its grants.
2. By open scholarships tenable at secondary schools awarded on the results of a competitive examination and paid out of the endowments of the schools.
3. By scholarships tenable at secondary schools by children from elementary schools only, awarded on the results of competitive examination by Local Education authorities, and paid for out of the rates.
4. By open scholarships to the Universities awarded on the results of a competitive examination and paid for out of endowments.
5. By scholarships in aid, awarded by Local Authorities, as a rule, to those who have won open scholarships, but who require further assistance to enable them to take an university course. Scholarships awarded by various charitable foundations and exhibitions, or leaving scholarships awarded by endowed schools may be considered as supplementary means of providing the same facilities.

The sharp difference of opinion that exists as to the adequacy of these facilities is probably due to the variety of conditions in different parts of the country. In London it rarely happens that a boy who is capable of distinguishing himself at the university, finds himself prevented by poverty from doing so; when this does happen, it is due rather to somebody's failure to recognise his ability than to the want of resources or the unwillingness to give him the benefit of them. Probably the same could be said of Birmingham, of Manchester, and of many other large towns and many rural districts. But there are undoubtedly parts of the country where the demand for education, higher than elementary, is not met and cannot be met without a considerable increase in expenditure. A Headmaster who had a Secondary School in Cumberland told me recently that for the few free places he was able to award he had from five to ten times as many candidates as could be successful, and that often all of these candidates were boys who would have profited by secondary education. In London we are more often perplexed by feeling ourselves obliged to accept boys for whom the type of education hitherto exclusively known as secondary does not appear likely to do much, and some of whom leave school as soon as they reach the age of 14, although they usually pay the secondary school the compliment of staying until the end of the term in which they reach that age, instead of leaving on the 14th birthday, as is the common practice in elementary schools. On the other hand, it may not be quite irrelevant here to say that the best of the boys who come into our schools with scholarships awarded by the local education authority are among the very best we have in every respect.

Q. 4.—Whether it is important in the interest of the country that all members of the Civil Service should have completed, before admission thereto, a higher school course.

I think we should be unanimous in stating that this is so. Believing as we do in the value of secondary education we could hardly think otherwise; to admit that boys may reasonably be taken into the public service at 14, to continue their education along with their official duties, seems to us to involve an unduly pessimistic view of the position. We believe that it would be bad for the boys, bad for the service, and therefore not to the interest of the country. The completion of a higher school course, attested by a certificate partly based upon examination and partly upon a boy's school record, ought in our opinion to be an indispensable preliminary qualification for all grades of the Civil Service; and there can be no doubt that if such a qualification were adopted it would act as a powerful lever for raising the general level of education and increasing the opportunities of bringing higher education within the reach of all who can profit by it.

There is one point not covered by the questions set upon which many members of my association hold a very strong view; I mean the decision to remove, in

the Intermediate examination, Science from the list of those subjects in which marks can be obtained on the higher scale. That examination is as it stands, or has hitherto stood, on the whole calculated to attract the very best boys that we have—boys as I have stated elsewhere of not less, and sometimes of more general ability than those who win open scholarships at universities; and we believe that to exclude from the chance of success those boys whose strong point is science, is both unfair, and from the educational point of view, indefensible. No recent decision of the kind has done more to encourage the belief that there exists a desire to confine the competition for good appointments to boys who have been educated upon the classical tradition, and that this again arises from a desire to confine those appointments to one social class. Whether these particular appointments deserve the high educational standard required for them is another question, which I have already touched upon; for the discouragement of a high qualification in science as contributing to that standard, there appears to be no justification whatever.

---

ROYAL COMMISSION ON THE CIVIL SERVICE.

---

# MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

# CIVIL SERVICE.

---

17th February 1913—1st March 1913.

*(And part of the Evidence taken on 10th April 1913.)*

WITH

APPENDICES.



LONDON:

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., FETTER LANE, E.C., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

PRINTED BY

EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

1913.

Price 1s. 6d.

**ROYAL COMMISSION ON THE CIVIL SERVICE.**

---

**TABLE OF CONTENTS.**

---

	<b>PAGE</b>
LIST OF WITNESSES - - - - -	ii
MINUTES OF EVIDENCE - - - - -	3
APPENDICES - - - - -	173

---

**LIST OF WITNESSES.**

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Sixty-fifth Day	17th February 1913	The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.	Under-Secretary to the Lord Lieutenant.	26,643-26,856	3
" "	" "	Mr. ARNOLD GRAVES -	Secretary of the Charitable Donations and Bequests Board for Ireland.	26,857-26,977	12
" "	" "	Sir WILLIAM THOMPSON.	Registrar-General for Ireland.	26,978-27,171	16
Sixty-sixth Day	18th February 1913	The Right Hon. Sir HENRY ROBINSON, K.C.B.	Vice-President of the Local Government Board for Ireland.	27,172-27,450	21
" "	" "	Mr. JOHN J. DUFFY and Mr. ANDREW WALSH.	Representatives of the Assistant Clerks in the Local Government Board for Ireland.	27,451-27,548	31
" "	" "	Mr. PATRICK MCGUINNESS.	Representative of the Second Division Clerks in the General Registry Office.	27,549-27,609	33
" "	" "	Mr. T. W. SMITH -	Representative of the Second Division Clerks in the General Valuation and Boundary Survey Department, Ireland.	27,610-27,689	35
Sixty - seventh Day.	19th February 1913	Prof. JOHN MACNEILL	Vice-President of the Gaelic League.	27,690-27,954	37
Sixty - eighth Day.	20th February 1913	Mr. T. P. GILL - -	Secretary to the Department of Agriculture and Technical Instruction for Ireland.	27,955-28,325	45
" "	" "	Mr. SAMUEL SLOAN, Mr. QUANE, and Mr. MUNRO.	Representatives of the Second Division Clerks in the Department of Agriculture and Technical Instruction for Ireland.	28,326-28,363	62
" "	" "	Mr. JAMES DOWLING -	Representative of the Temporary Clerks in the Department of Agriculture and Technical Instruction for Ireland.	28,364-28,399	63
Sixty - ninth Day.	21st February 1913	Sir HIRAM WILKINSON	Representative of the Queen's University of Belfast.	28,400-28,546	64
" "	" "	The Rev. J. P. MAHAFFY, C.V.O., D.D. D.O.L., S.F.T.O.D.	Representative of the University of Dublin.	28,547-28,697	71



## LIST OF WITNESSES (continued).

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Seventieth Day	22nd February 1913	Mr. DENIS J. COFFEY, M.A., LL.D.	Representative of the National University of Ireland.	28,698-28,862	77
Seventy - first Day.	24th February 1913	Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WARWICK, F.S.I.	Representatives of the Valuers and Surveyors of the General Valuation and Boundary Survey Department, Ireland.	28,863-28,952	83
" "	" " "	Mr. E. J. O'SULLIVAN.	Representative of the Assistant Clerks in the General Valuation and Boundary Survey Department, Ireland.	28,953-28,993	87
Seventy-second Day.	25th February 1913	Mr. GEORGE A. STEVENSON, C.B., C.V.O.	Commissioner of Public Works, Ireland.	28,994-29,220	89
" "	" " "	Mr. F. J. DONNELLAN, Mr. BRENNAN, and Mr. MALONEY.	Representatives of the Assistant Clerks (New Class) in the Office of Public Works, Ireland.	29,221-29,271	97
" "	" " "	Mr. MAX GREEN.	Chairman of the Prisons Board, Ireland.	29,272-29,480	99
Seventy - third Day.	26th February 1913	Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.	Assistant Commissioners of Intermediate Education.	29,481-29,628	104
" "	" " "	Mr. P. E. LEMASS, I.S.O.	Secretary to the Commissioners of National Education in Ireland.	29,629-29,695	110
" "	" " "	Sir BERTRAM WINDLE, M.A., M.D., D.Sc., LL.D., F.R.S.	President of University College, Cork.	29,696-29,745	113
" "	" " "	Mr. W. J. CAIENS and Mr. FLOOD.	Representatives of the Second Division Clerks in the National Education Office, Ireland.	29,746-29,827	116
" "	" " "	Mr. HAYDOCK, Mr. HEARNE, and Mr. MCCARTHY.	Representatives of the Assistant Clerks in the National Education Office, Ireland	29,828-29,863	119
Seventy-fourth Day.	27th February 1913	The Right Hon. Mr. Justice WYLIE and the Right Hon. W. F. BAILEY, C.B.	Judicial Commissioners, Irish Land Commission.	29,864-29,944	120
" "	" " "	The Right Hon. W. F. BAILEY, C.B.	Land Commissioner and Estates Commissioner under the Irish Land Purchase Acts.	29,995-30,280	123
" "	" " "	Mr. ANSTEAD, Mr. KENT, and Mr. BALL.	Representatives of the Second Division Clerks in the Irish Land Commission.	30,281-30,352	134
" "	" " "	Mr. P. DEMPSEY, Mr. DUFFY, and Mr. GLEESON.	Representatives of the Assistant Clerks in the Irish Land Commission.	30,353-30,411	136
" "	" " "	Mr. W. G. PERROTT, B.A., B.E., A.M.I.C.E., and Mr. PARR.	Representatives of the Staff of the Survey and Mapping Department of the Irish Land Commission.	30,412-30,476	138
" "	" " "	Mr. DAWSON, Messrs. BROWN, MURPHY, and GRIFFITH.	Representatives of the Non - Pensionable (Indoor) Officials of the Irish Land Commission.	30,477-30,533	140
Seventy - fifth Day.	28th February 1913	Mr. HENRY DORAN	Commissioner, Congested Districts Board.	30,534-30,708	141
" "	" " "	Mr. W. L. MICKS	do.	30,709-30,800	149
" "	" " "	Mr. JOSEPH A. GLYNN	Chairman, National Health Insurance Commission, Ireland.	30,801-30,928	151

## LIST OF WITNESSES (continued)

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Seventy - fifth Day.	28th February 1913	Mr. JAMES MILLS, I.S.O., M.R.I.A.	Deputy - Keeper of Public Records and Keeper of the State Papers.	30,924-31,014	155
" "	" " "	Mr. JOSEPH BRACKEN	Representative of the Temporary Clerks in the Congested Districts Board.	31,015-31,037	157
Seventy - sixth Day.	1st March 1913	Mr. M. DUGGAN -	Hon. Secretary of the Irish Temporary Clerks' Association.	31,038-31,169	158
" "	" " "	Mr. G. MURPHY -	President of the Irish Temporary Clerks' Association.		
" "	" " "	Mr. RICHARDSON	Members of the Irish Temporary Clerks' Association.		
" "	" " "	Mr. ASHLEY -			
" "	" " "	Mr. FLEMING -			
" "	" " "	Mr. SOMERS -			
" "	" " "	Mr. MCCRAITH -			
" "	" " "	Mr. MYLES -			
Eighty - first Day.	10th April 1913	Mr. W. M. J. STARKIE, M.A., Litt.D., LL.D.	Resident Commissioner of the National Education Board, Ireland.	33,251-33,444	164

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Shelbourne Hotel, Dublin.

SIXTY-FIFTH DAY.

Monday, 17th February 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. GRAHAM WALLAS.

Mr. S. ARMITAGE-SMITH (*Secretary*).

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O., called and examined.  
Mr. W. P. J. CONNOLLY was in attendance.

26,643. (*Chairman*.) You are Under-Secretary to the Lord Lieutenant?—I am.

26,644. How long have you held that office?—Since 1908.

26,645. Before that you were Assistant Under-Secretary?—I was Assistant Under-Secretary, having been appointed in 1895.

26,646. Were you appointed by Lord Lieutenant's minute?—I was; and therefore I hold under the Crown because I was appointed in virtue of the Lord Lieutenant's patent.

26,647. As Assistant Under-Secretary section 4 of the Superannuation Act did not apply to you?—Not as Assistant Under-Secretary.

26,648. But as Under-Secretary it does?—It does apply.

26,649. With a view to enabling us to form a general idea as to the sufficiency and appropriateness of the staff engaged, we have been in the habit of forming a general preliminary conception of the character of the work which the staff of an office has to do and the general organization of the office. Would you be good enough to give us very briefly a sketch outline of the organization of the Irish Government so far as it depends on Dublin Castle?—The Chief Secretary's office is the central office of the Irish Government. It is called the Chief Secretary's office, but everything is done in the name and by the authority of the Lord Lieutenant. Our letters are written in his name and all our minutes are in his name and by his authority. The amount of work originated in the department is less than the work which comes to us from other departments.

26,650. Is the work which passes through your office subject to examination and supervision in your office?—It is subject to examination and supervision.

26,651. Does that refer to the departments over which you exercise administrative control, or are you speaking also of offices over which your administrative control is less?—Not exclusively to the offices under our immediate control. It applies to all departments, and when I come to describe the various departments

of our own office probably it will come out perfectly clearly. I had better mention it now because it is a matter of some importance in relation to the questions that you have to discuss. We have three principal divisions in the office. First I must put in order of importance the Finance division. Our office is the accounting department for the Parliamentary votes for a large number of public departments, and the Finance division has charge of the preparation of the annual estimates and of appropriation accounts for services which are set out as follows in the printed paper that has been submitted: The Lord Lieutenant's household, the Chief Secretary's office, law charges, criminal prosecutions, reformatory and industrial schools, universities and colleges, Ireland Development Grant, hospitals and charities; and we have a great deal to do with the local taxation account. Then the estimates for all the public departments are communicated to the Treasury, through the Finance division, having been carefully examined there.

26,652. Is this examination of the estimates for other departments of a character which enables the Lord Lieutenant to keep control over either the estimates or the expenditure of the money?—The ultimate decision, of course, rests with the Treasury. All the Lord Lieutenant can do at the stage when the estimates pass through our Finance division is to criticise and suggest, but if we send forward an estimate—I had an example of it the other day—without making any suggestion on the part of the Lord Lieutenant in respect of suggested expenditure that is new, the Treasury will promptly ask us what our view of the case is, and we have then to give His Excellency's view, which involves, of course, close examination.

26,653. But the ultimate decision rests with the Treasury?—Yes. The public departments whose estimates we send forward after examination are the Local Government Board, the Commissioners of National Education, the Public Record Office, the Registrar-General, the Land Commission, including the Estates Commissioners, the Ireland Development Grant, and the Public Trustee, the vote for Resident Magistrates

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

which is part of the County Courts vote, the Royal Irish Constabulary, the Dublin Metropolitan Police, the General Prisons Board, the Criminal Lunatic Asylum, Dundrum, and the small vote, the Endowed Schools Commissioners.

26,654. Do you leave over for later mention the Department of Agriculture?—The Department of Agriculture is independent of us as regards its estimates. It does not submit its estimates to us, but as regards the Congested District Board they sent forward, I think last year, their estimates direct to the Treasury, and they were returned with a request to submit them through the Chief Secretary's office, and, I presume, that will be the practice followed in future. All correspondence with the Treasury regarding the financial administration of the Land Law, the Land Purchase Acts, and in connection with any of the votes I have just mentioned is conducted through the Finance division.

26,655. You spoke of the Ireland Development Grant as one of the things for which estimates are submitted: am I not right in thinking that it is absorbed in connection with the recent arrangement made under the Land Purchase Act of 1909?—I think that is so. The Development Grant is now practically gone. We have numerous applications which come to us in reference to the construction of public works, and we have correspondence with the Board of Works in regard to these applications; and we have a great deal of correspondence on the subject of grants for public works from whatever source the money may come, for there are always people in Ireland who are very anxious to get public money for useful purposes, and sometimes for purposes not so useful.

26,656. I understand, in reference to the 11 departments on page 9 of the paper submitted to us, that they are directly under the control of the Lord Lieutenant?—That is so.

26,657. Taking the broadest view of the matter, should I be correct in saying that your office in Dublin Castle is the administrative agency for these 11 departments?—I don't know that our connection is quite so complete as your question would imply.

26,658. Looking through the details of these various departments one sees that the clerical establishments are very small and more calculated for purely routine work than for work of an administrative character. The administration is done by you?—Certainly.

26,659. That is in broad outline?—In that sense.

26,660. These are executive departments under Dublin Castle, and Dublin Castle directly controls the operations of these departments?—Yes.

26,661. Then there are other departments in which the administrative control of Dublin Castle is less defined, as I infer from what you say here?—I might take next the three great outside departments which practically originated in recent years.

26,662. Take these three departments—the Land Commission, the Public Record Office, and the Commissioners of Charitable Donations and Bequests—you have a certain control over these departments?—They are partially controlled by us. Our control does not amount to much except in the financial way. But as regards their work they are independent of us, except that if a case of difficulty arises they refer of course to the Irish Government for information and advice.

26,663. Then, going a step further, you say that there are certain departments, two departments especially, which are not under the control of Dublin Castle, but own allegiance, as it were, to the Chief Secretary because he is their president *ex officio*—I mean the Local Government Board and the Department of Agriculture. You are a member of the Local Government, but you do not attend?—My sole function in connection with the Local Government Board is signing the annual report of proceedings of which I know nothing. Formerly the appointments of the Local Government Board came through the Chief Secretary's office, and the business of the Local Government Board was largely transacted through the Chief Secretary's office, because the Lord Lieutenant was nominally the head of the Board; but the Act of 1898 reconstituted the Local Government Board

with the Chief Secretary as President, and the Vice-president of the Board now transacts directly in respect of all the business of the Board with the Chief Secretary, and we in the Chief Secretary's office know nothing about it.

26,664. So in regard to these two important departments the Irish Government really know nothing?—The department of Agriculture and Technical Instruction stands on a footing of its own, because the department is exceedingly independent so far as the Irish Government is concerned.

26,665. The following departments seem to be also exempt from the control of the Irish Government except as regards appointments, and, in some instances, the Lord Lieutenant's assent to rules framed by them. I refer to the Board of National Education, the Board of Intermediate Education, and the Commissioners of Endowed Schools?—One has to distinguish here. The Commissioners of National Education are dependent upon an annual vote, and in respect of finance, therefore, the Irish Government does exercise a certain amount of control, subject of course to Treasury sanction.

26,666. But in regard to the actual administration you exercise no control?—We exercise no control and they absolutely repudiate any right on our part to interfere.

26,667. Then I take it the Government of Ireland has nothing to say to the administration of the National Education of Ireland?—Except in an indirect way. I have known Resident Commissioners who are Civil servants, and are supposed more or less to represent the Government on this Board, to consult with permanent officials of the Irish Government in regard to difficult questions arising in the course of administration from time to time, but they are under no obligation to do so.

26,668. The Congested Districts Board is also quite independent?—Quite independent, except as regards the portion of its income, which is derived from voted moneys. The Treasury, through the Irish Government, exercises a certain control.

26,669. But the Irish Government even there can exercise no control except through inducing the Treasury to exercise its control?—And whatever moral influence may attach to the fact that the Chief Secretary and the Under-Secretary are *ex-officio* members of the Board.

26,670. Is the Chief Secretary president of the Board?—He is Chairman of the Board.

26,671. Is he legally?—I think so.

26,672. Perhaps you would verify that if you have not looked into it?—I have not looked into it, but I am pretty certain that he is, and he presides under the regulations made by the Lord Lieutenant for the proceedings of the Board on every occasion when he is present. In his absence the Under-Secretary presides.

26,673. Is that by arrangement of the Board or by statutory provision?—The power to make regulations was vested in the Lord Lieutenant, and the Lord Lieutenant made a regulation to that effect.

26,674. There are various bodies exercising functions in Ireland not controlled by the Irish Government; for instance, the Treasury Remembrancer, that is a purely Treasury office?—Quite. We have nothing whatever to do with him.

26,675. And the Commissioners of Public Works?—They are entirely outside our control. They are a department of the Treasury.

26,676. We were told by Sir John Barton, the Valuation and Boundary Commissioner, the other day that his department was entirely outside the functions of the Irish Government?—That is so. Then there is a small office, the Teachers' Pension office, which is very small, and that also is outside.

26,677. The Local Registration of Titles is connected with the Judicial department?—Yes.

26,678. That and the Registry of Deeds are also outside the control of the Irish Government?—Yes.

26,679. And of course the judiciary includes recorders and county court judges?—Yes, and the whole establishment of the Four Courts, the whole clerical

17 February 1913.] The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

establishment, is entirely outside the jurisdiction of the Irish Government.

26,680. And all the English civil departments which operate in Ireland are completely outside the control?—Quite so. We have an inspector of mines, and I believe Ireland is attached to the Manchester district. We have inspectors of factories who are controlled by the Home Office. They live in Ireland, one in Belfast, one, I think, in Dublin, and one perhaps in Cork, but we have no knowledge of their proceedings, which are regulated entirely by the Home Office. Then there are Board of Trade officers in Dublin and other ports.

26,681. And Customs and Inland Revenue and General Post Office?—Yes, the Board of Trade offices, the Quit Rent office which is under the Commissioners of Woods and Forests, and the new departments, the Labour Exchanges and the Insurance Commissioners. The Labour Exchanges work under the Board of Trade, and the Insurance Commissioners work under the Treasury.

26,682. Have you got any representative of the Civil Service Commissioners in Ireland?—No. The fact is that the Civil Service Commissioners are represented in Dublin by a clerk.

26,683. (*Sir Donald MacAlister.*) In what office?—They have an office, and he is here for the purpose of conducting correspondence and keeping his principals in touch with Irish matters.

26,684. (*Chairman.*) You have said there are three divisions in the Chief Secretary's office. Unless you have something more to say as to the Finance division you might go on to the next division?—The next division would be, I should think, what we call the Judicial division, which has to do with all matters relating to the preservation of law and order in the country. Questions arising in connection with the magistracy and police are referred directly to the Judicial division. One large part of the business of the division is to receive reports from the police. This division receives the reports which come to us from day to day, and if, on examination, they disclose a reason for it, the police reports are forwarded by the division to the Attorney-General, through the Under-Secretary, at once, for his advice and direction as to the institution of criminal prosecutions. The Attorney-General is the director of criminal prosecutions in Ireland. Any orders made by him are issued by the Judicial division to the police and the Crown solicitors concerned, and any correspondence that arises in connection with these matters, such, for example, as correspondence regarding extradition, with the Home Office, is conducted by the Judicial division. Then the division deals with all matters affecting the control and discipline and distribution of the Royal Irish Constabulary and the Dublin Metropolitan Police. That is a very important part of the work of the division. The Inspector-General is very tightly bound by legislation, and practically every question of any importance in administration is referred to the Chief Secretary's office, nominally to the Lord Lieutenant. The Inspector-General is in constant communication with the Under-Secretaries, not only by minute, but he occupies an adjacent office.

26,685. Under the same roof?—Yes. The Chief Commissioner is, perhaps, less tightly bound by legislation than the Inspector-General, but still a great number of questions come up to us, as regards administration of the police, from the Chief Commissioner.

26,686. It would be interesting to the Commission to know why there is no separate provision for police made in Belfast. In Dublin there is a Chief Commissioner of Police with a separate police force, while in Belfast the police force is part of the Royal Irish Constabulary?—That arrangement is due to the fact that the local force which policed Belfast completely broke down, I think it was in 1864. A very serious riot occurred in Belfast, and a commission appointed to inquire into the matter reported very strongly against the continuance of the local police force.

26,687. Was the decision of the commission due to the difficulty of recruiting an impartial police force owing to local sectarian feeling?—I believe it was, and perhaps the commission felt that the management of

the force under the local authority was not all that could be desired.

26,688. Without that explanation it would be difficult to understand why in Dublin there should be an independent police force, while in the even larger city of Belfast there is none?—Belfast has now got an excellent police force at a very moderate cost, while the citizens of Dublin pay 8d. in the pound, the maximum rate leviable.

26,689. Am I correct in saying that no imputation has ever been cast upon the police force in Belfast on account of want of thorough impartiality?—None with any foundation. An important part of the work of the Judicial division is to prepare what really amounts to a modern history of Ireland. Notes on the condition of the country are carefully prepared, and are printed for the Chief Secretary's use. These notes date from the year 1885, and they furnish really a most valuable and nearly complete record of the various agitations, political and agrarian, which have taken place since that date, and the action which has been taken by the Government, from time to time, to maintain order.

26,690. (*Sir Donald MacAlister.*) Are they published?—They are private, but they are available for the Chief Secretary's use. Naturally they are confidential, but we keep them thoroughly up to date. The division also prepares and submits daily for the information of the Lord Lieutenant extracts from the newspaper press of the country on all subjects of any public interest, and one part of the duty of the division is to call attention to any language of an intimidatory character, which, I am sorry to say, they sometimes find, not in the metropolitan press, but in the obscure local press in various parts of the country, and not in all parts but in some parts. Reports of meetings at which men have been threatened for various reasons, will be noticed by this division, and sent to the police for report. Sometimes the report is confirmed, and sometimes it is found that there is not much foundation for it, but that the reporter has been exercising his imagination, and that when he has described a large and enthusiastic meeting at such a place on such a day, and has given a speech of rousing eloquence, that was addressed by some local celebrity, really there were only a few people gathered together to hear some man on top of a barrel, who did not say anything like what was attributed to him by the reporter. We refer these reports to the police, and get from them what is supposed to be a true account of these transactions, and if any reason is disclosed in the police reports for further reference to the Attorney-General, we send them to the Attorney-General for his advice as to the course to be taken.

26,691. (*Chairman.*) Will a member of the police force in ordinary circumstances attend such a meeting?—Very often; nearly always.

26,692. So he is able to give you his own impression of what happens?—That is so, but sometimes they don't think it worth while to report about a meeting which appears in the newspapers, and we have to call attention therefore to it.

26,693. Does that exhaust what you desire to say about the Judicial division?—No. The Prisons administration is conducted through the General Prisons Board. Questions arising in connection with that are submitted through the Judicial division, which conducts all correspondence in relation to these matters. Then the Reformatory and Industrial Schools Department is also dealt with by the Judicial division, and a very considerable amount of work there is in connection with reformatory and industrial schools. Questions arise constantly as regards the committal of children, whether they have been committed on proper grounds, and whether they have been committed at the proper age, and these questions are considered by the Judicial division and by the Law officers to determine. Then we have considerable correspondence with local authorities in various matters not belonging to the administration of the Local Government Board, and this department, strange to say, is also the department that deals with educational matters.

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

26,694. The judicial department?—Yes. It conducts the correspondence with the Commissioners of National Education, and with the Board of Intermediate Education, apart from the correspondence relating to finance.

26,695. Is that due to mere reasons of convenience of office distribution of work, or has it an historical origin?—There is no historical origin, because it was only done, I think, from your own time. It was for the purpose of convenience that this distribution of work was made. The third and last and principal division is the Administrative division. That division conducts all correspondence with English departments on various subjects, the Home Office, the Foreign Office, the Board of Trade, and portion of its work is to prepare memoranda which are sometimes called for by the Foreign Office for the information of foreign embassies and governments. Then all appointments, whether paid or unpaid, are made through the Administrative division. It is a portion of its duty to submit the names of applicants to the Chief Secretary and Under-Secretary, and through them to the Lord Lieutenant. In some cases, in one case at least, the department of resident magistrates, for which we have many applications, the division keeps a register of these applications. That is not necessary in connection with some of the offices dealt with, because vacancies occur very seldom, and at considerable intervals of time, but in the case of the resident magistrates vacancies occur pretty frequently, and there is a great competition for these posts, and therefore it is desirable to have a record so that we are not left simply to deal with a person who applies for a particular vacancy, but have before us men who may have been passed over and who may be worthy of consideration. Then questions arising as to the relation of the military and civil power and other matters will be dealt with by this division. At present we have a considerable number of applications which are dealt with in this division for the recognition of cadet corps rifle clubs. The War Office naturally depend on us for advice in these matters. I should have said that confidential correspondence with the Army Council and with the Admiralty in respect of national defence and questions arising therefrom are all dealt with in the Judicial division and not in the Administrative division. They seem to fall more naturally into the Judicial division, which has to do with police. The work of the resident magistrates is supervised very closely by the Administrative division, and their attendance at petty sessions and their explanations for absence, if they happen to be absent, from a particular petty session held in their district which they should have attended.

26,696. When you say their work is supervised very closely by the Administrative division I suppose you do not mean their judicial work?—No. I only mean their movements. We have nothing to do with their judicial work. Formerly the resident magistrates were pretty closely associated with the executive government, but that has passed away, and the resident magistrates, as regards their judicial functions, are independent of the Government. Then there are various Acts, the administration of which is looked after by the Administrative division. For instance, the Anatomy Act. That is comparatively a small matter, but we have an inspector of anatomy who makes returns from time to time giving lists of subjects supplied to medical schools; and we have the Cruelty to Children Act and the Cruelty to Animals Act, the Vivisection Act it may be called.

26,697. All that is managed by the administrative department?—Yes. We have constant applications for charters and licences of one kind or another. They come through the Administrative division.

26,698. I think you have given us a very clear idea of your three divisions. I am anxious now that you should say a few words about the Privy Council Office?—Formerly it was an independent office in the good old times with two clerks of the Council, but later it was made part of the Chief Secretary's office, the two clerks of the Council were abolished, and the Chief Clerk or Assistant Under-Secretary—he has been known by both names—was appointed Clerk of the

Council, and he has taken that duty on for the salary which he previously received, the Treasury saving to the extent of the salaries of the two clerks who were reduced. The work of the Council is considerable. A good many matters are dealt with by Order in Council, or by the Order of the Lord Lieutenant in Council, as the phrase goes. We have Orders in Council dealing with such matters as the present rules and regulations under the Inebriates Act, rules under the Judicature Act, made by judges, not by the executive government. They have to be confirmed by the Lord Lieutenant in Council. In the rules under the Officers and County Courts Act the same thing applies, and also in the case of the Local Bankruptcy Act. All these are judicial matters, but an Order in Council is necessary to bring them into operation. Then we have the Act which gives us a little trouble—the Pharmacy Act. The society which administers that Act in Ireland is very exact and—shall I say—meticulous. Suggestions are made, and we have Orders in Council dealing with them. Then there are a number of miscellaneous matters like the time for holding Quarter Sessions and the Revision Courts to be dealt with. If a county wants an additional Revision Court it has to apply to the Lord Lieutenant in Council to get it confirmed, and the time and place for holding the Revision Court has to be fixed by Order in Council. Then the alterations of the boundaries and surveys have been considerable since the passing of the Local Government Act of 1898; there are further matters, such as municipal by-laws, County Council by-laws, harbours and fisheries by-laws, and an important part of the work is hearing appeals under the Fisheries Acts from orders made by the Fishery Commissioners, who are now a branch of the Agricultural Department, and appeals under the Tramways Acts which have not been so numerous in late years.

26,699. This body has a considerable amount of work to perform; it cannot be described as performing merely negligible functions?—It has a considerable amount of work—not a steady flow—sometimes it is worked very hard, sometimes there is little to do. I have utilised the services of the deputy clerk to the Council, who is a first class clerk, as my private secretary.

26,700. Shall we pass on now to the establishment?—There are two other minor departments I should like to refer to—one is the convict department. There is a large amount of work in this department in the way of memorials from convicts and prisoners for modification of sentences. I do not know to what to attribute it, but certainly in Ireland we seem to have more than the average supply of these memorials. I think there are professional memorial writers in various parts of the country who derive revenue from it. Sometimes we get letters ending with the phrase "apologising for trespassing on your valuable space," which rather indicates the writer's customary occupation. All this involves a very large amount of work, and it is done here by one staff clerk whose health has broken down. I hope the breakdown is only temporary, but if it becomes permanent it is due entirely to the fidelity with which he carried out his duties. His temporary absence is a great loss, because he is a man with the fullest information and knowledge of precedents of all sorts. This department is under the direct control of the Assistant Under-Secretary.

26,701. Could not that clerk have had leave? Are you so hard pressed you could not afford to have let him off?—He got his leave, but the fact is he has too much work to do. I think I am correct in saying he is one of the hardest worked men in the office. Then there is the registry department which I need not spend time upon, because that department is on all fours with the same department in other offices.

26,702. And the Irish Office is merely a branch?—I should say about the Irish Office that we differ from Scotland in this respect. Our principal office is in Dublin, and the office in London is merely a subordinate branch which is staffed from our office in Dublin. Formerly there was only one first class clerk in the office in London, in addition to the private secretary to the Chief Secretary, but of late years, owing to the



17 February 1913.] The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

tremendous pressure in connection with Parliamentary questions, we have been obliged to send a second division clerk to assist the first class clerk in the work of answering the Parliamentary questions, many of which are of an exceedingly trivial character. That work has become very exacting.

26,703. Let us hope it will diminish. I pass on now to the establishment. You have on your establishment in Group I. an Under-Secretary and an Assistant Under-Secretary—they hold their offices directly from the Crown—and in Group II. you have a number of clerks for each of the divisions described, one for the finance, one for the judicial, and one for the administrative division?—That is so.

26,704. Have they entered the public service by means of an open examination?—Not all. One of the principal clerks at least was promoted from a lower division to the higher. He was promoted from the second division, not to a principal clerkship in the first instance, but to Class I., and then from Class I. he became a principal clerk. Another of the principal clerks was appointed originally a clerk to the Church Temporalities division by nomination.

26,705. Purely by nomination?—No; with a qualifying examination. That was in 1874. The Church Temporalities Commission was a commission appointed in connection with the disestablishment of the Church in Ireland. He became a pensionable clerk connected with the higher division of the Royal Irish Constabulary; I do not quite know what that means or whether he was on the same footing as a first class clerk. I believe he was. He was then transferred to the Chief Secretary's office as a third class clerk, but that was under a system of organisation I know nothing about.

26,706. Have we such a thing?—There was such a thing, I believe, at that time.

26,707. It is not so now?—The office was reorganised by a Treasury letter of 31st March 1876, there were then two third class clerks; it is very difficult to say now to what they corresponded, and it is not necessary to go into it. First division clerks were originally appointed in 1891. The third principal clerk entered by open competition; he was appointed to the Inland Revenue Department, and was transferred to the Chief Secretary's office in 1894, and appointed principal clerk.

26,708. You have then two first class clerks—one appointed by open competition, Class I. examination, and one appointed to the second division, and I suppose promoted from the second to the first division?—Yes.

26,709. Is it long ago since he was promoted, the gentleman promoted from the second division to Class I. division?—He was promoted before my time—about 1890 or 1891.

26,710. Then we have a grade in which there are three clerks only coming from a principal clerkship in the Local Government Board, one from Class I. of the Admiralty, one from a clerkship in Customs and Excise?—Yes; they all entered by examination.

26,711. By Class I. examination?—Yes.

26,712. By open competition in Class I.?—Yes.

26,713. That is quite regular?—Yes.

26,714. Is that provision in the higher administrative group of offices sufficient for the full discharge of the functions of which you have told us? Do you ever feel the want of a larger provision of Class I. officers?—Undoubtedly, from more than one point of view, although the objection of the Treasury is we have too many Class I. officers. But the restriction of the number of first class clerks has a very serious bearing from this point of view; that you have men of now comparatively short service—five or six years' service—these three clerks in the lower division of the first class are very junior—and in a comparatively short time we shall have our principal clerks going out and it will be extremely difficult to find within the office men with sufficient experience to succeed them.

26,715. Within your experience have men been brought from outside the office to fill those administrative positions within the office?—You mean without examination.

26,716. I do not mean from other offices?—Without examination?

26,717. Yes, without examination?—No.

26,718. No men who have not passed the open competition examinations have been brought in?—No; but I am reminded that a long time ago there was a resident magistrate brought in in stress of circumstances in the very disturbed times.

26,719. Did he remain?—No.

26,720. If he was brought in for temporary service, of course, that was different?—He was brought in for a few years.

26,721. What strikes me is this: Here are three great administrative departments—judicial, finance, and administrative—at the head of each of which is one principal clerk. Then you have only five clerks of the Class I. character to assist?—Yes; but two of these are in London during the Parliamentary session, which means really the whole year, leaving only three first class clerks.

26,722. That leaves only one first class clerk for each division?—Yes; I may say, as regards that, the Treasury have pressed over and over again, and it is very strongly resisted by the Irish Government, that the Assistant Under-Secretary, who was at one time known as the chief clerk, should take upon himself in addition to his existing duties the duty of principal clerk.

26,723. In one of the departments?—Yes.

26,724. Do you think that possible?—I think it would be impossible, and we wrote a letter to the Treasury, who renewed the demand so lately as 1908, to the following effect:—

"It is necessary that there should be an officer of a higher rank than a principal clerk who could take charge of the Chief Secretary's office, and conduct all the business of the office, during the absence of both the Chief Secretary and the Under-Secretary. That office deals not merely with official matters originating in the Chief Secretary's office but also with matters submitted to the Irish Government by subordinate departments, such as the Royal Irish Constabulary, the Dublin Metropolitan Police, the General Prisons Board, the Land Commission, etc. And in the absence of the Under-Secretary the Assistant Under-Secretary must give directions on all papers submitted to him, and must sign all letters issuing from the office. When the Under-Secretary is in Dublin the Assistant Under-Secretary has general supervision of the office, and is responsible for the maintenance of all discipline. He undertakes so much of the work of the various branches as may from time to time be assigned to him by the Under-Secretary, and he has authority to initial minutes, to revise and to deal with all matters coming before him which do not require special directions of the Chief Secretary."

Our arguments prevailed for the time at all events—and the Treasury had reluctantly to give way, but hoped when the next principal clerkship fell vacant something should be done; it is not to be filled without previous reference to Their Lordships.

26,725. The question is not settled?—I do not know that anything is settled in our relations with the Treasury. If you look at the estimates you will find in the pages dealing with our votes hardly a single one of them that is not noted for further reference such as "to be reconsidered on the next vacancy," and so forth. The result is that young men coming to us, not having seen those estimates previously, are surprised at not finding their prospects improved when vacancies occur. To be hung up like Mahomet's coffin between earth and heaven is very prejudicial to the position of the office. I may mention also that it seems to us that the young gentlemen who come over here from the Treasury do not quite understand that here we have a quasi separate Government, and that the people of Ireland look to what they call "The Castle," despised as it is by many, for advice and guidance, and, above all, they make it the repository of their complaints. You know, I am sure, my Lord, that a great deal of the time of the Under-Secretary is taken up in interviewing people who come from all parts of the

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

country, not only those connected with the public departments, but others who have a right to be heard.

26,726. People of high social standing?—Yes, and who will not be satisfied unless they get an interview from a person of the highest standing, and therefore maintaining the position of Assistant Under-Secretary is essential.

26,727. Is it not the case that you, in the discharge of your duties, have frequently to visit particular localities; frequently also to interfere in the interest of the preservation of the peace and good order, and while you are away is it not essential that there should be somebody here of rank and position to represent you?—Yes. One has also to go to London to confer upon matters that cannot be dealt with by correspondence between the Chief Secretary and the Under-Secretary.

26,728. When I was Under-Secretary I was constantly going to London, summoned by the Chief Secretary, to consult with him. Correspondence was inadequate?—Yes, perhaps my absences have not been so frequent because the need has not been the same.

26,729. Let us see whether the deficiency—if there be a deficiency—is made up by the second division clerks. You have got, so far as I can see, only six second division clerks and two staff clerks?—We have three staff clerks; the registrar is a staff clerk; he is a second division man.

26,730. He is not available for ordinary work?—No, his work as registrar is amply sufficient. One of the other staff clerks is a second division clerk in the Finance division. He has very responsible work to do, and the third is the gentleman to whom I previously referred as the clerk in charge of the convict department. Then we have, in addition to these six second division clerks, two in the higher grade and four of the ordinary section.

26,731. That is an average of two clerks for each great division?—Yes, but as a matter of fact we have only one second division clerk in the judicial division, with all its important work. We have no second clerk there at all. There is a confidential shorthand writer.

26,732. Has he been pressed into service to do work for the judicial division?—Yes, as occasion arises; then there is a temporary clerk employed in preparing extracts from newspapers.

26,733. He is not shown in your statement?—No, I do not think he is. He is paid by the hour; he is a temporary clerk in the most hopeless position of all.

26,734. Would he come under the description that we have here, of a "lump summer," as to his payment?—No, he is paid by the hour—10*d.* per hour.

26,735. Are you given a lump sum to obtain this temporary assistance?—Yes, that is so.

26,736. You have these six division clerks and two abstractors?—Yes, they were in the position of temporary clerks. We are trying to get rid of the temporary clerks.

26,737. You make them abstractors, and, as abstractors, they become pensionable?—Yes.

26,738. They were appointed by means of examination?—Yes; they qualified as abstractors by examination. They were appointed originally as temporary clerks.

26,739. But these assistant clerks, or abstractors, had been boy clerks and passed an examination and then became abstractors?—We have no boy clerks in our office, but we have a system, which is thoroughly bad, of temporary clerks; they have no security of tenure, and they have nothing to look forward to.

26,740. These two abstractors were originally temporary clerks?—Yes; and had to qualify by examination for abstractorships.

26,741. It was not a competitive examination?—No.

26,742. That is unusual. We have not found that before?—The Treasury make provision for it; it is with Treasury sanction.

26,743. Don't you think it would be better to have those boys up to the ages of 16 or 17 selected by competitive examination?—I quite agree. Anything would be better than appointing temporary clerks. I never appoint a temporary clerk.

26,744. We have found in the various offices boy clerks recruited at 15 to 16 years of age; their tenure is that of a temporary clerk unless they get a permanent appointment before 18. There is, we are told, a great deal of discontent with the boy clerk system—it is a kind of blind alley employment—and the suggestion is that it should be got rid of, and that the class of assistant clerk selected from the schools at the age of 16 to 17 by competitive examination should be substituted for it. Would that be a better system?—Speaking from experience I should prefer boy clerks to temporary clerks.

26,745. But would you prefer to the boy clerk system a system of selecting for permanent employment boys between, say, 15½ and 17 years of age?—I have no experience of boy clerks.

26,746. You are quite clear that the system of temporary clerks is thoroughly bad?—Yes; thoroughly bad.

26,747. Have you any instance of promotion from the second division to the first? You have given some, but they came from outside. Have you any instances of such promotions in your own office?—Yes. I recall the case of a most capable officer.

26,748. Was he promoted to the first division in your office?—He was.

26,749. He was a very capable officer, no doubt?—Yes, and I understand there were three other cases. One of our principal clerks was originally a second division man.

26,750. Can it be said that there is anything like a very marked line of division between the first and second division in the Irish Office?—I think not. I think we agree that every second division clerk carries his baton in his knapsack, although, of course, he may not become a field-marshal.

26,751. As a matter of fact, there is, from the point of view of the second division, nothing to find fault with as regards promotion. Promotion from second to higher division is good enough, but you say your office is understaffed and that you have on your establishment not enough of the higher division men?—I think so.

26,752. Is it understaffed in men of the second division?—I think, at present, perhaps, the staff is adequate to the work, but if you look a year or two ahead, even perhaps a month or two ahead, our difficulties emerge very clearly.

26,753. Do Chief Secretaries as a rule bring their private secretaries with them?—Mr. Balfour, Lord Morley, and Mr. Gerald Balfour had private secretaries from our office.

26,754. Then came Mr. Wyndham, who brought his private secretary from another office, and Mr. Bryce, who brought his from the Education Department?—Yes. Then we worked back to the original plan and found private secretaries amongst our own clerks. That was the case of Mr. Beard who acted as private secretary to Mr. Birrell, and also in the case of the present secretary, Mr. Le Fanu, and both quite justified their appointment.

26,755. You say you are just able to carry on with your present staff?—Just able to carry on.

26,756. If there was any increase of work or breakdown of any of the present staff you would find yourself in a difficulty?—Quite so.

26,757. We will get from other departments their opinions about their staffs. I think I have asked you all?—Would you like to know anything about the staffing of other departments and our relations with other public departments.

(Chairman.) We will get that from the heads of the departments.

26,758. (Sir Donald MacAlister.) One question as to the Finance division. Has the Chief Secretary's office to do with the distribution of the funds under the Irish Universities Act?—Yes.

26,759. In what way?—Take, for example, the building grant; they send up the estimate; we have to forward it to the Treasury, and the Treasury must sanction it before it can be expended. The estimate, of course, has to pass through the Finance division; the correspondence would, of course, be conducted by that division. As regards the building fund, that is

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

merely temporary, but so long as money is paid to the various colleges for building purposes the Finance division has to furnish the estimates.

26,760. Is that provided in the Act?—Yes.

26,761. For money not fully expended?—Yes, not yet fully expended.

26,762. So that the relation of the Chief Secretary's office to the finance and the universities is only temporary?—Only temporary until the new universities are absolutely set going.

26,763. When the specified sum provided in the Act to be expended with Treasury sanction is expended, the Chief Secretary's office would have nothing further to do with the finance arrangements and the new universities?—Except in so far as voted moneys are paid to those universities. I presume from year to year an estimate must be made, and in that way, at any rate, a connection would exist between the universities and the Treasury.

26,764. You are referring now to the annual votes?—Oh, yes; we have nothing to do with the details of the administration in any way whatever.

26,765. Has the Chief Secretary's office anything to do with the allocation of the funds which were left over after the Royal University came to an end?—No, that was a legal question which was decided, I think, by a general meeting of the Commissioners of Belfast and Dublin.

26,766. Without the intervention of the Chief Secretary?—Yes; I think we had nothing to do with it. I could refresh my memory, but I believe I am accurate in saying we had nothing to do with it.

26,767. Suppose, for example, the new universities were to make an appeal to the Treasury for further annual grants, would a judgment be passed upon that by the Chief Secretary's office?—It is quite certain if such an application were made direct to the Treasury it would be referred to the Lord Lieutenant, that is to the Irish Government, for opinion and advice, and if it were made to us to forward to the Treasury we should be expected to pass some judgment upon it.

26,768. Would you tell us, apart from the high officers whose usefulness you underrated—I mean the Under-Secretary and the Assistant Under-Secretary—is there need in the Irish Government department for Class I. clerks?—Undoubtedly, and we could not do without them.

26,769. Tell us why, in your opinion?—Well, because the work to be done is of a character that demands grasp, intelligence, knowledge of affairs that a first clerk possesses in an eminent degree. I don't say there are not second class clerks equal to first class, nor do I say that all first class clerks are on the same footing as regards ability; but there is undoubtedly a line of demarcation which anyone dealing with administration easily detects between first and second class clerks.

26,770. There is a clear case for the man whose education is carried on up to 22 or 23, and enters the Service about that age?—Undoubtedly.

26,771. (Sir Henry Primrose.) Does the Chief Secretary's office exercise any supervision or control over the estimates of the departments submitted through that office, or is it merely a channel or post office, as it were?—No, the ultimate control rests with the Treasury, but the Irish Government is expected to exercise independent judgment. Of course, as regards a considerable number of these items, no question arises, from year to year they are the same. But, take for example, an increased demand from the Commissioners of National Education for various purposes, and various novel purposes, such, for instance, as dental treatment of children, and other matters of that kind, the Irish Government is expected by the Treasury, and is called upon by the Treasury, to exercise its judgment.

26,772. Let us take the case of the Royal Irish Constabulary. Supposing the Lord Lieutenant and the Chief Secretary had made up their minds that there might be a large reduction in that vote could they enforce that before it went to the Treasury, or would they not revise the estimate at all until the Treasury

agreed that such a reduction might be made?—I think the usual course would be to send forward an estimate prepared in the Constabulary office with an expression of opinion that circumstances would justify a considerable reduction.

26,773. Don't you think the Chief Secretary would have authority if he chose to do it, and insist that the estimate should be cut down?—Clearly; or rather the Lord Lieutenant, but of course that is a course he would hesitate to take.

26,774. (Chairman.) The Lord Lieutenant would not do that unless in agreement with the Chief Secretary upon that point?—No, clearly, not in an act of Irish administration.

26,775. Not in a matter of high policy like that?—No step in a matter of high policy is taken without an understanding between the Chief Secretary and the Lord Lieutenant. The strength of the Royal Irish Constabulary Force depends upon the decision of the Lord Lieutenant from time to time—that is as to the number of men. If we think the numbers are excessive, we stop recruiting.

26,776. You remember that in 1903 as a *quid pro quo* for the bonus then granted, the Irish Government undertook to reduce the cost of the Irish administration by a certain sum; the greater portion of the reduction was effected by stopping recruitment for the Royal Irish Constabulary with a view to its reduction?—Yes; but circumstances obliged us to go back upon our decision, and I see no immediate prospect of reduction.

26,777. (Sir Henry Primrose.) I only suggested that from the point of view of ascertaining what amount of control the Chief Secretary's office exercised. I only took that as an illustration?—Yes; I quite understand.

26,778. Your office is divided into three divisions? Do you keep these divisions separate or do you move men round; for instance, would any one of your principal clerks be able to take charge of any one of those divisions?—In my experience it is not the custom to remove a principal clerk from one division to another. As regards the principal clerk in the finance division, he was promoted to that position only in the last two years. As regards the administrative division, the clerk there is approaching the end of his service, and has only held the office for a few years, in fact, since 1901; and as regards the judicial department the principal clerkship there has been held by the man who holds it now, Mr. Connolly. The principal clerkship for that division was established in 1904. I see very great difficulty and no great advantage in shifting clerks from one division to another. By the time a man has acquired the position of principal clerk he has acquired a very considerable knowledge of the office.

26,779. My question referred more perhaps to the next batch of men. What I want to know is, supposing you have a vacancy in one of the three divisions do you find it necessary, in selecting a man to promote into his place, to take a man who was in his division, or might you find a man in the administrative division who could become principal clerk in the judicial division?—As a matter of fact the last vacancy was in the Finance division, and we then took as successor to Sir F. Cullman, who retired, a man who had been associated with the Finance division, who had had a very wide experience, having acted as clerk at the Irish Office, and who had been private secretary to the Chief Secretary.

26,780. What I want to get at is this. If a vacancy occurs in a principal clerkship in ordinary circumstances no doubt you would promote the senior competent man to the place vacant in the ranks above the one he holds in each of your divisions?—We have only two first class clerks as a matter of fact. They won't allow us a first class clerk for the police division.

26,781. Which division is that?—The police—the judicial.

26,782. You want a first class clerk in the judicial. Assuming the principal clerkship falls vacant you have no one in that division you could promote into it?—That is so.

26,783. Would you be sure to find anyone in the other divisions competent to take charge?—I think so.

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

26,784. You don't make regulations which are designed to make every man competent to take up the work in any one of the three divisions?—No. We do not make regulations to that end; but, as a matter of fact, those first class clerks to whom we should ordinarily look to fill a vacancy of this kind have got long experience of the office, and one way or another acquired a very good knowledge of the work of each department, sometimes having actual service in the department. The present head of the administrative department was attached to the finance division before he was made head of the administrative division, and he had also considerable acquaintance with the administrative division, partly, I think, by serving in it, and certainly by serving as private secretary to a succession of Chief Secretaries.

26,785. You are bound by the general service rules as regards the method of recruiting, and so on, and that results, in your case, in your having in these three divisions, as far as I see, eleven men of whom two are not on the staff—one a confidential shorthand writer and one a temporary clerk. You have no assistant clerks in these divisions?—No.

26,786. Assistant clerks of the abstractor kind?—No. We have none of them in any of those divisions. (Mr. Boutwood.) There are two assistant clerks set out in the printed paper, page 8?—Yes, they are in the registry.

26,787. (Sir Henry Primrose.) There must be in each of these divisions a certain amount of work of a simple and routine kind that is not good enough for second division men?—That, I think, is answered by what is already stated about the character of the work. A great deal of the mechanical work is done in the outside departments before it comes to us, and that is the justification for having a higher proportion of first class clerks than would otherwise seem to be necessary, having regard to the size of the establishment.

26,788. In an office of the size of the Chief Secretary's, any difficulty that exists about keeping men to the particular group for which they were recruited—either assistant clerks or second division clerks—is very much accentuated in a small office, because you have no method of rewarding the best men except to pick them out and give them some of those places ordinarily available to a higher division?—There is considerable scope in the Irish offices for men who have capacity and who desire promotion, and we have sometimes at least an opportunity of finding places for men outside. We found a place recently for one of our clerks, a most deserving man—he was a second division clerk; he amply justified his promotion to a post on the Land Commission, and got 500*l.* a year.

26,789. The Chief Secretary's office being the office for the whole of the Government of Ireland, there are opportunities for placing men out?—That is so.

26,790. But, supposing you were not tied up by any general rules laid down by the Treasury, would you work your office, or would you organise it, very much on those lines. You told us you would have a certain number of men of university training?—Yes; first class clerks.

26,791. What would you do below that?—I should have very much the same establishment now of second division clerks. If we required a number of men to do work not good enough for second division men, I would be strongly in favour of having abstractor clerks and should forward them as they showed capacity for promotion to the second division, and leave it possible for the second division men to pass into the first division, if they showed capacity to do so.

26,792. How is it you have not had boy clerks?—I think the system of appointing temporary clerks had existed before the class of boy clerks came into existence.

26,793. Has that really become a system?—As far as the Chief Secretary's office is concerned, it had. We abandoned it because the temporary clerk occupied a perfectly hopeless position without any security of tenure.

26,794. How did you get authority from the Treasury for temporary clerks? Did they not resist

it?—We have not recently asked for them. They gave us a lump sum which we might employ in any way we liked.

26,795. This is a comparatively new arrangement?—I don't think so—not in the case of our office.

26,796. How much did they give you?—They gave us 300*l.* in 1912-13; in the previous year 450*l.*, but in past years the allowance has been as much as 1,000*l.* a year. So you see we are gradually getting rid of the system.

26,797. You would not object to a system of taking on temporary clerks to meet a passing pressure. Do you have occasions when there is a large amount of ordinary writing work, copying, and so on?—Undoubtedly.

26,798. Is there any objection to taking on men temporarily for that?—That is hardly what I mean by temporary clerks. What I mean is men brought in, not to do a day's work in time of crisis, but employed from year to year.

26,799. I quite understand. Is your draftsman for Bills fully occupied every year?—During the Parliamentary session he is very hard worked.

26,800. You don't have Bills every year?—Well, his business is to look after all the Bills in which Ireland is interested as well as drafting Bills for Irish purposes.

26,801. You mean his actual drafting of Bills in some years is blank?—We generally have a number of irons in the fire; in addition to that he watches local Bills and Provisional Orders.

26,802. (Chairman.) For several years past you have been very busy with important Bills, and Bills are left over anticipating the time you might get them through?—Yes.

26,803. Have you not at present Bills on the stocks for a long time?—Yes, several Bills on the stocks.

26,804. They are waiting?—Yes, and I am afraid are bound to wait.

26,805. (Sir Henry Primrose.) The mere watching of Irish Bills could be done in your office?—I don't think so. Watching Bills is a very important matter; and quite recently the Treasury were surprised to find that very imperfect vigilance on the part of somebody let them in for payments in Ireland which they objected to very much; for example, the administration of the Children Act.

26,806. There are one or two special appointments that seem to me very highly paid. There is the registrar. He has merely to record the papers received and put them into proper boxes and to distribute them?—He is head of a department and supervises the work done by second division clerks, two assistant clerks, and a temporary clerk. It is a very responsible post which involves constant vigilance, because if a mistake is made in the registering of papers it may lead to tremendous confusion, and I must say the work of registering has been extremely well done. If a paper is called for we are never at a loss to know where it is, we can produce it in the office at the very shortest notice.

26,807. Yes, but after all, it is a purely mechanical process; it is merely keeping the papers in order?—Yes, but supervising an important mechanical process involves very considerable ability and care.

26,808. I should have thought 350*l.* to 500*l.* is a very large sum to pay to a man unless he has something else to do besides seeing that papers are properly recorded and distributed?—350*l.* is his allowance as a second division clerk.

26,809. That is a fixed scale?—Yes; rising to a maximum of 500*l.*; he has 50*l.* more than the other two special clerks, whose maximum is 450*l.* I suppose the Treasury made a distinction on the ground that the work the registrar did was really important work. In former times a first class clerk was always in charge of the registry. I believe all our papers are by Act of Parliament State Papers, and therefore, it is supposed that considerable responsibility devolves upon whoever is in charge.

26,810. Maybe there are confidential papers that he himself must take charge of and not pass through the hands of subordinates?—As a matter of fact, we don't register our secret papers.

17 February 1913.]

The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

26,811. They would not pass into his hands at all?—No, they would not pass into his hands.

26,812. (Chairman.) How many letters are received and issued?—I cannot say at the moment, but I could easily get you a return of the number of papers.

26,813. (Sir Henry Primrose.) I don't know whether it is worth while, we don't want to go into that sort of details?—I believe the average is about 25,000 to 30,000 in the year.

(Sir Henry Primrose.) I only referred to it as being illustrative of the general scale of pay. It seems to me after all to be a subordinate branch of which he is the head, and it represents a high scale of pay for such a small office. However, I don't want to press it.

26,814. (Chairman.) He registers the documents as they come in; he also registers the documents as they pass to the various offices?—Yes; what happens is this: The letters as they come in in the morning go to the registrar. They are then put in the files to which they belong, and these files are referred to the various departments; if the business is new they are registered and sent to the departments concerned.

26,815. The same file goes to the Chief Secretary; he marks it for the Finance Department, and the Finance Department sends the file on for further consideration to the Administrative Department. Are the changes from the Under-Secretary to the Finance Department, and from the Finance Department to the Administrative Department registered?—Yes, they all pass through the registry.

26,816. It is much more than 25,000 to 30,000 transactions a year?—Yes; we can tell at any moment where a particular paper is. If I want it I send to the Registry Department and I am informed at once.

26,817. (Mr. Boutwood.) You mentioned a Public Trustee in one of your answers? Who is he?—He is a person appointed in connection with the Land Purchase Acts. He has not the same functions as the English public trustee. His function at present is to receive certain securities in which money derived from land purchase is invested and approve of them.

26,818. You said your connection with the Local Government Board was confined to signing a report?—It is sent to me and I sign it.

26,819. (Chairman.) You are a member of the Board?—Yes, ex-officio by statute.

26,820. (Mr. Boutwood.) You answered about the promotion of your first class clerks to higher appointments. Does your answer apply to the appointment of staff clerks? You have two staff clerks. Are they in watertight compartments? If one of the two staff clerkships became vacant would you choose a successor from the whole of the second division or from a particular department?—We should promote the most deserving man of the second division.

26,821. It would be open to the whole office?—Yes.

26,822. You said something in an incidental reference that the Lord Lieutenant makes the appointments. What is your function there? Do you simply transmit names or do you select for His Excellency?—So far as the division is concerned and so far as the office is concerned we should submit the whole list of applicants to the Chief Secretary, who would either indicate his preference in writing on the list so submitted or by a private conference with the Lord Lieutenant. If he had not power to make a certain nomination we should then go to His Excellency.

26,823. You do not sort out applications by making a preliminary selection?—No, we do not.

26,824. In the Irish papers submitted there is a phrase which is new to me—I think it occurs in the papers relating to your office—it is the phrase "Endowment Fund." What is that? I see it is used in connection with intermediate education for instance; it occurs also in connection with the Agricultural Department?—Yes, the principal endowment for the Commissioners of Intermediate Education is derived from the Irish Church Surplus Fund—1,000,000*l.*—granted under the Intermediate Act of 1878, for the purpose of endowing intermediate education. That is known as the endowment fund, in addition

to other moneys, but the principal portion is derived from that.

26,825. You have a series of Parliamentary Votes for these?—Yes.

26,826. On which does the cost of establishment fall?—I think it falls upon the endowment fund, but that is a point upon which possibly you might ask those who work the Intermediate Act.

26,827. (Mr. Graham Wallas.) In the ordinary work of your office, when an official, for instance, takes his leave, do officials from other divisions take his work?—Sometimes. Sometimes the leave is taken at a time of the year when work is slack, so that there is no need to appoint a substitute.

26,828. But in a small office officials help each other?—That is so.

26,829. That is also true of the second division clerks?—Yes, as regards a particular clerk he is assisted by his division clerk, and when the head of a division goes away the first division clerk carries on the work of the department.

26,830. I want to refer to the temporary clerks appointed out of your lump sum. May I take it the temporary clerks when appointed generally hoped that they would be recommended to the abstractor class of the public service?—Yes, and before the abstractor class, they hoped to get on somehow or other.

26,831. They hoped for permanent public employment, and ultimately to be established?—Yes.

26,832. And that is still their view?—Yes.

26,833. Do you keep a waiting list of such applicants?—No. Our present policy is to discourage that class of clerk altogether.

26,834. I am not speaking necessarily of your own office, but offices for which you appoint the staff. Some of these have a large number of temporary clerks?—I think only one or two. I admit that in the Land Commission there is a large number.

26,835. Do you appoint them or do the Land Commission?—They appoint them, but, of course, subject to the formal assent of the Lord Lieutenant; but with regard to all these departments where the heads are allowed to appoint their own staff, the sanction of the Lord Lieutenant is purely formal.

26,836. Men wanting such temporary appointments, hoping them to become permanent, would naturally arm themselves with letters of recommendation?—Yes.

26,837. You have no female typists in your offices?—No. I don't think it was deliberately decided not to have them, but I don't think we have had any applications from women; but we should find it extremely inconvenient to employ female typists, because our buildings are limited, and public opinion in Ireland would insist on the segregation of the sexes.

26,838. You make very small use of women in the Civil Service generally?—Very small.

26,839. In the case of reformatory schools, you have one lady assistant inspector?—Yes.

26,840. Do you remember how she is paid in comparison with the man?—Yes, I do. The man assistant inspector who has held office for a considerable time is on a scale of 250*l.*, rising by annual increments to 500*l.* The Treasury refused to give the lady assistant inspector more than 250*l.* as her maximum.

26,841. You would recommend she should be given more?—Yes, I am pretty sure she should.

26,842. You believe her work to be equally valuable to that of the male assistant inspector?—At least. It is a new departure, but I think it has been more than justified by results.

26,843. I want to ask a question about the working of your system of Boards. You have given a list of the Boards. The Loan Fund Board, the Prisons Board, the Local Government Board, the Congested Districts Board, the Land Commission, with a variety of members from 20 down to 3. Do they meet as Boards?—The Commissioners of Intermediate Education certainly do; the National Education Board also. The Prisons Board, I believe, does meet, but I do not know to what extent. There is a broad distinction between a Board composed of a number of unpaid members, and a small body which is called a Board, but which has purely



17 February 1913.] The Right Hon. Sir JAMES B. DOUGHERTY, K.C.B., K.C.V.O.  
(Mr. W. P. J. CONNOLLY was in attendance.)

[Continued.]

administrative functions like the General Prisons Board.

26,844. Take the Local Government Board. Does that meet as a Board?—As I have said, I am quite ignorant of its deliberations.

26,845. When you receive recommendations from any one of these Boards you take it to be that of the Board, without inquiry as to whether the Board has met as a whole?—Oh, yes.

26,846. You do not raise the point whether there had been a quorum present, for instance?—No, I don't think we ever did that.

26,847. If one wants to know anything more one must go to the individual bodies?—Yes, that is so.

26,848. (Chairman.) Do you ever transfer to the Central office in the Castle any of the staff of these outside departments under your immediate control?—That is our frequent practice.

26,849. By such transfer it may happen that in time a man would get promotion?—Yes, as you see from the history of the office.

26,850. So they are by no means so isolated as I thought at first?—We naturally prefer men of whom we have had some experience in outside departments if we can get them, but the Treasury come in again on the question of salary.

26,851. Were you ever prevented from effecting transfers by reason of pay?—That difficulty regarding pay is ever present to our minds and has probably prevented us on occasions from making transfers we should otherwise have liked to make, but I cannot recall a particular case; but it is a fact we constantly keep before us.

26,852. (Sir Henry Primrose.) Your office is the only one in Ireland that has higher division men?—Not the only one.

26,853. Surely the Treasury would never object, provided the offices agree one to surrender and the other to take over a first division man or a second division man, on the question of salary?—I think they would.

26,854. It is a matter entirely between the two departments, especially with the second division, they are Service men and can be put anywhere?—But if we were to take a man of the second division, high up, who has earned nearly his maximum salary; it makes a great difference in our estimates compared with taking a man at the initial salary of a second division clerk.

26,855. (Sir Donald MacAlister.) A simple transfer does not raise the question of salary at all?—Not as regards the individual clerk.

26,856. It arises only on promotion to another grade?—Yes.

Mr. ARNOLD GRAVES, called and examined.

26,857. (Chairman.) You are the Secretary of the Charitable Donations and Bequests Board for Ireland?—Yes.

26,858. Who composes the Board, Mr. Graves?—There are 13 on the Board, and of these practically half are Protestant and half Catholic.

26,859. It is one of the Boards constituted on the principle of balancing Catholic and Protestant?—Yes. There are two secretaries, and when the Bill passed through the House of Commons in 1854 the Home Secretary gave an undertaking that one should be Protestant and another a Roman Catholic.

26,860. Your Board of 13, I notice, comprises some of the highest dignitaries in the island?—Yes. We have generally two archbishops, but the present Protestant archbishop, not being a robust man, asked to be excused, and the Church of Ireland is represented by the Bishop of Meath at present.

26,861. There are two archbishops, the Master of the Rolls, the Lord Chief Baron, and so on?—Yes.

26,862. Now under what statutory provision does your Board exist?—We exist under three Acts of Parliament. Under the 7 & 8 Victoria, chapter 97, the 30 & 31 Victoria, chapter 54, and the 34 & 35 Victoria, chapter 102. Then considerable additional powers are thrown upon us by the Educational Endowments (Ireland) Act, 1885, which gave us power to amend the scheme framed by the Educational Endowments (Ireland) Commissioners when their term of office came to an end.

26,863. From what source do you derive your funds?—We hold a great deal of the funds belonging to charities. We hold about 1,200,000*l.* for charities, and we administer them according to the trusts of the charity. Our expenses are paid out of the votes.

26,864. Parliamentary votes?—Yes.

26,865. They are not charged to the funds?—No.

26,866. Are the funds pooled—the income from all the funds, whether coming from Protestant or Catholic sources?—They all go into the one lump sum, and then we make a distinction between the different funds in our book-keeping. We hold 600,000*l.* or 700,000*l.* in Consols in accounts A and B, which are kept separately in our books.

26,867. For the purpose of administration and distribution of your funds, is the income pooled or not?—It is pooled.

26,868. So that in distributing the funds you do not distinguish between Protestant and Catholic?—We distribute the funds according to the terms of the trust. If, for example, a fund was for the Church of Ireland poor of a parish then the practice would be to administer it by the rector, and if it was for the

Catholic poor, the priest would be made the charitable administrator.

26,869. Then your answer to my question whether the income was pooled or not was made under a misunderstanding?—I did not comprehend your question.

26,870. You misunderstood my question in regard to the pooling?—Yes.

26,871. Altogether with what income do you deal, but first let me ask this question: Is your annual income, taking one year with another, pretty level?—It is very steadily increasing. I have been secretary for 28 years, and I think myself, from my recollection, that when I became secretary the funds were less than one third of what they are now. I see that in 1874 the stocks and securities held by the Board amounted to only 240,661*l.*

26,872. What annual sum have you to deal with?—I don't think I could answer that question without notice. We invest our funds in a very large number of different trustee securities. Formerly we used to invest almost entirely in Consols, but as Consols are not as popular now as they were some years ago we have not put much money in them of late, and we have money in different securities at different rates of interest.

26,873. Is the nature of the investment determined by the Board?—Entirely by the Board, and the Board, as a matter of practice, consult the trustees of the charities, or the local administrators. They do this as a rule, but not necessarily, and they ask them to suggest alternative trustee securities, and then make a selection.

26,874. Do you deal with one firm of brokers or several?—With one firm of brokers.

26,875. Although you are unable to tell me the exact amount of money you dealt with last year, could you give me anything approximate?—I know what our payments last year are, but payments out are not necessarily income, because we sometimes pay out capital. I know our payments exceeded 50,000*l.* last year.

26,876. What do you mean when you say you pay out capital?—Take, for example, a case when a rectory or a Presbyterian or Methodist chapel is sold. We make it a condition of giving consent to the sale that the purchase-money is lodged to our credit, and when we get the money, and having power to decide how it is to be applied, our usual practice is to pay it out for the purpose of erecting or buying a new rectory or chapel, and in that way a fair amount of capital goes out every year.

26,877. You have told us that in the last 35 or 40 years your capital fund has increased from 250,000*l.* to about 1,200,000*l.*?—Yes.



17 February 1913.]

Mr. ARNOLD GRAVES.

[Continued.]

26,878. From what source did the increase come—charitable people making bequests?—No. Trustees who hold funds hand them over to us under section 9 of 30 and 31 Victoria, cap. 54, which enables any trustee to transfer a charity fund to the Commissioners.

26,879. Therefore it is not that charitable bequests have increased 500 per cent.?—No. I think they have not increased at all. Trustees are naturally anxious to be relieved of responsibility, and it is for the interest of charities that their fund should be vested in us. Suppose, for example, there are three trustees of a charity, when two die all the trust remains in the hands of a surviving trustee, and if he dies there is a great danger of the trust being mixed up with his assets. Whereas, if the funds come to us they are in safe keeping, and the charity is saved the constantly recurring expense of appointing new trustees.

26,880. But the trust must be of a charitable description?—Yes.

26,881. Do you interpret the word "charity" in a wide sense?—Roughly speaking, almost anything for public purposes is a charity, such as a life boat, a parish pump, a hospital. Trinity College is a charity, a church is a charity, the representative church body is a charity. A parson is a charity.

26,882. Would a board of poor-law guardians be a charity?—I think not. I think a friendly society is held not to be a charity, because it is run on co-operative lines.

26,883. (*Mr. Boutwood.*) What governs your definition of charity in Ireland—is it the Act of Elizabeth?—The Act of Elizabeth and the Act of Charles I.

26,884. (*Chairman.*) Is the chairman, or members, of your Board paid?—No.

26,885. But you and your fellow secretary are paid officials?—We are paid officials.

26,886. Are you regarded as Civil servants?—Yes. We are entitled to pensions.

26,887. On the ordinary Civil Service scale?—Yes.

26,888. You have a small staff, Mr. Graves?—Very small.

26,889. I notice you suggest that it is too small?—I think we do suggest it is too small, but I don't propose to raise that point.

26,890. You have a clerk and book-keeper—is he a pensionable officer?—Yes; he is appointed on transfer from another office.

26,891. From the Chief Secretary's office?—Not necessarily from the Chief Secretary's. There was a departmental inquiry in 1874—Judge Longfield and Mr. Murray held the inquiry—and they recommended that an accountant should be appointed on transfer from another office. The reason of that was that he is dealing with a large sum of money. He is single-handed, and it was thought it would not be desirable to appoint an inexperienced clerk, and so the appointment has been made since then by transfer from another office.

26,892. It is noted on this statement that your present clerk was transferred from the Chief Secretary's office?—Yes.

26,893. Of course he was a salaried official?—Yes.

26,894. You say he works single-handed?—Yes.

26,895. He has an assistant clerk?—The assistant clerk has nothing to say to accounts. I think it is an undesirable thing that where there is such a large account there should be only one clerk. Of course one of the secretaries always works as financial secretary, and he exercises a check over the issues of finance, but he cannot check book-keeping. Personally I think it would be desirable, if there was a reorganisation of the department, that some arrangement could be made by which there should be some other clerk assisting in the keeping of books so as to have one clerk a check on the other. Not that I have not quite confidence in the present clerk, but as a matter of principle.

26,896. Have you in your own practice, Mr. Graves, found it necessary to have two secretaries—do you think if the religious considerations did not rule the business one secretary would be adequate to do all the secretarial work?—I think one secretary could do all the secretarial work, but of course if one did it, it would be necessary to have an additional clerk, because the secretaries do a great deal of writing, and if there were

only one secretary he would have to be relieved of anything in the nature of clerical work. Of course that would be a substantial saving of the Parliamentary vote.

26,897. Do you think it at all possible, having regard to the character of your Board, that anything like an allocation to deserving cases of one religion of funds contributed by another religion could be applied?—I don't think it could.

26,898. You have your accounts audited every year?—Yes, but I don't think that is the point. Really the question is one of establishing the confidence of the country in the Board. It seems a curious thing, but I know that when Mr. Sweetman was appointed joint secretary to the Board about three years ago, the question was raised as to the necessity for a Catholic and a Protestant secretary, and the matter was discussed at a Board meeting. The view of the members of the Board at which there were clergy of the different denominations present—I cannot remember exactly the number—was that the Board would not retain the confidence of the country if they had not a Protestant and a Catholic secretary.

26,899. If, for instance, the Government of the day were to pass an Act establishing a public trustee in Ireland, and making him responsible for the administration of all these trust funds, would the public consider of moment whether the public trustee was a Catholic or a Protestant?—We do a great deal of other work besides administering this money. We are like a small Court of Chancery for trustees for charitable purposes, and we can do for them for nothing what ordinary people would have to go to law over and pay lawyers. We can draft schemes and authorise leases, sales and so on, and we do a great deal of other work besides the work of a public trustee.

26,900. Have the orders you make got to be verified or approved by any judicial authority?—No.

26,901. Then do you submit orders to your legal advisers in every case?—The secretaries are both barristers, and must be barristers, and are supposed to be able to look after the law.

26,902. Are you both practising barristers?—No. We were practising barristers, but we are not now. We are appointed under schedule B, and we are supposed to have the qualification of practising barristers. We are therefore expected to assist the Board in matters of that kind, to see that their orders are carried out in a proper legal way.

26,903. Have you ever had litigation with people who brought you into court?—No, not as defendants.

26,904. (*Mr. Boutwood.*) Is there any appeal from your schemes?—No. We have two sets of schemes. One are orders amending schemes framed by the Endowed Schools Commission. Then there are schemes framed under 34 and 35 Victoria, chapter 102, similar to the schemes framed by the Charity Commissioners in England, and in neither case is there any appeal from our orders.

26,905. (*Sir Donald MacAlister.*) Are the schemes laid before Parliament?—No.

26,906. (*Mr. Graham Wallis.*) Has there been any such transference of the educational work of your body to an educational body such as has taken place in England?—No.

26,907. A large part of your work is educational?—A good deal is educational.

26,908. With regard to the work in the office, how is it divided?—I take anything that is educational, and so far as religion is concerned we don't draw any distinctions. I take just as many Catholic cases as my brother secretary. We take them quite indiscriminately, but of course, if the question arose of a moot point of religion, we should consider ourselves bound to consult the secretary of the other religious denomination.

26,909. Then if the two of you disagree there is no appeal from you except to the Board?—We are not supposed to have any authority except through the Board. We don't make orders. It is the Board makes the orders.

26,910. The Board must always have your recommendations before it when it meets?—Quite so.

17 February 1913.]

Mr. ARNOLD GRAVES.

[Continued.]

26,911. Supposing you disagree on some question which is not religious, as to what recommendations should be laid before the Board, what procedure would be taken?—As a matter of fact it has not occurred in my time. We have always worked perfectly harmoniously. I have no recollection of any case in which there was a difference of opinion before the Board, but I take it what would happen would be that the Board would hear both secretaries.

26,912. Is it the case that during the whole period of yourself and your colleague there never was a case where you have taken different views?—Never.

26,913. Your views on all the administrative questions coming before you are identical?—If I take up a case my brother secretary leaves it in my hands. If he takes a case up I leave it in his hands. It is only in the case of his asking my assistance that I should become acquainted with the details of his case.

26,914. When a matter is laid before the Board you don't know anything about the recommendations of your colleague till it appears?—Unless he consults me. My present colleague has only been there in office a short time, and he consults me in cases of importance, because his experience is limited.

26,915. (*Chairman.*) So that the Catholic secretary may deal with a Protestant matter, and the Protestant with a Catholic matter without any objection on the part of one or the other?—Yes.

26,916. So that common sense redresses the extravagance of sectarian suspicion?—That is so. As a matter of fact a point of religion hardly ever arises.

26,917. Then how do you decide as to who should take the cases?—It just depends on the state of the business. If my list is full and my brother secretary's list is not full, he takes up the cases.

26,918. He goes on and takes the next ten cases, say?—Yes.

26,919. How often does the Board meet?—Once a week during the law sittings.

26,920. What is a quorum of the Board?—A quorum is three.

26,921. Do you always obtain a quorum?—I suppose we have about three failures in the year.

26,922. Who appoints your officials as clerk and book-keeper, and assistant clerk. All appointments ought to be made under section 7 of 7 and 8 Victoria, chapter 67, which provides that appointments should be made by the Lord Lieutenant.

26,923. Do you send in recommendations in these cases?—No. As a matter of fact, if I take the staff right through, I can tell you how they are appointed. The two secretaries were appointed by the Lord Lieutenant, the accountant was appointed by the Lord Lieutenant on transfer. We have one assistant clerk. He was originally an allowance to the secretaries for clerical assistance. He became an excellent official and became necessary to us, and the Board applied to the Treasury to have him put on the permanent staff. The Treasury after considerable hesitation appointed him as assistant clerk.

26,924. (*Mr. Graham Wallas.*) It is not unusual in Ireland where there is a vacancy for a permanent clerkship, that a temporary clerk can be found in that office?—Oh, yes.

26,925. (*Mr. Boutwood.*) Do you pay income tax on your endowments?—Charities don't pay income tax in Ireland. Where it is a case of dividends, the income tax is stopped in the first instance, but we recover it periodically. We have not a large staff, and cannot afford to recover it every year, so we recover it every third year, and then remit it to the administrators. Income tax is not deducted from Consols.

26,926. How many schemes and orders of different sorts do you make on an average?—I should say probably half a dozen schemes under the Educational Endowments Act, perhaps half a dozen others, I should think not more, and about 440 orders in the year.

26,927. Then virtually you and your brother secretary do those things yourselves I suppose?—What do you mean?

26,928. In this statement we have a clerk who is a book-keeper, and an assistant clerk—who actually drafts

the scheme?—I draft it, or else I dictate it to the typist, but the Board makes the order.

26,929. In making your schemes are you subject to any sort of limitation or can you do just what you like?—With regard to the schemes framed under the Educational Endowments Act, 1885, they must be under the Act, and there must be nothing in our schemes contrary to the Act, and they must be made on the application of the governors.

26,930. Then have you to make a scheme for eleemosynary charities?—Yes, but for eleemosynary charities our schemes must be *cy pres*.

26,931. Is it under the statute?—Yes, under section 6 of 34 and 35 Victoria, chapter 102, it is provided that whenever there shall be any charitable donation or bequest not exceeding in amount the sum of 300*l.*, or any case in which there shall be payable for a charitable or pious purpose an annual sum not exceeding 30*l.*, and it shall be found unlawful or impracticable to apply the same according to the direction or intention of the donors, it shall be lawful for the Commissioners to apply or to order and direct the application of the sum by the trustees in whom the same may be vested, or the person or persons whose duty it shall be to pay the same to such charitable or pious uses as they shall judge to be best having regard to the directions and intentions of the donor. So that we cannot work our wicked will, as we must apply the funds *cy pres*.

26,932. Where do you get your definition of charity from? As far as I understand, the English position is this, that there is no formal definition of charity in the English law, but there is a preamble in the Act of Elizabeth, and that preamble is regulative?—It is exactly the same in Ireland as in England.

26,933. (*Chairman.*) Who takes the place of the clerk and book-keeper when he goes on his leave?—No one, his books are closed.

26,934. Does he get a fair amount of leave in the year?—He gets six weeks.

26,935. And you don't find any inconvenience?—He manages to keep his books very well.

26,936. Who audits these books?—The Local Government Board.

26,937. (*Sir Donald MacAlister.*) You say his books are closed, and yet he manages to keep them in shipshape?—Well, there is no entry made in his absence.

26,938. Do you present a report to Parliament every year?—Yes.

26,939. Does it go through the Lord Lieutenant and the Chief Secretary?—It goes to the King. Our commissioners are appointed by the King. I think we are the only Board in Ireland in which the commissioners are appointed by the King. The report goes to the King, and we send copies to the Houses of Parliament. As a matter of courtesy we send them to the Lord Lieutenant. As a matter of fact, although it is ancient history now, when the first Charity Act for Ireland was passed, it was the contentious measure of the session, as it was thought that we were going to oppress Catholic charities. It was found necessary to establish confidence in the country by showing there would be no Castle jobbery, and accordingly, I believe, the appointments were made by the King.

26,940. When you say you send your report to the King, is it through the Home Office in London?—Yes.

26,941. And not through the Chief Secretary's office in Dublin?—As a matter of fact, except appointing the commissioners, the Home Office and the King do not interfere at all. All our other communications are with the Chief Secretary and the Lord Lieutenant. Even our communications with the Treasury have to be communicated through the Chief Secretary.

26,942. Then you are not independent of the Treasury?—Oh, no, we are not.

26,943. And you are not independent of the Chief Secretary's office?—Not entirely. I take it, as a matter of course, the Lord Lieutenant nominates the commissioners to the King.

26,944. Through what channel would the Lord Lieutenant's suggestion as regards the appointment of a commissioner get to the King—is it through the Secretary of State to the Home Department?—Oh, no; through the Lord Lieutenant.

17 February 1913.]

Mr. ARNOLD GRAVES.

[Continued.]

26,945. Direct to the King?—I don't know what the Lord Lieutenant would do. I know I have been communicated with myself, personally, on the subject, and have interviewed an Under-Secretary on the subject. I have been consulted as to names, and my Commissioners have occasionally been asked to suggest names to the Lord Lieutenant, but, as a rule, the appointments are made without consulting the Commissioners.

26,946. And the machinery for the suggestion of an appointment would be the machinery of the Home Office?—Yes.

26,947. Have you any other relations with the Chief Secretary's office than those I have mentioned—I understand your relations are to send your annual report out of courtesy to the Chief Secretary's office for the Lord Lieutenant, and that communications with regard to the appointments on the staff go through the Chief Secretary's office?—Yes.

26,948. Are there any other relations?—I think not. We are only an administrative body, so far as paying interest on the funds in our hands. Our work is mainly judicial, framing schemes, and making orders, and that being so we are left largely in an independent position.

26,949. I notice that as regards the Chief Secretary's office, it is mentioned that there are certain bodies which were in a certain sense under the jurisdiction of the finance division of that office?—We are.

26,950. You come under that?—Yes.

26,951. So that you only come into the Chief Secretary's office in regard to the vote for the expenses of your department?—I think so.

26,952. And as secretary you have not had any other occasion, as it were, to consult the Chief Secretary's department, or refer matters to it?—No, and I have been there over 28 years.

26,953. Is there any other body or department in Dublin which performs similar functions to your Board?—I don't know what you mean by similar.

26,954. Educational endowments?—The Educational Endowments Commissioners, yes, they do perform some similar functions.

26,955. I presume they have to make schemes?—No, they don't make schemes. They can't make schemes. When they want to have schemes framed for their schools they have got to come to us and we frame them. We have framed several schemes for them.

26,956. They carry on the administration of schemes which you must frame or vary?—Yes.

26,957. Hospitals and charities is another department I observe which is under the accountant's department of the Chief Secretary's office—a service which is apparently under the Chief Secretary's department, because there is a vote for its administration—is that anything like yours?—That could not be our vote.

26,958. It seems to be another department—the word "charities" occurring in it made me ask whether there are other organisations in Dublin performing functions similar to yours?—I think there is some Government grant to the Dublin hospitals, but I am not quite sure.

26,959. "Miscellaneous, charitable, and other allowances, 16,883*l.*," that has nothing to do with your charity?—Nothing to do with us. I rather think there is some Government grant to the Dublin hospitals.

26,960. But it is not one of the things you administer?—No.

26,961. Supposing it were decided on grounds of economy or simplification of organisation to diminish the number of separate individual Boards in Ireland, have you any idea as to what your particular department might be most suitably combined with?—I can't say: I should not like to answer that question off-hand. I have not given it consideration, and this is a very important Commission, and I should not like to give a casual reply to such an important question. If you wish me to consider the matter at leisure and write to you on the subject I shall be prepared to do so.

26,962. It is one of the questions we shall have to consider, and any assistance from an expert will be very valuable to individual members, at least, of the

Commission?—Do you wish me to write you on the subject?

26,963. If you have any views on the subject you wish to put before us I shall be very grateful. With regard to the educational bequests that you have, I understand as far as they are concerned that almost half of your work in framing the schemes is devoted to educational endowment?—Yes.

26,964. Do you come in contact with any other educational bodies in Ireland on that?—No.

26,965. National?—As a matter of fact if I am drafting a scheme affecting primary schools, my practice is to communicate with the secretary of the National Board, and ask him to consult his inspector in connection with the district where the school is, and ask for his report on the subject and his suggestions. That assists me very much, but I am not in any way obliged to do this. It is only for the purpose of assisting myself in arriving at the right conclusion and getting the best information. In the same manner, if I am drafting a scheme for an intermediate school, I have on many occasions consulted Mr. Brady or Mr. Johnston, the Assistant Commissioners of the Intermediate Education Board.

26,966. That illustrates, I think you will see, the point I was trying to make. You have to make an educational scheme for a particular locality, and in order to administer the endowment properly, as you have no inspectors, and no means of ascertaining the local conditions or checking what may be reported, you have to depend on another Board to give you any information they may choose to give you?—Yes.

26,967. And you are perfectly free to use it or not?—Yes.

26,968. There is no co-ordination, except what happens by courteous collaboration of a different department?—No. The difficulty of transferring our power of framing schemes, we will say, to another Board, would be this: You have not got one educational department here in Ireland as you have in England. In England you have an education department which takes charge of primary and, to a large extent, of intermediate education, and therefore that is a Board which can frame any educational scheme. Here, in Ireland, you have got the Commissioners of National Education; you have got the Commissioners of Intermediate Education, and you have got the Agricultural Department, and there is no co-ordination between them. Therefore if you were to transfer our powers of framing schemes to someone else, you would have to split it up into three.

26,969. They might draft schemes, even if there was a quasi-judicial body like yours to approve of them?—That is so.

26,970. Having the means of getting local knowledge they might draft schemes for judicial approval?—Yes.

26,971. And, perhaps, they have better means of getting to know what is wanted on the spot?—I agree with you that they would have a better knowledge of educational requirements of the country than we would have, and if there was a single education department for Ireland I should be very glad to see that power of framing schemes handed over to them. But then, of course, that would not get rid of the ordinary schemes for charities—non-educational charities. I am speaking only of education, because there are so many and diverse educational authorities in Ireland. I was trying to speculate how they might be co-ordinated.

26,972. (Mr. Graham Wallas.) Have you power to hold local inquiries?—No, we have not, and we ought to have the power. Frequently cases come before us, and we have simply got to say, "We can't deal with this question because we can't examine witnesses on oath." There is a difference of evidence—one man says one thing and another another, and we have simply got to let it slide.

26,973. You have to form a rather mechanical rule, and anything you give for the benefit of the poor with out distinction is divided between the two clergymen?—We don't divide it between them. We send it to them as joint administrators.

26,974. So that if there is anybody in the village who has not made up his mind as to which body he belongs, or who belongs to some third body, he would be

17 February 1913.]

Mr. ARNOLD GRAVES.

[Continued.]

included?—In the north of Ireland, where there are a considerable number of Presbyterians, we sometimes join the Presbyterian minister, but it is not a general practice.

26,975. (*Chairman.*) You have had a very considerable experience during the time you have been secretary of this body, and as a result of your experience are you satisfied that the actual working of your Board is, in fact, an illustration of the amicable relations of Catholic and Protestant in business matters, and that the suspicion pointing the other way, which traditional prejudice in Ireland conjures up, is, in fact, a baseless suspicion?—Absolutely, and I have been secretary to the Board for 28 years. I may mention that we have power to appoint religious committees but we have never done it. It has never been found necessary.

Sir WILLIAM THOMPSON, called and examined. Mr. G. A. NEWNHAM was in attendance.

26,978. (*Chairman.*) Sir William Thompson, you are Registrar-General?—Yes.

26,979. Will you kindly give us a sketch of the organisation at work for the registration of statistics in Ireland. Please begin with the local unit of area, and work up to your central office?—For births, deaths, and for Catholic marriages the area corresponds to the dispensary district and the dispensary doctors (I might say 99 per cent. of them) are the local registrars. The dispensary districts of each Union are grouped into one area, and the clerk of the Union is our superintendent-registrar. Well then, for other marriages the areas are different, they correspond to the Unions themselves. The system of registration is this: the local registrar attends on certain days in the week, depending upon the density of the population. In a city like Belfast they would probably attend the office every day, and in rural districts once or twice a week. At the end of the quarter they bring their registration books to the superintendent-registrar who examines the books. The registrar makes copies, and the superintendent examines these and sends them to my office. They are then checked again in my office. There are usually two or three men set apart for examining these so as to find out from the beginning any discrepancies, as often a slight discrepancy arises. The person giving the information may not be the legal person. The statute provides that certain people will be the informants, and if these copies are found to be wrong communication is at once set up with the registrar.

26,980. You have thus brought the books locally compiled into your office. Are all the materials you have got to work on, these books that have been sent to you by the local registrar?—Yes.

26,981. Are there any others?—These are our only records.

26,982. I want to know the character of the information which reaches your office from the local areas. Superintendents or the dispensary doctors deal with births, marriages and deaths, and with nothing else?—Yes.

26,983. Do you get from them any details of sickness?—No, we don't deal with sickness at all—only the death returns and the birth returns, and also we get returns from the registrar of marriages.

26,984. How is your office organised to deal with the mass of information which reaches you?—The office is divided into three sections. One section is the Administrative Branch. That deals with all the correspondence and the appointment of registrars, and all general questions of administration, especially dealing with marriages. Our marriage Acts are very complicated, and the correspondence concerning the marriage acts is dealt with in that department.

26,985. That department deals with all questions of administration, and all interpretations of Acts?—Yes.

26,985A. What are the other departments?—Another department is the Records Department. All those records sent up from the superintendent-registrars and the registrars of marriages are kept there and examined. They are sent in quarterly, and there is a very full index made from these, so that later on the public can come in and consult the index.

26,976. Don't you find that the common sense of Catholic and Protestant, when they come together to discuss a matter of business, always asserts itself, and that these religious animosities and sectarian prejudices do not enter into ordinary work of business life?—I don't like to speak outside my experience, but speaking from my experience I entirely agree with you, and certainly, so far as my Board is concerned, I have never seen the faintest suspicion of anything like that.

26,977. The public, I fancy, believe that the Protestant secretary only deals with Protestant matters, and the Catholic secretary with Catholic matters, while as a matter of fact they are dealt with indiscriminately by both secretaries as common sense business men, without regard to one creed or another, would deal with them?—That is so.

26,986. Are the original documents sent up to you for preservation?—We don't get the original documents. The original documents are kept in the local Unions, in each of which we have an office and strong-room. We only get certified copies.

26,987. Certified copies prepared on the spot locally?—Yes, and sent on to us by the superintendent.

26,988. When you get these documents you prepare an index?—Yes.

26,989. So that the public can with ease consult it and find out what they want to know?—Yes.

26,990. What is the third department?—The third department is the Statistical Branch. That deals with the tabulation and classification of the causes of death. All the death returns are dealt with in that department. All the medical certificates of death are examined. Periodical returns are published from that branch, the most important of which is the annual report.

26,991. You work up the materials into all these various statistical forms which are published for general information, and they furnish the basis of your annual report?—Yes.

26,992. Do you furnish any other report except such as is based upon these registers of births, marriages, and deaths?—We also furnish an emigration report, and then we also furnish a report on judicial statistics.

26,993. From what source do you get the information for the emigration report?—In different ports where emigrants leave, the constabulary act as our emigration enumerators, and we get returns weekly and then monthly, and publish monthly returns; at the end of the year we publish yearly returns.

26,994. That return shows the number of people who leave the country by emigration?—Yes.

26,995. Does it state the countries to which they emigrate?—Yes.

26,996. And gives details of men, women, and children?—Yes.

26,997. Does it give details of religion?—Yes, we get that, but we don't publish it. It is for private information.

26,998. And the locality from which the emigrants come?—Yes.

26,999. Do you get similar returns regarding immigrants coming into the country?—No, that is just our weak point. We have a complete system as regards emigration, but as regards immigration we have got none.

27,000. Is there any intention of enlarging your operations in that direction?—Well, I have been pressing it because it is important in estimating our population. We have the number of births and the number of deaths and the number of emigrants, and from these we estimate the population annually. We would estimate it nearer the mark if we had a return of immigrants. But, as a matter of fact, last census (1911) for the whole country, we were less than 25,000 out in our estimate.

27,001. Would that information as to immigrants be of any use except in regard to making more accurate your estimate of the population?—It would, in my opinion, from a public health point of view, in this way. Quite a lot of sick people are deported, especially

17 February 1913.] Sir WILLIAM THOMPSON. (Mr. G. A. NEWNHAM was in attendance.) [Continued.]

- from the United States and Canada, and if a return was made of these saying they were deported, to this country say, for tuberculosis—which the majority of them are—they could be traced.
- 27,002. If you don't wish to answer this question, please don't answer. Do the police keep a record of the immigrants landing in the country?—Not that I am aware of.
- 27,003. Besides your report on emigration and your series of reports with regard to births, marriages, and deaths, you publish no reports, I understand, regarding statistics of health?—No.
- 27,004. Do you publish any other reports?—We do, a judicial report.
- 27,005. What is the meaning of that?—From returns furnished to us from the Chief Secretary's office we prepare a report of judicial statistics, civil and criminal. Certain returns are sent to us, and we report on them.
- 27,006. What is the character of the returns sent to you by the Chief Secretary's office. For example, are they statistics of the gaol population?—Some of them deal with the gaol population, others with bankruptcy, and others with the number of cases heard in different courts. They are, roughly speaking, divided into civil and criminal cases.
- 27,007. Am I right in thinking you deal with these in a different way from the other statistics which reach you from your own organisation?—Yes.
- 27,008. The Chief Secretary's office makes use of you as a statistician to prepare tables and make inferences from certain figures which they send you?—Yes.
- 27,009. And these figures are so diverse as statistics of gaol population, bankruptcy, and other judicial figures?—Yes.
- 27,010. So that you fulfil more than one function?—Yes, in preparing that report we do.
- 27,011. You are not only Registrar-General of births, marriages, and deaths, etc., but you are also statistician to the Irish Government?—Yes; and in addition we publish annual returns about vaccination.
- 27,012. From whom do you get materials for the vaccination reports?—From our registrars.
- 27,013. Then, do you control the vaccination operations?—No, we only get returns. The Local Government Board control the operations.
- 27,014. You tabulate these returns?—Yes, we tabulate the returns.
- 27,015. Do you publish the annual report on them?—Yes.
- 27,016. Do you publish periodical reports as well as an annual report?—Every ten years we publish what is called a decennial report.
- 27,017. But do you publish reports at shorter intervals?—Yes, we publish weekly reports, monthly reports, and quarterly reports.
- 27,018. On what?—We publish weekly reports of births and deaths in the principal urban districts.
- 27,019. Now we come to the office establishment shown in page 44. You are Registrar-General?—Yes.
- 27,020. When were you appointed?—I was appointed on 1st December 1909.
- 27,021. Under what method?—I was appointed by the Lord Lieutenant—by warrant of the Lord Lieutenant.
- 27,022. Do you hold directly under the Crown?—Yes. If, as I presume it does, in this country the Lord Lieutenant's warrant corresponds to that of the Crown in England.
- 27,023. Are you under section 4 of the Superannuation Act?—Yes, section 4 of the Act.
- 27,024. Do you get an addition of years to your pensionable service?—No.
- 27,025. Previous to your appointment you were in medical practice in Dublin?—Yes. I was clinical physician to one of the hospitals, and consulting physician to other places.
- 27,026. You were an independent medical practitioner?—Yes.
- 27,027. Well, then, the secretary (Group I.)—he was appointed under section 7—when was he appointed?—He was appointed in April 1909.
- 27,028. What was he before his appointment?—He was a solicitor, a practising solicitor.
- 27,029. So he was brought into the Government service from outside?—Yes.
- 27,030. (Sir Henry Primrose.) Any special qualifications?—No, the ordinary legal qualifications.
- 27,031. (Chairman.) To whom did he succeed in the post?—He succeeded Mr. O'Connor, who had been appointed, but who contracted typhoid fever and never took up his post.
- 27,032. Mr. O'Connor never joined?—No.
- 27,033. Then who had held the post before the present incumbent?—Mr. Kelly.
- 27,034. Did he hold it for long?—For a comparatively short time—about three years.
- 27,035. Had he been previously in the Government service?—He had been in the office.
- 27,036. He was promoted in the office?—Yes.
- 27,037. Was there no officer in the office fit for this post, that a gentleman from outside was brought in?—Well, the appointment was made before I came into office.
- 27,038. If you don't wish to speak about it I will not press you. What I wish to know is whether the vacancy might not have been effectively filled by promotion in the office; whether it was absolutely necessary to bring a man in from outside?—I scarcely feel able to answer that question—my predecessor was in office at the time.
- 27,039. Then you have a Medical Superintendent of Statistics—has he held the appointment long?—He has 13 years' service.
- 27,040. Is he a qualified medical man?—Yes, a qualified medical man.
- 27,041. Is he a whole time officer?—Yes, a whole time officer.
- 27,042. Then the Index Compiler?—That is a survival of an obsolete class. He is the only one in the office, and on his retirement in a few years his place will not be filled up.
- 27,043. Then you come to Group V. There are two superintendents, two minor staff clerks, and one minor staff clerk. What is the business of each superintendent?—Each superintendent is in charge of a different section. One superintendent is in charge of the Administrative Branch, the other of the Record Branch, and Dr. Falkiner is in charge of the Vital Statistics Branch.
- 27,044. Who is Dr. Falkiner?—He is the superintendent of the Vital Statistics.
- 27,045. That is the gentleman we have been talking about?—Yes.
- 27,046. He supervises medical statistics?—Yes, and the issue of all the reports.
- 27,047. One superintendent has control of the Administrative Branch?—Yes, and the other has control of the Record Branch.
- 27,048. Then the minor staff clerk: He supervises the second division clerks, does he?—He is assistant to the superintendent. The old division was superintendent and deputy-superintendent. Then there was some change made, and the name was changed to minor staff officer.
- 27,049. You have 14 second division clerks?—Yes.
- 27,050. And they all came in by open competition with the exception of one, who was appointed after a qualifying examination?—Yes.
- 27,051. I suppose he is an old officer?—He was abstractor, and was promoted from being an abstractor.
- 27,052. That is in regular order?—Yes.
- 27,053. You have five assistant clerks?—Yes.
- 27,054. How did they get in—did they pass an examination?—Open competition.
- 27,055. From among whom?—From outside.
- 27,056. You have no boy clerks?—We have no boy clerks.
- 27,057. Then, I suppose, these assistant clerks must have been recruited from outside?—From outside.
- 27,058. What style of examination did they pass?—It is the competitive examination for the assistant clerks (abstractor) class.
- 27,059. Was it held by the Civil Service Commissioners, or by a local body in Dublin?—It was held by



17 February 1913.] Sir WILLIAM THOMPSON. (Mr. G. A. NEWNHAM was in attendance.) [Continued.]

the Civil Service Commissioners. It is a class of examination held like the second division clerks' examination, but different.

27,060. Are they all Irishmen, or are there any Englishmen?—Not among the assistant clerks,

27,061. They may have been recruited in England from Irish boy clerks. There are many Irish boy clerks in London—they may have been recruited there and sent over there?—I don't think any of our staff were in England.

27,062. Have you got a contented staff?—Personally our relations are very cordial.

27,063. I do not doubt that, but are your clerks satisfied with their position?—They handed me a statement sent into the Commission, from which it would appear, as regards the administration of the office, they are not satisfied.

27,064. What is the ground of their dissatisfaction?—Well, I have the statement before me, and in paragraph 3 they say—

27,065. What class of clerks present this memorial?—Second division clerks. They say: "The work in which we are engaged is, we submit, of a specially important character and requires knowledge of a highly technical and specialised order. The complex Registration Acts, especially those relating to marriage, with the many books of regulations, rules, etc., issued under these Acts, are very intricate and indeed even puzzling. It requires a keen intellect and great attention to detail to administer these Acts accurately and efficiently." Well, that is really far-fetched, because as a matter of fact they have nothing to do with the administration. It is the superintendents or their deputies and the secretary and myself who deal with administration.

27,066. Do these second division clerks get their promotion to the position of minor staff clerks?—Yes, and go on to superintendents and inspectors.

27,067. You have two superintendents here. Were those two formerly second division clerks?—Yes.

27,068. And the two minor staff clerks were second division clerks?—Yes.

27,069. And the one minor staff clerk—was he a second division man?—Yes, and our inspector was also of the second division.

27,070. So that you have five higher appointments for 14?—As a matter of fact, six—the inspector comes down in Group IX. He was a second division clerk also.

27,071. So that in your judgment there is a fair run of promotion for them?—Yes.

27,072. I notice here you have no Class I. men—your secretary is a Class I. man, but he did not pass in by competitive examination?—No.

27,073. Do you think you want in your office the intellectual qualifications which passing the Class I. examination is supposed to give?—I don't think so in my office.

27,074. You think you are satisfactorily staffed?—Yes, satisfactorily officered. I might say, perhaps, we are an exceptional case. All our second division men have comparatively short service. The senior man has just under 12 years.

27,075. They have got fairly rapid promotion in their grade?—Yes, they have in their grade.

27,076. What pay is the senior man of all drawing—the senior second division clerk?—He is drawing 170*l.*

27,077. He has got a long run before him yet, hasn't he?—Yes, 130*l.*

27,078. (Sir Henry Primrose.) How is it he got to that in 12 years?—He got a special increment.

27,079. (Chairman.) When they get up to the maximum of 200*l.* will they not be able to go on to 300*l.*?—Yes, they will go directly on to 300*l.*

27,080. And the highest, the most senior of them, has only got 170*l.* yet?—That is so.

27,081. He has got a long run before him?—Yes.

27,082. He got his increments of 10*l.*?—Yes.

27,083. Will the 200*l.* to 300*l.* men get increments of 10*l.* or 15*l.*?—10*l.*

27,084. (Sir Donald MacAlister.) As to the second division clerks, their grievance seems to be that none of them recently has been appointed Registrar-General or

Secretary or Superintendent?—Well, there are two superintendents who were second division clerks.

27,085. They say here, "Lately the three most important of these posts have been filled from outside the office and this has affected us in two ways. It reduced our prospects of promotion very materially," and so on. I take it these posts had been filled up from outside?—I might point out, the office is constituted as it was when the signatories joined it.

27,086. In your opinion is there anything very substantial in these alleged grievances?—No.

27,087. (Mr. Boutwood.) What is the meaning of that paragraph—"Lately the three most important of these posts have been filled from outside"?—I came from outside; the Secretary has been brought in from outside; and the Medical Superintendent of Statistics has been brought in from outside.

27,088. (Sir Donald MacAlister.) These were all professional men, such as can be got only from outside?—Yes, professional men.

27,089. (Chairman.) Am I to understand that the secretary must necessarily be a lawyer?—Not necessarily.

27,090. The present secretary is a lawyer?—He is.

27,091. Do the duties of secretary make it desirable that he should have experience as a solicitor?—Some of the laws, such as the marriage laws, are so complicated that it is considered better to have a legal man in the office.

27,092. Is he the only person of legal experience in the office?—That is all.

27,093. Then, in a sense, there was a justification that he should have professional experience?—Yes; prior to this arrangement frequent reference was necessary to the law officers of the Crown. These complex marriage questions are constantly cropping up.

27,094. And the Superintendent of Medical Statistics must be a medical man?—Yes, he must, necessarily.

27,095. And as the work of the Registrar-General is largely medical, isn't it desirable he should have medical experience?—In Ireland the Registrar-General has nearly always been a medical man.

27,096. So that whenever these three posts have been filled up otherwise than by second division clerks, there are substantial reasons for appointing from outside?—Yes.

27,097. (Sir Henry Primrose.) Was there any particular reason why these three deputy-superintendentships, which they mention further on, and which in future are to be minor staff clerkships, should not have been given, or some one of them, to a second division clerk?—The positions are all held by second division clerks.

(Sir Donald MacAlister.) It is the name that has been abolished, not the office.

27,098. (Sir Henry Primrose.) There are five of these—two superintendents, two minor staff clerks, and one minor staff clerk, and they were all added to Schedule B—you have got them in this return. I don't quite understand that; who are these five gentlemen?—They were second division clerks.

27,099. Then that is all right?—All the higher positions in the office are filled by second division clerks, except that of the Registrar-General, the Secretary, and the Medical Superintendent of Statistics.

(Sir Henry Primrose.) They seem to imply these men also had been brought in from outside.

27,100. (Sir Donald MacAlister.) It is suggested that three higher posts were abolished, viz., the deputy-superintendents. These offices were then called minor staff clerkships, and filled by second division clerks?—Yes; that applies to the whole Service generally, and not to this office in particular.

27,101. (Sir Henry Primrose.) You mentioned that you have finished the business of the census. During that time you had a large number of temporary clerks brought in?—We had; it is necessary at each census to bring in a large temporary staff.

27,102. How were they appointed?—They were appointed first by nomination of the Lord Lieutenant—that is the male and female clerks—and then a competitive examination was held by the Civil Service Commissioners. The boy clerks were appointed simply by



17 February 1913.] SIR WILLIAM THOMPSON. (Mr. G. A. NEWNHAM was in attendance.) [Continued.]

open competition. The male and female clerks were certificated after the passing of their examination, the boy clerks were not.

27,103. The certificates they were given by the Civil Service Commissioners—did they certify them merely for that particular employment?—Merely for that particular employment.

27,104. They were not certified as boy clerks in the Service, only as boy clerks for that particular purpose?—Yes, for that particular purpose.

(The Secretary.) Their proper title is boy assistants—not boy clerks.

27,105. (Sir Henry Primrose.) What has happened to all these people?—As the work neared completion they were dispensed with. I have made a return on that. We dealt altogether with 67 men clerks. Out of that places were got for 55, and I returned the other day to the Labour Exchange, when they asked me, the names of six of these assistants, and they could only get two of them, the other four had probably got employment.

27,106. These 55 that have got other places, have they had a further examination or only the certificate?—Some have entered the Civil Service by competitive examination. Some of them have become abstractors.

27,107. Having passed an examination and been certified for a special service, viz., the Census service, have they now, some of them, got into the public service permanently, simply on the strength of that examination?—Well, quite a number of them got into the Insurance Commissioners' office and the Labour Exchange, and some of them have, I think, got permanently placed, but it is expected that the majority of them will get permanently placed.

27,108. Probably those who have gone into the Insurance have only been taken on temporarily?—Only temporarily for the present.

27,109. And very likely the same for the Labour Exchange?—The same for the Labour Exchange.

27,110. How many women clerks had you for the census?—We had 15 such posts—we dealt with 18 persons, and out of that 18 we know 12 have got placed since.

27,111. Also with the Insurance?—Yes, Labour Exchange and National Insurance took the greatest part of them.

27,112. Do you find their work satisfactory?—Very satisfactory.

27,113. What kind of work do you put them on?—Work on the census means picking out certain information from certain schedules or from certain returns. The work is divided into different sections such as ages, education, religion, etc. After this material is extracted statistical tables are compiled.

27,114. Do you find them quick at that sort of work?—Yes.

27,115. And your men were doing the same work?—The same work.

27,116. Was there any marked difference between the work of the men and the women?—I don't think so.

27,117. You didn't find the women quicker than the men, or the other way?—No, I don't think so. I think they were about equal.

27,118. (Chairman.) Do you find the women easier to deal with or more difficult?—Well, I must say we did not find any of the staff difficult to deal with. They were a very satisfactory staff.

27,119. (Sir Henry Primrose.) They were not brought from other parts of the country?—Probably 90 per cent. of the staff were Dublin people.

27,120. (Chairman.) Were the women young or old?—The age limit is from 18 to 30. The average age was about 20 to 24. I issued a memorandum to all candidates for census clerkships in which it is specially mentioned that the work is of a temporary nature during a special period, and at the bottom it says that it is to be distinctly understood that the business of the Census Commission is of a temporary character, and the number of clerks and task workers will be gradually reduced as the work progresses; but, as far as possible, I arranged that the staff should not be so large as at former censuses, so as to give them a longer time to work.

27,121. What rates of pay had the lady clerks?—The lady clerks had the same as the men clerks, 4s. a day, or 24s. a week. They could go up to 5, 6, or 7s. per day, but only in exceptional cases. The great bulk of them had 4s.

27,122. The rate is the same for men and women clerks?—Exactly the same.

27,123. What do you pay a woman superintendent?—I gave her the highest pay we could, 7s. a day.

27,124. Did she appear to be a person of higher age?—Yes. She had been connected with the two previous censuses. This was her third census.

27,125. Do the women work separately from the men?—Yes, in a separate room, practically a separate building.

27,126. Could you have done the whole work with women clerks?—The accommodation would be insufficient.

27,127. Apart from that, if you had suitable accommodation would you have been satisfied to have worked with a female staff, of course with yourself and the secretary, and so on, at the head directing?—I think on the whole I prefer a mixed staff.

27,128. (Mr. Boutwood.) What was the scale of pay for the three deputy-superintendents that were abolished?—They went up to 350l., the same as the minor staff clerks.

27,129. The minor staff clerks seem really to be identical with the second division scale?—Yes.

27,130. That means that unless a man gets it fairly early it is a matter of indifference to him whether he gets it or not?—That applies to all the Service, not to my office particularly.

27,131. Suppose a second division man did not get one of these minor staff posts fairly early, and stayed on until he was getting 200l. or 250l., what has he in front of him in your office?—First, the three minor staff clerks.

27,132. They are no good to him?—After that the two superintendentships and inspector.

27,133. Take that paper signed Duggan, Murphy and McCraith; is that paper from some of the men about whom you have been explaining?—In our office we have six temporary people, four ladies and two men. I think that is what you are referring to.

27,134. What is Mr. Duggan, he calls himself H.M.C.S.—by examination?—I understand he is in the Public Record Office. He was a temporary assistant. Now he has become a permanent assistant; but he is honorary secretary to the Irish Temporary Clerks' Association.

27,135. In the estimates you have a sum of 1,225l. for copying. Are temporary people paid out of that?—Yes.

27,136. (Mr. Graham Wallas.) How do you regard these temporary people who are paid out of the 1,225l.?—They were here when I came here. My idea is that when vacancies occur they should not be filled up with temporary people, but that permanent people should be appointed.

27,137. You have no wish for temporary employment?—No.

27,138. You do not intend in future to appoint any such temporary people to what is really the permanent service of the office?—No.

27,139. You mention in your memorandum about your ordinary registration work, that you superintend 2,700 local officers?—Yes.

27,140. You have stated that among them are practically all the dispensary doctors and all the clerks of unions?—Yes.

27,141. What proportion of the 2,700 is made up of those two classes?—There are about 160 clerks of unions, and nearly 900 medical officers. There is a deputy to each one. Every superintendent-registrar and registrar must have a deputy to take his place if he is ill. Then we have the registrars of marriages and they also must have deputy-registrars.

27,142. How are these deputy-registrars appointed?—They are nominated by the registrar and approved by me.

27,143. How do you satisfy yourself as to their qualifications?—There are certain query sheets which

17 February 1913.] Sir WILLIAM THOMPSON. (Mr. G. A. NEWNHAM was in attendance.) [Continued.]

come before us which have to be filled up with answers to questions.

27,144. When the man gets his post, does he become practically permanent?—No. If the chief vacates his office the deputy loses office.

27,145. Do you find the system satisfactory?—On the whole it is.

27,146. You have no means of knowing how the deputy is chosen?—No. The deputy must comply with certain general conditions. Then we have our inspector going round to these places, and he reports both on the registrar and on the deputy-registrar.

27,147. Practically this post, given qualifications, is in the patronage of the registrar?—Quite so.

27,148. The only women employees in your office are temporary?—Yes.

27,149. Are they practically permanent appointments?—Some of them have been there a great number of years. One has been there for 22 years.

27,150. Have you ever considered whether it would be desirable to employ women in the permanent service of the office?—If a vacancy occurred in the present temporary staff that would be a consideration, because they do all the shorthand, typing, and that sort of thing.

27,151. There is a class of permanent shorthand typists, why not employ that class?—Yes.

27,152. If a vacancy for a typist occurred, would you employ a permanent woman typist?—I rather think so. My idea would be to fill the office with a permanent official if the vacancy was temporary.

27,153. Have you thought whether it is desirable to have woman clerks in your office?—I have not considered that. Some of these temporary people are doing clerks' work. They are not altogether typists.

27,154. If one of these women were doing clerks' work, would you then consider it desirable that work which is done in other offices by women should be done in your office through the employment of women?—Yes; that would be a matter for consideration as vacancies occurred.

27,155. In England in the last census a great deal of the work was done by using a very ingenious machine; was the same machine used by you?—No, and for this reason: I followed the thing very closely. The machine was not ready until the end of March or the beginning of April. The system of recruiting clerks here is rather tedious and slow. There is nomination by the Lord Lieutenant, and the fixing of an examination by the Civil Service Commissioners, whereas in England the greater part of the temporary staff is got from the second division clerks who have just passed and are not allocated. So we could not afford to wait so long as to know when the machines would be ready. Otherwise we should have had those machines as in England and Scotland.

27,156. If you take any other census you will be careful to use those machines as far as possible?—Yes.

27,157. That would reduce the number of temporary clerks considerably?—Yes.

27,158. (Chairman.) You have got certain representations before you from the Temporary Clerks?—Yes.

27,159. There is a statement here by Mr. Duggan, who is organiser of the Temporary Clerks' Association, that these temporary clerks in your office as census clerks have been selected by an open competitive examination conducted by the Civil Service Commissioners?—That is scarcely correct. They had to get a nomination from the Lord Lieutenant. It is a limited competition.

27,160. There was an examination among them afterwards?—Yes.

27,161. Were they clearly given to understand that their employment was only temporary?—Yes.

27,162. Look at the representations. There is one addressed to the secretary of the Royal Commission on the 8th August 1912. The other, which is dated 7th February 1913, follows on the same lines. The third is undated, but is addressed from Charlemont House, and is on the same general lines. These various representations set forth that there are 175 situations in the office of the Irish Census Commission occupied up to a recent date

by persons who had secured the posts after examination. The examination conducted by the Civil Service Commission was on the open competitive basis, and the competition was fairly keen. The candidates who had successfully passed the literary test were subsequently examined by a medical man appointed by the Civil Service Commissioners. On receiving the certificate of qualification from the Civil Service Commission the clerks took up the duties assigned to them in the Census Office, Dublin. The work in general consisted in dealing with population statistics in connection with the population of Ireland for the year 1911. The satisfactory manner in which these duties were performed by the several clerks was recognised by Sir William Thompson, the Registrar-General for Ireland, and by other prominent officials in the department, and at the meetings of the Commissioners the question of rewarding diligent officers was frequently brought up with very satisfactory results, as several extraordinary promotions and increases of pay were granted. No census clerk was placed on the permanent staff as a result of such rewards, as the terms of their employment state distinctly that the posts are of a purely temporary nature, and that the clerks would be discharged as the work progressed. From the month of July the census work showed a marked diminution, consequently the clerks received notice of discharge, until the whole staff of officials was gradually reduced, throwing 175 clerks out of employment. On behalf of these clerks it is urged that steps be immediately taken to provide suitable work for these certified ex-Civil servants, or to consider in what manner they may be employed in Irish public. That is the representation which is made on behalf of the clerks, and we are told "they do not assert that they have any claims upon the Registrar-General, but undoubtedly they have claims to urge upon the Civil Service Commissioners and His Majesty's Government." Now my question to you is: Were they employed on the perfectly clear understanding that when the work was finished they would be discharged?—Yes.

27,163. Now they make their employment on admittedly temporary work a ground on which to urge a claim on His Majesty's Government for permanent employment?—Yes.

27,164. Legally they have no claim whatever?—That is so.

27,165. Morally, do you think they have any claim on the Government for further employment?—Personally I don't think they have, especially when it was distinctly understood that when the work ceased their services would be dispensed with. I dare say that what they are thinking of is, if there is any other temporary work they should get a preference over people who have not been employed before.

27,166. Have you personally interested yourself in tracing these people?—Yes.

27,167. (Sir Donald MacAlister.) What percentage have got employment to your knowledge?—I have a return showing the number of male clerks employed. There were 67; of these 13 resigned, and they only, as a rule, resign on getting some fresh position, 2 died, and 18 went to the Labour Exchange, 6 to the Inspector of Audits Department, 8 to the Congested Districts Board, 6 to the Civil Service second division, Customs and Excise and assistant clerks, 1 to the Post Office, and 1 to the Irish Land Commission. That left a balance of 19. Out of these 19 names I sent 6 names the other day to the Labour Exchange, and out of the 6 they could only get 2, showing that the other 4 had probably got employment.

27,168. So as far as we know there are only 13 left?—Yes. Then we come to the female clerks. We dealt with 18; 3 resigned on getting posts in different places; 1 we transferred from the General Register Office to be superintendent—she will come back again; 2 went to the Labour Exchange; 6 to National Health Insurance work. I have got the names of the other 6, and the Insurance Commissioners hope that some of the other 6, at all events, will get places.

27,169. So altogether out of the lot how many are left unemployed now?—There are next the boy assis-

17 February 1913.] Sir WILLIAM THOMPSON. (Mr. G. A. NEWNHAM was in attendance.) [Continued.]

tants. The total employed was 94; 17 resigned on getting other posts, 9 were employed in banks and railway companies, 1 in the Post Office, 1 in the War Office, 1 in the Dublin Corporation, 2 in the Royal Irish Constabulary, 1 in the Civil Service, 1 in the Inland Revenue solicitors' offices, 7 in the Labour Exchange, 2 in the Land Registry, 3 in the General Valuation Office,

4 with the Inspector of Audits, and 1 with the Congested Districts Board. That makes 50 out of 94, and 117 out of the total staff who have got employment.

27,170. Out of the 175?—Yes.

27,171. (Mr. Graham Wallas.) It may be that two-thirds of the others are already employed?—Yes. I am quite satisfied that that is the case.

## SIXTY-SIXTH DAY.

Tuesday, 18th February 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.  
Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.  
Mr. GRAHAM WALLAS.  
Mr. S. ARMITAGE-SMITH (*Secretary*).

The Right Hon. Sir HENRY ROBINSON, K.C.B., called and examined:

27,172. (*Chairman*.) Sir Henry Robinson, how long have you held the office of Vice-President of the Local Government Board for Ireland?—For 15 years.

27,173. Before that time what offices did you occupy?—I was eight years as a commissioner and ten years as an inspector, and two years as a temporary inspector, and I held a lot of other smaller offices before that.

27,174. The bulk of your Government service has been with the Local Government Board?—Yes.

27,175. You have held so many offices in it that you possess a complete and detailed knowledge of the whole operations of the Board?—Yes, and before I entered the Local Government Board I was Secretary to the Poor Law and Lunacy Inquiry Commissioners. They had to travel about studying poor relief administration in every part of the country, and in that way I acquired a knowledge of the poor law.

27,176. Would you describe the constitution of the Board?—The Board consists of a president, who is the Chief Secretary for the time being, the vice-president, who can exercise all the powers of the president in every respect, and three commissioners, one of whom is the Under-Secretary for the time being, a medical commissioner who must be a medical officer of ten years' standing, and another commissioner.

27,177. You can exercise the powers of the president?—Yes.

27,178. Is that by delegation or is there a statutory provision enabling you to exercise the president's power?—A statutory provision which provides that an act will be valid which is the act of the president, vice-president, or the under-secretary.

27,179. Do you meet as a Board?—Every day.

27,180. Does the Board distribute the work among the members of the Board?—It distributes the work among the members of the Board, but as every final act requires the consent of the president or vice-president, the members get through the work up to a certain point, and when the final act has to be done the papers are brought into the meeting, and they go through them and discuss them, and the final order is made by the vice-president unless it is deemed necessary to refer the matter to the president.

27,181. So practically the final act is the act of the Board in its corporate capacity, in which all the members of the Board participate, or may a quorum act?—No, because the commissioners have no power to act for the Board, except when in the absence of the vice-president he delegates to one of them the powers to act

for the Board. The final act must therefore be done by the president or vice-president, and, when the permanent members meet and discuss matters, they determine if there is any matter which is of so great importance that it should be referred to the president.

27,182. But for ordinary purposes of administration you divide the work among the members?—Yes.

27,183. The medical member takes everything connected with medical relief?—And public health matters.

27,184. And the commissioners?—They take up different matters from time to time. The lay commissioner does not always stay at the same work. When I go away he acts for me. At present he is taking poor law and Labourers Acts and one or two other matters, and I am taking local government and Parliamentary work and loans. He might take the loans sometimes and I might take them another time. The only thing the vice-president always keeps is Parliamentary work.

27,185. The broad division of your office staff would be indoor and outdoor?—Yes.

27,186. Let us take the indoor first. How is your office divided?—By divisions, first and second, abstractors, typists, and boy clerks.

27,187. I was thinking more of the nature of the work? The secretariat, the local government branch, the public health branch, the labourers' branch, the poor law branch, the financial statistics and miscellaneous, the legal department, the audit department, the old age pensions department, the engineering department, and the architects' department—which is a separate one, and then the registry and copying.

27,188. Your office is staffed by three gradations of clerks, the upper division, the second division, and the abstractor class: have you got any boy clerks?—We have one boy clerk. We had a number of them. They have all done very well.

27,189. What is your upper division? Is it recruited by examination?—The department has not been long an upper division office. I got it made one when I was made vice-president 15 years ago. We get a certain number from the Civil Service Commissioners as vacancies arise from time to time, or if we have a very suitable second division man and think him fit for the work we promote him.

27,190. I begin with Group I of this statistical statement. Is your secretary a public servant who entered by the Class I. examination?—Yes.

27,191. Did he enter your department at the outset?—Yes.

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

27,192. And he has risen in it to his present position?—Yes.

27,193. The assistant secretary?—He was an old Class II. man. He is the only one we have got of that class.

27,194. When you say that, do you mean the modern second division?—No, some old arrangement. He came to us from some other department.

27,195. Is there a difference between the existing Class II. and the other Class II. of which your assistant secretary was a member?—Yes, it is totally different. I think that this Class II. man is a man who has had about thirty or forty years' service. I think it was some form of competitive examination that is obsolete now. I don't really know what the class was.

27,196. Your senior clerk got his promotion to your department from some other department?—Yes.

27,197. When vacancies occur in these positions of senior clerk and assistant secretary, would you be disposed to employ a Class I. man in the post?—I don't think we have power to employ anybody else. We call our head upper division man secretary, but he is really chief clerk of the whole department. He used to be called chief clerk in the old days.

27,198. Why do you say you could not do it?—I don't think we could take a man from outside and plant him into the upper division without passing the upper division examination.

27,199. It is not impossible: the Government could do it if they considered that a proper man did not exist in your office for such appointment. I understand that the appointment is an administrative appointment, and as such not necessarily restricted to men already in the public service?—It is, but it is the first division appointment. He is our senior clerk in the first division and is styled the secretary, but he is not mentioned in the Local Government Board Act. I was not aware you could do what you say.

27,200. You could, if the necessity existed, go outside the public service and appoint under section 7 of the Order in Council, but it would be an extreme thing to do?—Yes. The necessity has never arisen so far. Of course the commissioners are another thing, and I think that our commissioners are more equivalent to what the secretary or the assistant secretary would be in the English Local Government Board, and their work is very much the same, and they could of course be taken from outside.

27,201. Your assistant secretary controls the work under the labourers' Acts?—Yes.

27,202. Is he an administrative officer?—He prepares all the minutes and brings up the matters to the Commissioners to decide, but he cannot give a decision himself. No act is an act of the Board that is not signed by the president, the vice-president, or somebody appointed for them, and we don't delegate those full powers to the staff.

27,203. Group II. in our statistical table is appropriated to officers who have entered the Service by the Class I. examination, and Group I. as you show it here, is appropriated to the administrative officers?—The man you referred to as the assistant secretary was a second division man, for instance. He was promoted.

27,204. In Group II. you have three officers, senior clerks, 600*l.* to 700*l.*, two of whom entered the Civil Service after open competition for the lower division clerkships: that is to say, somewhat in the same way as the officer we have been discussing?—Yes.

27,205. Then there are those who entered the Civil Service after open competition for higher division clerkships; what do you mean by "higher division clerkships"?—Class I. We call them upper division and second division.

27,206. You have 13 junior clerks in that upper division?—Yes.

27,207. Three entered by open competition, five were transferred from another department, and five were promoted from a lower stage?—Yes. Taking all the men in the upper division we have 19. Of these nine were originally Class I. men, nine were promoted from the second division, and one was the old Class II. man to whom I have already referred. Of course, that is in a period of 15 years.

27,208. Of course, when a man is promoted from the second to the upper division he is an upper division man as well as if he passed a Class I. examination?—Exactly.

27,209. That is a nomenclature which is peculiar to your department—senior and junior clerks; in the Treasury nomenclature it is first and second class clerks?—We call them senior and junior. It would be a great convenience if there was uniformity.

27,210. I agree. When talking about a man in a certain grade of one department it would be well to know what would be the corresponding grade in another department?—Yes.

27,211. So far there have been no appointments by patronage except the Commissioners? All these gentlemen have got into the Service by examination, one way or another?—That is quite correct.

27,212. Let us come to Group III. The legal adviser has been appointed by nomination?—Yes. We originally used to send the legal adviser a case and pay him a 2*l.* 2*s.* fee whenever we wanted advice. He was a barrister in good practice. When the Local Government Act passed there was such an enormous number of these cases that he had no time to attend to his private practice, and we appointed him as a permanent whole time officer. But feeling it would not do to have a legal adviser who was not practising in the courts, we made a special arrangement with the Treasury that in any very difficult case we might always call in any senior counsel we liked. So we have this special arrangement by which a permanent legal adviser is appointed, and we can also get outside counsels' opinions.

27,213. Was your legal assistant a practising barrister or a solicitor?—One of them was, but the present man is not. He is only engaged in drafting orders, and making up case law, and in the preparation of provisional orders and drafting sealed orders; and we like a man who has legal training. He was in the office and became a barrister, but we do not take his opinion on matters which we would otherwise refer to our legal adviser.

27,214. He was appointed under section 4 of the Superannuation Act?—The legal adviser was. The legal assistant was a second division man who passed the second division examination, and subsequently got qualified as a barrister during the period he was in the office.

27,215. He is shown in the return as appointed under clause 7 of the Order in Council of 1910. Was he the first man to fill this particular appointment?—No. That man has died quite recently. That man we took on at the time of the Local Government Act, and he was not a barrister. He was the attorney-general's secretary at the time he came over to us. We filled the post, when it became vacant, by a young second division man who qualified as a barrister during the period in which he was in the office.

27,216. Was the registrar of old age pensions also in the office before that?—Yes. He was a barrister taken in in a time of great pressure on the department after the passing of the Local Government Act. We had a lot of drafting to do. When the Old Age Pension Act passed we made him a permanent officer.

27,217. You appointed him under clause 7 and got a certificate from the Civil Service Commissioners?—That is so.

27,218. Did your legal assistant also get a certificate from the Civil Service Commissioners under clause 7 of the Order in Council?—I think the original assistant did, but I don't think the present man did.

27,219. Was the stationery clerk taken in later?—We have always had a stationery clerk. I think he was an abstractor.

27,220. If he was an abstractor he ought not to have been shown as a clause 7 appointment?—He was a temporary man.

27,221. And got a permanent appointment?—Yes.

27,222. If he was an abstractor he would not have been temporary?—In our office at the time of the Local Government Act we got in such a number of temporary men, many of whom became abstractors, and temporary

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

men whom we have kept on, that sometimes I am not quite certain how some of these men came in.

27,223. The point is how far these appointments have been made in the ordinary course of promotion of men in the service in lower grades, and how far through the exercise of patronage?—As to this stationary clerk my impression is he was a temporary man, but temporary, by patronage, and then he became an abstractor.

27,224. Then he is properly shown as brought in under clause 7?—Yes.

27,225. Have you an independent accounts branch in your office?—Yes.

27,226. Take these clerks shown here, clerk in charge of accounts, audit clerk, local stocks clerk; does their work connect them with the outdoor staff, or are they merely dealing with figures relating to your office, and not with the outside local bodies?—They have a great deal to do with outside local bodies. The accounts clerk has to settle all the accounts of the travelling officers, and pay all those, and a great deal of money has to be invested for housing funds, labourers' cottage funds. He has to look after all these funds and the investment of them, subject to the control of the Board, and the preparation of the certificates, and to keep accounts of them from time to time. We have 351,000*l.* as labourers' cottage fund invested, and 178,000*l.* invested under the Irish housing Fund. All these are used to reduce the charge for principal and interest on the borrowed moneys for the housing schemes; and he has charge of all those.

27,227. He was promoted in the office. He had a lower division clerkship, and he got promotion to a staff clerkship, and was then appointed to his present post?—Yes. He also has to recover all the money from local authorities in respect of local audit fees.

27,228. What is the difference between an audit clerk and an account clerk?—This is his assistant.

27,229. Is the registrar shown here the person who receives and registers the correspondence?—Yes.

27,230. He entered the Civil Service as a copyist?—Yes.

27,231. (*Mr. Boutwood.*) What was your local stocks clerk?—We have to issue orders authorising the issue of stock by local authorities if they want to borrow money. We issue regulations. All these local authorities have to pay a certain amount into the sinking fund every year, and certain arrangements have to be made. He makes a record of all the local authorities' stocks issued under our regulations, and sees that the moneys are invested at the proper time.

27,232. What was the post he was promoted from?—Temporary staff clerk under the Labourers Acts. We had a lot of heavy extra work under that Act, and as it was rather above second division man's work he was given something extra until the pressure was over.

27,233. (*Chairman.*) You publish, I presume, a volume of statistics from time to time?—The local taxation returns every year, and the statistics of the annual report.

27,234. Do those staff clerks we see here supervise the work of the second division clerks?—Yes. They are men who had some experience in the department and know all the ropes, and the second division men work under them.

27,235. How do you recruit your assistant clerks? Do you apply to the Civil Service Commissioners for them?—Yes. Some of them are recruited from boy clerks. Others come forward who pass the examination.

27,236. Do you ever promote abstractors to the second division?—Very often.

27,237. Is there any effective way in your office of getting to know the clever promising young fellows among the abstractors and second division men?—Yes. They are spotted at once. Each second division man has an upper division man over him. The upper division man goes away on holidays, or for some other reason is away, and this man takes up his work. We cannot compel him to do it, but he will probably like to do it, and he may learn something. He brings up papers to me or to the Commissioners.

27,238. Do you allow the second division men to

bring up papers direct?—In the absence of a principal we do. There is such tremendous competition for really good men that a man who is very much overworked may tell us that he wants so-and-so, and then his department say they cannot spare him and beg us to take anyone but this man. Everyone is competing for this man, and you mark him down at once as a good man.

27,239. Your ordinary promotion is from the second division to a staff appointment?—Yes. The staff clerk would always be over the second division.

27,240. Within recent times have you ever promoted a second division man to the first division?—Nine during 15 years.

27,241. Were they staff clerks before promotion?—Some of them. One or two, I think, were not. You may have a staff clerk who would like to be promoted but cannot afford it, he loses so much money.

27,242. That has been brought to our notice. It is a difficulty, but, with the assistance of the Treasury, not an insuperable difficulty?—It explains why we have not always appointed staff clerks to the upper division when a vacancy occurred.

27,243. Are you quite satisfied that it is necessary to maintain an upper division in your office?—Yes.

27,244. You have had large experience of the work of the upper division men and the second division men; do you think there is a marked difference in the character of the work of both?—On the whole, yes; but you may get an extraordinarily good second division man. We have some second division men now as good as anyone who could be named, but if you take the whole class I think the second division men are a little more limited in their scope than the upper division men. One of the reasons I was very anxious to get the office turned into an upper division office was that at the time I became Vice-President we were on the eve of a great experiment. The grand juries were abolished, and the high qualifications of the Board of Guardians were abolished under the Local Government Act, and the whole administration of the country was placed in the hands of people elected on a Parliamentary franchise who had absolutely no experience of local government. Politics and religion find their way into many matters of local government in some parts of Ireland, and as things stood then our staff was nearly all Irishmen and knew almost too much of the political and religious aspect of affairs. I was therefore very anxious to leaven them if I could with a few Englishmen and Scotchmen. I thought they would be perhaps ignorant of these political questions, and might look upon things in a new and fresh light, and break fresh ground of thought in our brains. The reason that we had nearly all Irishmen in the second division was because the salary is very small, and if an Irishman is appointed to England it is hard to live on his salary, and his first idea is to get an exchange over here and live with his people, and, similarly, if we get an Englishman here his first idea is to get back to England. It really turned out to be a great advantage to us to have in our upper division a few strangers who looked upon our political dissensions with a certain amount of indifference; I have seen the characteristics of the three, English, Irish, and Scotch, and, working together, they make a really perfect combination. The Englishmen we have had from the upper division examination have been stolid, sensible, highly competent persons. The Scotchman is a rock of common-sense, accurate, and cautious. The Irishman is brilliant, resourceful, and quick, but he is rather impulsive and wants the steadiness of the English and Scotch. An office with all three nationalities represented is perfectly equipped.

27,245. Even apart from these moderating and steadying influences, do you think that an upper or Class I. division, composed of these men, would be very much better than a second division?—It is quite remarkable to observe the effect of the university education, and the wider range of thought that you get in the upper division men. I remember the case of an upper division man, an Irishman, who came to my office at a time of very hard work. I had to put him in charge of provisional orders, which is about the most difficult work a man can have to do. He has to go into all the arguments for and against the schemes of the local



18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

authorities, and think over all the negotiations which may have taken place with the people opposing the orders. I had not the least idea he would be able to do it straight off, but as he would have to do it under my direction, and the direction of the secretary and others, I thought it safe to let him try his hand. We was able to do the work almost immediately. He went a little slow at first, but he was most unerring. My experience is that you can take a higher division man who comes in at 24 and put him on to some responsible work and he will undertake it with confidence; but if you take a second division man who began younger, I don't think he is quite so self-reliant. When the Local Government Act passed, and we were working under great pressure, some of the men whom we promoted absolutely broke down under the sudden access of responsibility.

27,246. May I infer from what you say that in your opinion the time spent in university education between 18 and 24 makes a better officer for the State than if the time were spent in the routine of a Government office?—I suppose it must be. I am only taking what I found. I presume that is the natural inference.

27,247. You don't see any other explanation of the great difference you mention between the two classes except the effect of higher education and a better cultivated mind?—Yes, and of course they come to the office later in life and have a little more confidence in themselves.

27,248. (*Sir Henry Primrose.*) Of what university was this particular young man a graduate?—I think of Trinity College, Dublin. We had some Oxford and Cambridge men, and self-reliance was a most marked characteristic among them all.

27,249. (*Chairman.*) Do you find Oxford and Cambridge graduates dissatisfied with life in Ireland, and anxious to get back to England?—Naturally. The Treasury don't pay them the same as the men in the English Local Government Board.

27,250. Please explain that. It is very important?—When a man comes from the upper division into the Local Government in England he begins with 200*l.* and goes up by 20*l.* to 500*l.* When he comes to us he begins at 150*l.* and he goes up by 15*l.* to 300*l.* and 20*l.* to 500*l.*

27,251. Have you had representations made as to that?—Yes. We fought it tooth-and-nail with the Treasury.

27,252. (*Sir Henry Primrose.*) It is quite recently that the clerks in the Local Government Board in England begin at 200*l.* They used, like yours, begin at 150*l.*?—At all events they go up to 1,000*l.* a year in England, and our men go up to 700*l.* a year; and I think the work is really more difficult in Ireland than in England. I studied a great deal of the work of the Local Government Board in England and Ireland, and there seems to me to be a steady continuity of policy and administration in England which we have not over here; our policy changes so much with each change of Government. Of course, men won't stay here if they get a chance of being transferred to better paid English offices, and some of our men have removed to other offices.

27,253. (*Mr. Boutwood.*) What did the Treasury say?—They said the same thing—living was so cheap in Ireland.

27,254. (*Chairman.*) Do your clerks find any difference between living in Dublin and in England?—They tell me there are much greater facilities for living upon a small income in London than in Dublin.

27,255. Apart from the dissatisfaction you have mentioned, is there dissatisfaction existing to your knowledge in your own office?—So far as the first division men are concerned I think they like the work very much. We have one man who came to us from the Admiralty, and he told me that he never drafted a minute the whole time he was there and spent most of his time with a red pencil in his hand checking accounts.

27,256. The assistant clerks in your office made a representation to us, and, so far as I understand, the gravamen of their complaint is that there is no distinction between the work they do and the work the second division men do, and therefore, that there ought

not to be any distinction of pay or rank. I suppose the work of the abstractors and the assistant clerks dovetail into that of the second division clerks?—Yes, but it is a lower grade.

27,257. And although the distinction may be blurred at the point of junction, is there a marked distinction in the work of the two classes?—Yes, a marked distinction, but of course there are times when you have a very good abstractor and he works with a second division man and does a good deal of the work.

27,258. The time may come when he becomes a second division man?—Yes, when you have a good man like that he nearly always becomes a second division man.

27,259. Is it a complaint that admits of any remedy?—I think it is a small salary for these men. They commence at 40*l.* or 45*l.* and go to 150*l.*; it is very hard to live on the salary at the beginning.

27,260. Do you think the maximum too low?—I think it ought to be from 50*l.* to 200*l.*

27,261. A man of this description who has had a substantial commercial education ought, in your opinion, to get 1*l.* a week to start with?—At least.

27,262. (*Sir Henry Primrose.*) Is it not 55*l.* to start with?—No, it was reduced.

27,263. (*Chairman.*) Would you go up so far as 200*l.* as a maximum?—I would; it keeps them cheerful, it is something to look forward to.

27,264. Do you think the reduction of the maximum in the second division clerks grade from 350*l.* to 300*l.* has been a difficulty as far as the working of the clerks is concerned—the maximum is now 300*l.*, it used to be 350*l.*?—I don't think it makes much difference. Good men are always promoted.

27,265. To staff clerkships?—Yes.

27,266. And a few to the first division?—Yes.

27,267. Evidently it is not brought forward?—No, we have not heard much discontent.

(*Chairman.*) If there is nothing else you wish to say in regard to your indoor staff we will pass on to the outdoor staff, but perhaps my colleagues have questions to ask at this stage.

27,268. (*Sir Donald MacAlister.*) I note the assistant clerks in their statement say, quoting your own words, "It was found practically impossible in most cases to differentiate between the work assigned to the assistant clerks and the clerks of the second division"?—Yes. A good assistant clerk working with a second division man does almost the same class of work.

27,269. What you say is, his class of work is different to that assigned to the second division clerk?—Yes, to start with.

27,270. You mean that as an assistant clerk becomes senior his work becomes that of a senior; he works along with the second division clerk?—When first attached to his department he is given a line of work of his own, then in the great pressure of work we have to get in extra hands and then it happens that, knowing the work and having worked with a second division man, he is perhaps temporarily pushed in to do the work of a second division man, and so he is from time to time doing a little of the work which might be done by a second division clerk, if he happens to be a good man. If he is not, he would do nothing but routine work.

27,271. The distinction is as to the class of work for second division and assistant clerks. You have often to give the work of one class to another?—Yes. There is a good deal of work sometimes which it is very hard to say to which it belongs. Sometimes it might go to one class of man in one branch and to a different class in another. It depends upon the personnel of the staff in each case.

27,272. (*Sir Henry Primrose.*) Would it be possible or advantageous to abolish the present system. As I understand it, you have at present three groups—assistant clerks, second division clerks, and upper division clerks. If you had only two divisions, that at any rate would give only one boundary line. Your lowest grade would be rather better than now, and you would have a higher minimum and a higher maximum, but you would get rid of the difficulty that now arises



18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

of classifying your work into three categories; then you would only have to classify into two, the lower and the higher. Would you think starting afresh you would be prepared to consider a scheme of that kind?—Well, I would rather leave it to someone else to speak upon that. I think the second division examination bring up a very good class of men.

27,273. Perhaps too good? I want you to imagine we are to get rid of the present idea of second division, assistant clerks, and so on. Supposing we were starting afresh to organise the Service on these lines, that you would have two categories of men, and only two—one for inferior work and one for superior work; as regards those for the superior work there would be no question, I think, that the present forms of examination are about right because they catch a university man who has completed his education and has gone through his university course. Then we should have to come to a new scheme of examinations, and a new scheme of salaries for the inferior class. Perhaps it would be right to recruit that class more or less as boys aged between 15 and 16 or something of that kind, and give them better pay than the 45*l.* now given, and let them go higher than 150*l.* Do you think it possible to measure up all the work that is suitable for a particular division with a class of that kind?—That is a very important question, and I should not really like to answer it in a hurry. While no doubt it would be productive of greater contentment in the office, I would not like to give an expression of opinion further. It is much too serious for an off-hand opinion.

27,274. It has not suggested itself to you as a way out of the difficulty that you no doubt do find, of discriminating adequately between the work of one grade and the next grade?—It has; it has just flashed across my mind that it might be done, but others are in a much better position to judge than I am, and I think on the whole we have got on very well with what we have got.

27,275. (Chairman.) Broadly speaking, you would be disposed to agree that the work in Government offices might be divided into three categories—first, the administrative work requiring thought and judgment and tact such as your Provisional Orders call for; next the general clerical work of the office, minuting, drafting letters, and so on; and thirdly, the lesser routine mechanical work of the office, fetching and carrying papers, keeping of the registry, docketting letters, and issuing letters, and so forth. Would you consider that to be a fairly accurate description of the work of the office?—I think so. The idea in my mind as regards Sir Henry Primrose's suggestion is on the whole favourable. I like the idea as it presents itself to my mind.

27,276. We won't press you on it further at present. Am I not right in thinking that up to this the idea of recruitment by competitive examinations for these appointments that we have been dealing with has been the dominant idea, and that making such appointments by the exercise of patronage has been the exception in this class of case?—There is no patronage at all.

27,277. Now should I be right in saying that with regard to your outdoor staff—for example, the inspectors—these appointments are made by patronage, the method of appointment being by Royal Warrant or under section 4 of the Superannuation Act, or under clause 7 of the Order in Council, or under schedule B of that Order?—Yes, but, of course, they are not pure patronage, because they are selections from men in our own office.

27,278. I do not suggest otherwise. What I mean is these appointments are not made by competitive examination?—No.

27,279. Take your general inspector. Was he appointed from outside?—There are 9 or 10 general inspectors now.

27,280. What are their functions?—They have to inspect workhouses, to hold inquiries, to attend meetings of Boards of Guardians, to supervise the collection of the poor rates in the country, and generally to advise us on all matters of interest in local government, looking after the administration of the Distress Act, conducting Labourers Act inquiries, housing inquiries—and generally to do what they are told outside the office.

27,281. Were these ten general inspectors appointed by the Lord Lieutenant?—Oh, no, he has nothing to do with it.

27,282. Not even the formal appointment?—No, nothing whatever to do with it.

27,283. Are they appointed by the President?—By the Board.

27,284. After careful selection?—They are not now appointed from outside at all. We could not very well take a man from outside and put him into the position of an inspector right off.

27,285. The inspectors would probably be promoted from a lower grade?—There is no lower grade. Let me explain. Some twenty years ago it was the usual practice to select inspectors from outside, but it was a risk. If the man proved a bad bargain we were saddled with him and could not get rid of him. After the passing of the Local Government Act we got a permanent staff of inspectors rather below our requirements and followed them up with temporary men, and used them in their turn either as Labourers Act Inspectors, Distress Inspectors, or Housing Inspectors. The advantage of our system is this: When a man asks for the position of an inspector we offer him temporary employment for a certain period. If he proves unsuitable he goes when his time expires. If he has the makings of a valuable official he is nearly always kept on, and if not too old he generally gets on to the permanent staff. We thus avoid the risk of getting a man on to our permanent staff of inspectors until we know he is thoroughly trained and has been tried.

27,286. That is your explanation of your method of selecting these ten gentlemen?—Yes.

27,287. Besides the permanent inspectors there are four temporary inspectors?—These are inspectors under the Old Age Pensions Act. From time to time we have a great many more. If, for instance, there was distress or pressure under the Labourers Acts there would be many more temporary inspectors appointed. Since I have been Vice-President we have had about 125 of these temporary inspectors, and from these we have selected the permanent staff. Suppose pressure is put upon the President of the Board to put a man in. He says to me, "Here is a man who is spoken highly of. I would like the man to be appointed if he is good enough." We don't mind putting him on for six months to see how he shapes. He goes on, and gets his chance. I do not remember any case of any man having been appointed straight away from outside in recent years until he has been thoroughly tested.

27,288. Does the ultimate appointment of the temporary inspector rest with the President; I mean, might the President override the opinion of the Board. I wish to ascertain the legal status?—Under the Local Government Act the Vice-President has the same power of appointing an inspector that the President has, but he would not exercise this power without the President's concurrence.

27,289. The question I am asking is whether the President has legal power to override the opinion of the Board in regard to the appointment of an assistant inspector?—I don't suppose he has the legal power, but he has the recognised power.

27,290. But the legal power?—He has not the legal power. The Act says: "Any act or appointment shall be valid if made by the President or the Vice-President." He is responsible to Parliament for the appointment, and therefore the Vice-President would not make an appointment without consulting him.

27,291. But if the President said, "I appoint this person as temporary inspector," that appointment would be valid?—Certainly; he would send it over to me and say, "I appoint this man."

27,292. I understand that in practice the appointment is made after consultation, but I wanted to know what the legal status was?—The appointment is made under a warrant; it must be signed under the seal of the Local Government Board, so that if the President made the appointment, the warrant would be brought to me to sign unless the President was in the office.

27,293. And in like manner, if you made the appointment it would be legal?—Yes.

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

27,294. Has the President ever presided at a meeting of your Board?—Yes; Mr. Long used to come in as often as he could, and Mr. Birrell has come three or four times, but nobody else, so far as I know. Sometimes we might have a meeting in London, and I go over to the President, to London, once a month and discuss matters with him, and also I see him at the Castle when he comes here.

27,295. Are the medical inspectors appointed by the same method of testing?—No, it is not necessary. We have 740 men to choose from under the Irish Medical Charities Act. They are all under our control. We know their merits, and we are under statutory obligations not to appoint any medical man who has not had seven years' experience as a medical officer.

27,296. You have two lady inspectors?—Yes, they are engaged with reference to boarded-out children.

27,297. Do you employ lady inspectors in any other department of your work?—No; we have a staff of ladies in connection with the Old Age Pensions Act. Very often, if there is an old woman, and there is doubt about her age, we send one of the pension staff to see her.

27,298. Has there been any employment of ladies in your office in connection with correspondence?—There is, and I hope to get the Treasury to agree to something of this kind; but at present, with Home Rule pending, it is almost impossible to get the Treasury to agree to new departures.

27,299. Very likely, but the Commission are anxious to know whether there is any opportunity for the employment of women in the inspectorate?—Yes. We have them for the boarded-out children, and I should like to have one or two women doctors to go round the workhouses, and to visit the female wards. I hope to get the Treasury to agree, but the salaries they offer women doctors seem to me too low to attract well qualified women.

27,300. Do you see any logical reason for differentiating between the salaries of men and women?—No, not as a rule. Of course there is this to be said, in regard to lady clerks and typists, that when you take a man you know you are going to make something out of him, but when you train your lady, and when she has become very useful and efficient, she will marry, and retire. You never can be certain of keeping her.

27,301. But with regard to the medical inspectors, is there any sufficient reason why a doctor of medicine, who is a female, should be paid at a lower rate than a man for doing the same work?—I really cannot see any reason, except in one respect. So far as the inspection of female wards of workhouses is concerned they do it as well, and perhaps better, than men; but with regard to the holding of inquiries, that in Ireland is rather a troublesome business. You have a noisy turbulent people sometimes, and sharp solicitors, and it is not the sort of task that you would like to set a lady to. It is the only work, I think, they would not do as well as men.

27,302. I suppose they would not be physically as strong as men to undertake their long journeys round the country?—That is so. We find that the ladies working in the office are knocked up much more easily than men; there are more casual absences, and more complaints of headache, and so forth. Also, when faced with very great pressure of work, they are inclined to lose their heads and not to get on so quickly. They get disheartened more quickly; we have only about 20 altogether.

27,303. Have you tried them at all as clerks?—Yes.

27,304. On what kind of work?—We have them as clerks in the Old Age Pensions Department.

27,305. Is not that more in the nature of keeping registers and of accounting than of clerks' work?—They have to write minutes, and to file all papers of persons sending in claims, and things of that sort, and they do it just as well as men.

27,306. (Mr. Boutwood.) Where are these clerks shown in your statement?—I think they are called temporary typists.

27,307. Your other inspectors—engineering inspectors, and so on—they are professional men selected upon grounds of professional qualification?—Yes.

27,308. You have a very large staff of auditors?—Yes.

27,309. And the majority of them are appointed after a qualifying examination; they are nominated?—Yes.

27,310. Do you insist upon their having a professional qualification?—They must be barristers or solicitors or accountants in the public service.

27,311. What is the character of their examination? There is no examination if they possess any of these qualifications.

27,312. There are 12 entered here who, after certification, passed a qualifying examination?—Some of them passed before we made that rule. Before we had the professional qualification they had to pass their examination. We found, so far as auditors are concerned, it is not so much a matter of accountancy. The papers come before them, and the auditor sits there and asks what is the legal authority for each payment? Barristers make as good auditors as anyone. The examination we found did not work very successfully, because what happened was this: You nominated a barrister or accountant in the old days; he was appointed, and was told he would have to satisfy the Civil Service Commissioners by passing an examination in book-keeping or poor law. The candidate then crammed for a fortnight or so and passed, but it only caused delay.

27,313. (Sir Donald MacAlister.) There is now no set examination for auditors, but by recent regulation every auditor must have a professional qualification, either as barrister, solicitor, chartered accountant, or have been in some auditing branch of the public service?—Some accounting branch.

27,314. How long has that rule been made?—I think seven or eight years; probably more, perhaps 10 years.

27,315. Then apart from these professional qualifications all these men are appointed by patronage—by nomination?—Yes.

27,316. Have you a waiting list of applicants?—Well, yes. There is a waiting list for almost everything. There is a waiting list of auditors, but I do not think it is a big one. They generally know when there is a vacancy just on the eve of a retirement and possibly they are all looking out for that.

27,317. What steps are taken to make a preliminary selection?—We interview them and find out what a man's experience has been, and a very careful inquiry is made as to a man's merits. It is not difficult to select a man. You can generally tell from a man's previous work whether he is likely to have the experience which will facilitate him in dealing with local authorities.

27,318. Is it the vice-president with whom they ask the interview?—Yes, and possibly the president. What would happen is that a man who wants the post would try and get an introduction to the president, and then he would interview all the members of the Board down to the secretary, and he would see everybody who he thinks is likely to recognise his merits. We would never dream of appointing a man we had not seen.

27,319. Have you any temporary auditors?—Very frequently.

27,320. You have no instance of men passing through a temporary stage before being appointed to the position of auditors?—No. We tried a system of audit clerks but they did not do.

27,321. Must every one who wants to be an auditor pass through a waiting stage?—Yes.

27,322. So all these applications and attempts to influence the Commissioners are for the purpose of gaining appointment as assistant auditors?—Yes.

27,323. The salaries are from 350*l.* to 400*l.* a year?—Yes, and then they get to be county auditor.

27,324. From the class of assistant auditors and auditors of the third class they get these terms and go even beyond?—Yes.

27,325. It is not easy for a man to be an inspector or an auditor right away?—No. We would not as a rule put a man on at once.

27,326. What is the auditors' scale?—Originally they commenced at 450*l.* and went up to 700*l.* Then

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

we started assistant auditors who begin at 300*l.* to 400*l.* and from that their scale goes up to 800*l.*

27,327. What is your pharmaceutical chemist?—Well, that is rather peculiar, I do not think it happens in any other department. What happens is that in the case of medicine sold half the cost is paid by the Government.

27,328. Half the cost of medicines supplied to hospitals?—And dispensaries as well, subject to the fact that the medicines supplied to the local body are satisfactory; it was very hard to tell, when a man tendered for a supply of medicines to the guardians, whether the tender was satisfactory. He might tender for a medicine that was hardly used at all at a very low price and for a medicine that was greatly used at a very high price. We now make contractors tender at a price fixed by us, and they say what percentage they will take off the total cost of the total sale, and the firm that gives the greatest percentage off gets the contract, provided the medicines are up to a certain standard, and the pharmaceutical chemist looks into that.

27,329. He is your analyst in a sense?—He is our analyst. We have a bacteriologist as well.

27,330. If it was found that a particular man was supplying inferior drugs, specimens would be sent to your pharmaceutical chemist?—Yes, to our analyst.

27,331. And he would tell whether they were up to standard?—We recoup the guardians one half of the cost, and if the medicines were not up to standard the person supplying them would not be paid.

27,332. If the guardians choose to pay they would lose?—Yes.

27,333. Can you say, as a matter of fact, whether this system of contract leads to good?—It saved us 10,000*l.* the first year we started it.

27,334. And the drugs supplied are good?—Yes, splendid. In fact, in the old days the drug contract was taken by little local shop-keepers in the towns who got all kinds of cheap, worn-out drugs and retailed them at a profit. We abolished that system altogether, and we get the drugs now from the manufacturer who can give the largest percentage off.

27,335. Has the introduction of the Insurance Act required any reorganisation in your department?—Yes, it is very troublesome. The sanatoria provisions occupy a good deal of our time, and questions about the Insurance from local authorities are very numerous, and there is a heavy correspondence at the present time. I presume when things settle down it will not be quite so troublesome.

27,336. It has not yet affected your machinery?—Yes. It has given us more work.

27,337. But you are independent?—Our medical men have a great lot to do and we are short-handed in that department.

27,338. Why have your medical men more to do?—Because the county councils have to establish and run the sanatoria and the dispensaries and they have to carry out domiciliary treatment, all of which requires the Board's approval. We have to refer the sanatorium and domiciliary treatment to our inspectors.

27,339. Although Ireland has no medical benefit the tuberculosis benefit has caused considerable work under the Poor Law?—Yes, very considerable.

27,340. How are your dispensary doctors appointed? You say they are under the Local Government Board and that you have 700 or 800 of them?—Yes, 740. They are appointed, subject to prescribed qualification, by the Poor Law Guardians. They have charge of districts, and all poor persons unable to pay for a doctor can obtain gratuitous medical relief. These medical appointments have to be sanctioned by us, and the holders of them can be dismissed by us and their books are inspected by us.

27,341. The appointments are made by the local Poor Law Guardians subject to your confirmation?—Yes.

27,342. So you are responsible for the appointment in that sense?—Yes.

27,343. And they can be dismissed by the Local Government Board without consulting the guardians?

—Yes, and they are visited and supervised by our inspectors.

27,344. Can they be dismissed by the guardians without your sanction?—No.

27,345. The guardians have only the initial step subject to your approval?—Yes, selecting and paying.

27,346. They pay the doctors their salaries?—Yes, they pay the salaries and they get a recoupment of one half from the local taxation account.

27,347. So that in regard to cost as between you and them they contribute one half and you contribute one half?—Yes.

27,348. Are these tuberculosis arrangements entirely subject to your approval also?—Yes.

27,349. Supposing it is a question between your dispensary doctor and a new tuberculosis officer being appointed?—The doctor would have to give up the dispensary because the tuberculosis officer must be a whole time officer.

27,350. Has that been done to any extent?—Oh, yes, a good many dispensary doctors have been appointed as tuberculosis officers.

27,351. The tuberculosis officer comes within your jurisdiction?—Yes. He requires to have our sanction as tuberculosis officer under the county councils. That is not under the Insurance Act but under the Tuberculosis (Ireland) Act. The Tuberculosis Act is linked up with the Insurance Act. It enables accommodation to be provided for insured persons and others suffering from tuberculosis—half of the cost of maintenance would be paid out of the rates and half from public funds, so although he will not be a charge upon the local taxation account as in the case of a dispensary doctor, one half of the salary will be paid from the new grant which the Chancellor of the Exchequer has promised for maintenance purposes.

27,352. What is the relation of the Insurance Commissioners to the appointment of the tuberculosis officer?—They have to approve of the manner of treatment and of the arrangements made by the insurance committees for the treatment of insured persons, they would therefore have to approve of the arrangements made for sending a man for domiciliary treatment to this officer or for sanatorium treatment.

27,353. Yes; but what I want to know is what is the relation of the Insurance Commissioners to the appointment of the tuberculosis officer?—They have no responsibility for it.

27,354. So that in a sense he is still under the Local Government Board?—Yes.

27,355. And the Insurance Commissioners have nothing to do except to approve the arrangements he makes?—The arrangements made by the insurance committees to send people to him and to pay for the treatment of the people sent to him.

27,356. So that the Tuberculosis (Ireland) Act has added considerably to the number of appointments which are made under your supervision?—Yes.

27,357. Is there one in every county?—Yes, one tuberculosis officer for every county.

27,358. And the initial step there is taken not by the board of guardians but by the county councils?—Yes, by the county councils.

27,359. Does that require you to establish a new special department of officers?—We established a new special department by starving another department; we have taken one medical inspector and appointed him to this particular work. I have not approached the Treasury yet for an additional staff; they are pressing very much to cut down expenses until we will see what will happen under Home Rule.

27,360. So that almost every change that takes place in regard to legislation for Ireland seems to add complication to your complicated office?—Yes, every year.

27,361. Now to come to another point, you mentioned in answer to the chairman that you had only one boy clerk?—We had 20.

27,362. How did you get down from 20 to one?—Ten qualified by competitive examination for assistant clerkships, three of them were promoted to the position of typists in the Local Government Board, and one of them went into the Dublin Metropolitan Police, two of

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

them went into commercial appointments, one became a Baptist minister, one became a supplementary clerk in the Record Office, one became a novel writer, and one we could not trace—I think he emigrated.

27,363. You didn't fill up their places?—Because the Treasury wanted typists instead; they were copyists.

27,364. The Treasury intervened and said you must have no more boy clerks?—They wanted us to bring in lady typists.

27,365. Was there any other reason?—Not that I know of.

27,366. Did you find in your experience of the boy clerks any drawback to the existence of that group?—No; but, of course, one always fears for those boys coming in lest they may be thrown out when they reach a certain age, not having much time to work up to secure other posts. There is almost always some misgiving about these boys, but in the case of our 20 nearly all of them did well.

27,367. You feel the difficulty these boys are in by being kept on up to a certain age with their minds divided in their hours of duty between their business and thoughts of coming examinations?—They are often rather unhappy, no doubt as to what is going to happen.

27,368. So you are not sorry that you are done with them?—No.

27,369. You propose to get rid of the last of them?—Yes; the moment he retires we will get a lady typist in his place.

27,370. Now you are taking in lady typists in considerable numbers to do their work. Do they exactly do the work of boy clerks?—Well, the boys were hustled about a good deal; of course, the ladies are treated with greater respect.

27,371. The boys ran about and did messages?—Yes, they acted as messengers.

27,372. That was part of their proper business?—Yes.

27,373. Do you keep your lady typists apart from the male clerks?—They mix with the male clerks in the Old Age Pensions Office; in the Local Government Board we have much better rooms and there they are separate.

27,374. We were told by another head of an Irish department that public opinion in Ireland would not tolerate lady clerks working in the same room with male clerks?—Well, I hope public opinion will not penetrate into our Old Age Pensions Department.

27,375. Do you think it is a difficulty?—I think it works very well indeed; they get on very well with one another. I never heard anything to the contrary.

27,376. (*Mr. Boutwood.*) What is the relation between your office and the Chief Secretary's office, or have you any?—In this way we have. The president of our Board is the Chief Secretary for Ireland and the Under-Secretary is ex-officio a member. Also the Treasury requires all applications relating to finance made by any public department in Ireland to go through the Chief Secretary's office. Therefore, if I wanted an increase of salary for any member of my own staff I would not write direct to the Treasury, but I would write to the Under-Secretary and ask him to send it forward. That is rather waste of time, because I would not ask that increase without speaking to the President, and if he, in his capacity of President of the Board, desired it, he is not likely, in his capacity of Chief Secretary, to decline to send it forward.

27,377. Has the Chief Secretary's office any administrative control over the action of your Board?—No, nothing whatever to do with it.

27,378. What sort of work do your staff clerks do?—A staff officer has to do the accounts, and he has to pay all the officers; he has to recover all moneys on loans from the local authorities; to look after inquiries, provisional orders, auditing fees; and the staff clerk in charge of the registry would have all the registration to do.

27,379. I was thinking of their four staff clerks?—They are in the Labourers' Act department. It is most complicated and difficult work which requires great care and great knowledge of the Acts. They

have to prepare the papers for the inspectors before the holding of inquiries, and they have to go through their reports, and they have to send out the drafts of the Orders. They have a very technical class of work to do which requires rather a legal mind so to speak, and requires a knowledge of the previous schemes and of the districts at the same time. It is, however, the same thing for each district; it is of a routine character though very responsible work.

27,380. I suppose that is the feature which differentiates it from Class I. work?—Yes.

27,381. (*Mr. Graham Wallas.*) What is the difference between the working of your Board system and the system with which we are familiar in England, where we have a responsible minister with a permanent secretary? Your Board must meet to sanction things?—Yes, but I do not know it is correct to call it a Board. We do not put things to the vote, and the members could not outvote the President or Vice-President, for instance.

27,382. Then the action of the Board is the action of the President or the Vice-President?—Yes.

27,383. So that in your case when you meet the other members of the Board they are present in an advisory capacity?—They have their own powers over their own particular branches; but anything that requires a final act, or anything leading up to a final act, in giving instructions to guardians or other public bodies and all the correspondence dealing with that matter, is brought forward.

27,384. I am thinking solely of the responsibility. As far as responsibility goes they advise you, but the decision has to be your decision?—Exactly.

27,385. On the other hand, you report your decision to the President for ratification?—Oh, no, not in all cases.

27,386. In matters of great importance?—Yes.

27,387. Now if on matters of great importance a member of your Board has a conscientious opinion adverse to yours, has he, in fact, the right to appeal to the President, or is his opinion communicated to the President?—There is nothing to prevent him writing if he thought fit.

27,388. There is no definite customary right for him to submit a minute on the subject to the President?—If he did not agree, and if it was really a very important matter, I would ask all the members of the Board what they all thought, and in writing to the President I would say, "Mr. Blank thinks so-and-so ought to be done; but, on weighing the whole thing, "I think so-and-so ought to be done," and I would tell him that it was very important, and that he ought to think it out.

27,389. Can you sum up in any way the working of your organization as compared with the working of the Board of Trade, or other departments in England which are worked by one responsible minister and one responsible chief permanent official?—That is exactly what we have here. You have the Minister responsible to Parliament who is the President, and then you have the Vice-President who is the head of the department. The only difference between this public department and the department in England is that the responsible Minister in England can do things which the permanent secretary cannot do. For instance, in England the permanent secretary to the Local Government Board cannot sign an order, he can do nearly any other act, but he cannot sign an order; that has to be done by Mr. John Burns. In Ireland the Vice-President can sign the order without going to the President at all.

27,390. Do you think there would be certain advantage, in the way of public responsibility, if what you call the English system was substituted for the existing system of Boards?—That is, if you call it a Board. It really is not a Board. We do not put things to the vote at all. We never differ. We talk the whole thing out and decide. There is no vote. Very often in a very difficult matter I would call the secretary and the assistant secretary and the legal adviser, and they would sit round the table with the Commissioners and we would discuss it, but the decision would be given by the President or Vice-President.

18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

27,391. There would be no advantage in substituting a definite chief for your existing system, which almost amounts to that?—There is responsibility from the president to the vice-president, and from the vice-president to the Commissioners, and from the Commissioners to the upper division clerks, and so on.

27,392. (*Sir Henry Primrose.*) Does the Chief Secretary, or the Under-Secretary, ever, as a matter of fact, come and attend?—I go to the Chief Secretary regularly. They have attended at our office at times in their own department at the Castle and they have not much time to attend at the Custom House, but there is a great deal of work done. Mr. Long, having been President of the English Local Government Board, used to take very great interest in our work, and used to come in very often, but with other Chief Secretaries important matters have been discussed generally at their office in the Castle or at the Irish Office.

27,393. (*Mr. Graham Wallas.*) Do you submit your papers to the Chief Secretary directly or through the Under-Secretary?—I submit them directly. Many years ago papers were submitted to the Under-Secretary, and he sent them to the Chief Secretary, and the Chief Secretary sent them back to the Under-Secretary, who sent them back to us; but that became absolutely impossible when the Local Government Board Act was passed and when the work simply quadrupled.

27,394. You are practically a parallel department to the Under-Secretary's department and not a subordinate department?—We never were subordinate except to Parliament.

27,395. Then you have very considerable legislative powers, or rather the Viceroy exercises very considerable legislative power by your advice by Orders in Councils?—No, that is under the Privy Council; we do everything by Provisional Order.

27,396. Under the Local Government Board Act of 1898 the Viceroy can decide what are the qualifications and disqualifications of voters for county councils?—When the Local Government Act first passed there were a number of transitory provisions and Orders in Council which had to be made, but these are over and done with long ago.

27,397. Can these Orders in Council so made be changed?—They can be amended and extended by Parliament only.

27,398. For instance, women are not eligible for county councils or borough councils under your Act?—They are for district councils.

27,399. But not for county councils or borough councils?—Yes, they are eligible for borough councils; for instance, there is a woman in the Dublin Corporation.

27,400. They are not eligible for county councils? They were made eligible by the Local Authorities (Ireland) Act of 1911.

27,401. Could that be done by Order in Council?—I do not think it could.

27,402. The original disqualification was by Order in Council?—But that applied to certain English enactments; I do not think you could alter that.

27,403. You gave a very rapid list of your departments; I did not catch the names. How many sub-departments have you in your office?—We have got 13.

27,404. As compared with the English and the Scotch offices of the same size, that is rather a large number?—Perhaps it is, but you cannot compare us very well with the Scottish Local Government Board, because we have far larger duties than they have. We have about 125,000 registered papers in the year, and they have only about 23,000.

27,405. Has it ever been considered whether that number might not be lessened by merging some of these departments?—It could be lessened no-doubt, but long experience in Irish local government has shown us that on the whole it is more satisfactory; there is a better division of responsibility in the department.

27,406. You told us that persons applying for permanent appointment, such as auditors, and so on, leave no stone unturned in the way of visits to responsible officers, and so on. I think I am right in saying that in England such a series of visits would be

held to be a disqualification. Has any attempt been made to make regulations to that effect?—No; we are rather glad to have an opportunity of seeing them sometimes.

27,407. A hitherto unknown man begins a series of visits to a number of gentlemen from the Chief Secretary downwards?—So far as auditors are concerned there is not a very great rush for that position, because the qualification is very restrictive. You won't find many barristers who will come for 350*l.* a year to start with, and unemployed chartered accountants are not very numerous. As the matter stands at present, we have only about half a dozen people to choose from, and we generally manage to see them all. In Ireland there has been such a large number of positions given under the Insurance and under the Land Commission and such things that it is very hard to find good men out of work.

27,408. You rather welcome the uninvited office-seeker?—If there is anything to give; when there is a vacancy and a man is a qualified man I would rather the man came, but we would not receive a mere office-seeker when there was no vacancy.

27,409. You are glad he comes without being asked to come?—Of course, I would not see him as a matter of course, my private secretary would see him, and he would say to me, such and such a man was here. I would ask what sort of a man he was; if he seemed to be a man who is well equipped his name would be put upon a list, and when a vacancy occurred I would then see him.

27,410. Dublin is not only the seat of Irish Government, but there is a large university organisation in Dublin?—Yes.

27,411. Do you find at any point in your actual administration that you get assistance from university organisation?—In what way.

27,412. There would be several ways in which your officials could improve their qualifications with the help of the university during their official career?—We have two or three upper division men who passed through the university.

27,413. But that would be before their examinations?—No, I do not think that we have very much to say to them. Sometimes Fellows of Trinity have called upon me and recommended young men who had got degrees and were looking for Local Government appointments.

27,414. In London we find a considerable number of Government officials at the London University where they acquire qualifications that are of great assistance in their future careers?—Yes. Several of our second division men have gone through Trinity College.

27,415. Working after office hours?—Yes, they study for law; the lectures take place early in the morning, about 9 o'clock, and they are able to attend them.

27,416. That is only in the case of Bar examinations?—Yes, I do not know of any other.

27,417. Do you get help upon the scientific side of your work? Do you call in any university professors?—We get great help from the Royal College of Surgeons and the Physicians, but I do not know that we call in any professors.

27,418. There is not any connection between the university and official organisations?—No.

27,419. (*Sir Henry Primrose.*) I notice as regards your messengers that as a vacancy occurs you are going to employ only pensioners?—Yes.

27,420. The rate you pay is laid down by the Treasury?—Yes.

27,421. A guinea a week and no more. I see you have one man who rose from a guinea a week by 1*s.* to 2*s.*?—Yes.

27,422. Why was he privileged in that way?—He is probably one of the older class.

27,423. You have nine boy messengers. You have got rid of the boy clerks. Are you going to get rid of boy messengers?—No.

27,424. The blind alley objection, so to speak, applies more strongly, I think, to boy messengers than to boy clerks, because it does not qualify them for any work?—I think the class of boys who come in as mes-



18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

sengers would be content with a class of work afterwards that boy clerks would not be content with.

27,425. But when you are done with the boy messenger, say at 20, he is more incompetent to earn his living?—He would be taken in some commercial undertaking; he would have learned smartness and to obey orders.

27,426. The only thing is that commercial firms are apt themselves to do the same thing for boys?—I do not quite know what the practice is in that matter.

27,427. Then as regards boy clerks. I gather you used to employ them almost entirely upon typing, but there are a great many other duties on which in England these boy clerks are employed. For instance, some of the clever boys would manage some of the work done by those four assistant clerks; it could be done by boy clerks?—I think it could. It is purely mechanical—stamping papers, posting the registers, and all that sort of thing.

27,428. Then as regards your inspectors, like the English Board you have three classes, the general, the medical, and the engineering, and I think that with you they are all paid about the same scale. The engineering inspectors are paid more?—No, they are paid less, but the head engineering inspector stands by himself.

27,429. At any rate, your general and medical inspectors are paid exactly the same rate. Do you consider the duties are practically of an equivalent value?—Yes.

27,430. Because it was brought before us in the English office that it was rather a grievance on the part of the medical inspectors that they were paid less than the general?—I say they are of equivalent value, certainly.

27,431. It is possible there are differences in the work between here and in England?—We have the dispensary system here.

27,432. You would find no reason in your department for paying the medical inspectors less than the general inspectors?—None whatever. The whole medical charity system is under them.

27,433. (*Mr. Boutwood.*) What is the medical charity system?—It was an Act passed in 1851 which enabled poor persons to get medical attendance and medicines at their homes or at the dispensaries free if unable otherwise to obtain it. There are 700 doctors, and about the same number of midwives, who attend the people.

27,434. (*Sir Henry Primrose.*) Is the Insurance Act adapted to fit on to that system?—Owing to the existence of the Medical Charity Acts they did not apply the medical benefits of the Act to Ireland.

27,435. Ireland is exempt?—Yes, and a Commission is now about to sit to consider whether Ireland should be brought under the medical clauses of the Act.

27,436. Under that dispensary Act you have practically all that is wanted?—Yes, but, of course, we would have the choice of doctors which is the great desideratum under the Insurance Act; poor persons have to deal at present with the dispensary doctor whether they like him or not.

27,437. Has the Insurance Act added to your work, or is it likely to diminish it? Will the Insurance Commissioners take over certain work that you might have done?—I think it has increased our work. It has done so far, at all events; so many questions arise as to the Poor Law, and as to where the Poor Law clashes with the Insurance Act.

27,438. You mentioned that as regards staff clerks you found difficulty in promoting them to Class I. on account of the loss of pay that it might entail upon them?—Yes.

27,439. Is that likely to happen very often? A staff clerk wants, as you explained just now, to exercise great care and to have great knowledge of particular Acts which are administered. It does not in the least follow that a man eminently suitable for a staff clerk is suitable for promotion to the sort of work you want Class I. to do. It is work that requires initiative, also self-reliance, and so on. So I suppose it is more likely than not that a staff clerk is not the man you want to promote to the first division?—Perhaps by his experi-

ence as a staff clerk he might have rather bound down his faculties in a certain direction. At the same time, whenever we have appointed a staff clerk he has always proved worthy, and there are many staff clerks whom I would like to promote to the upper division. No man would have a chance of getting to be a staff clerk unless he was above the run of the second division men; but a man cannot resist the chance of getting 100*l.* extra at the time, although it might run him into a position that would ultimately prevent him getting to the upper division.

27,440. Of course what you want in a staff clerk is a man who has a very accurate knowledge of the particular business he has to deal with. What you want in the upper division is a man who has not only that knowledge but also who has some clear idea of its relation to business and to things outside. A man who has been all his life in an office in a subordinate position is as a rule very well up in the business of that office, but does not always realise what its proper relations are to things outside?—I think that is so, but it is hard for the head of a department, when there is a vacancy for a staff well-paid position, to give it to a man who is a steady, trustworthy man who will do very well, and to pass over a much better second division man because it may crystallise his mental faculties and render him less anxious and fit for promotion to the upper division at a later period.

27,441. That would be one advantage of the by-partite organisation of the Service as against what we have now. You would have a much clearer distinction between two sets of men?—Would you abolish staff clerks by that arrangement?

27,442. No, I would retain staff clerks as a line of promotion for subordinate clerks. Some of the places ought to be pretty well paid. For men who are superintendents over a large number of men and direct the work generally I would have places that went up to 400*l.* or 500*l.* a year?—Certainly, I think that would be an advantage.

27,443. You told us that it was your impression that men recruited on higher examination were, speaking generally distinctly, of a superior calibre?—Yes.

27,444. You have in Dublin only two offices in which men of the higher division are employed, namely, the Chief Secretary's and your own office?—There is one other office called the Public Record Office, which has one or two upper division men.

27,445. But there are a good many other offices that have only men of the second division. I don't think you have people who come in by what is now called the intermediate examination?—No.

27,446. In the second division offices, so to speak, it is quite conceivable that while you could work the office with a clerical establishment recruited wholly from the second division you might not get from amongst them men competent to take the headship of the office. Take for example the office of the Registrar-General: Is there any machinery by which higher division men from the Chief Secretary's office or the Local Government Board might be considered for an appointment such as the head of the Registrar-General's office?—I cannot conceive anybody leaving our office for the Registrar-General's.

27,447. Not for a post in the office, but for the post of Registrar-General itself?—He has generally been a medical man who deals with health statistics.

(*Sir Donald MacAlister.*) We were told yesterday that was almost an unbroken tradition.

(*Mr. Graham Wallas.*) That he was always a professional man.

27,448. (*Sir Henry Primrose.*) It is not so in England. What I have in my mind is this. Clause 7 of the Order in Council authorises the filling up of a post like the headship of a department of this sort by nomination from any quarter and with the concurrence of the Civil Service Commissioners; the qualifications required are of a kind that are not ordinarily to be acquired in the Civil Service. That seems to suggest that qualifications that are ordinarily to be found in the Civil Service ought to give a sort of prior right to any appointment in the public service?—I have that feeling.



18 February 1913.]

The Right Hon. Sir HENRY ROBINSON, K.C.B.

[Continued.]

It is rather hard to take men from outside when you have good men available in the Civil Service.

27,449. I was rather wanting to know whether, taking the Dublin offices as a whole the first division men who come to you, and to the Chief Secretary's office, besides having such prospects as each of those offices offer, may also have the hope of being appointed to the headship of one of these minor departments?—Of course there is no reason why a good man should not be taken out of our office and made a Commissioner of Prisons, or something like that. There is generally in Ireland an outcry if a man is appointed as the head of a department who is not an Irishman. I do not know whether they have the same feeling in England about the heads of

English departments. But, at all events, ministers on the whole would, I think, prefer to appoint an Irishman, and this might militate at times against such promotions from the upper division which would otherwise be desirable.

27,450. Of course if you take a more or less corresponding department in England, that is the Treasury, there have been so many instances of men from the Treasury being given appointments outside as heads of offices that the same sort of thing might prevail here and, perhaps, with advantage?—It might and with advantage. We have men in our upper division capable of being heads of many of the smaller departments.

Mr. JOHN J. DUFFY and Mr. ANDREW WALSH, called and examined.

27,451. (*Sir Henry Primrose.*) You come to represent the assistant clerks in the Local Government Board?—(*Mr. Duffy.*) Yes.

27,452. There are 33 altogether?—There were at the time our statement was compiled. There have been some additions to the staff since then.

27,453. Were you all recruited in the same way, or how did you begin?—We were all boy clerks.

27,454. In Dublin?—Not in Dublin. I myself served in London, and so did my friend who is with me here, Mr. Walsh. We got transferred to Dublin.

27,455. You passed to the rank of assistant clerk by means of an examination?—Yes, sir.

27,456. And then, when you got on to the list of assistant clerks, you got an appointment in Dublin?—No, sir. I was appointed to the Board of Trade in London, and then I got transferred to the Local Government Board.

27,457. At your own request?—Yes, sir.

27,458. What are the ages, roughly speaking, of these 33 or more assistant clerks?—I would say that the youngest would be about 21 or 22, and the oldest would probably be about 31 or 32.

27,459. So that you have no very old men?—I think there is no man over 35.

27,460. How long have you been in the Local Government Board in Dublin?—Since September 1906, but I am assistant clerk since December 1903.

27,461. And you are now on the new scale which is 55*l.* to 150*l.*?—Yes.

27,462. Your point is that while you are limited in salary you work side by side with another body of men called second division clerks, and that there is no real distinction between the work?—Quite so, sir. That is my point exactly.

27,463. It is very difficult for us to say whether that is the case or not, other people would tell us there is a distinction between the two?—If you refer to the concluding paragraph of my statement you will see that I refer to a minute of the Vice-President of the Local Government Board in which it is stated that "It was found practically impossible, in most cases, to differentiate between the work assigned to assistant clerks and clerks of the second division, and the Board, therefore, consider that the memorialists have a reasonable claim to have the conditions under which they are employed inquired into and re-considered."

27,464. Yes, but does that really mean all clerks of the second division or only the junior workers of the second division, because it is quite probable that a clerk of the second division has to do work very similar to that of the assistant clerk, and eventually he has to do more difficult work?—I have in my mind senior second division clerks who perform duties similar to assistant clerks.

27,465. Let us take a single branch—the accounts branch, how is that composed?—It is composed this way—one clerk in charge, one assistant, three second division clerks, and two assistant clerks.

27,466. Do you say that those two assistant clerks are practically doing the same work as all three second division clerks, or only the same as one or two?—Comparing the duties of one assistant clerk with a second division clerk, their duties are practically the same.

27,467. Is the work of this branch sub-divided? I mean are there separate branches of duty?—Do you mean is the work allocated in any special manner?

27,468. Yes?—I don't think so.

27,469. Then what exactly are they doing?—Take the case of our inspectors and auditors, they furnish returns of their work and how they spend their time. It is necessary for a clerk of this branch to go through these and see that everything is legal—to see that they have not put in any excessive expenditure. That work is referred either to the second division clerk or to the assistant clerk.

27,470. Does it go straight into the hands of the assistant clerk before it goes to the second division?—Yes.

27,471. Supposing an account is put into your hands; to see that the charges have been made in accordance with the subsistence allowance, proper travelling, and so on, when you have gone through that and you found certain mistakes, what do you do with it?—I would make a minute on it, and refer it to my superior officer.

27,472. You would not pass it on to a second division clerk?—Possibly.

27,473. Between passing from you to the clerk in charge of accounts it would not go through the hands of a second division clerk, in order that he might check what you have done?—This might occur.

27,474. You say an account of that kind is given to a second division clerk or an assistant clerk without any discrimination?—I don't think there is any discrimination, to the best of my knowledge.

27,475. Have the assistants any superior work to do beyond merely checking accounts?—I had in my mind the case of what I might term the senior assistant clerk in the branch. He had the preparation of what are called in the Local Government Board negotiable receipts for the payment of salaries.

27,476. What are those?—Cheques drawn for the amount of each man's monthly salary on the scale. A Civil servant only gets 8 per cent. of his salary each month, and gets his balance, minus income-tax and other deductions, at the end of the quarter.

27,477. Is not that merely accounts?—I don't think it is quite looked upon in that light.

27,478. A man has a salary, say, of 120*l.*, and you have got to see that he is paid 8 per cent. upon that each month—that is a simple sum in arithmetic?—It resolves itself into a calculation certainly.

27,479. But you cannot call that superior work?—It is not superior in the strict interpretation of the word "superior."

27,480. I mean that seems to me the very simplest work that any school-boy could do?—I don't know whether he could or not.

27,481. Could you specify any other work which you would consider was rather of a superior kind?—Weekly payments to temporary staff. They come under the duties assigned to assistant clerks in the branch, and the temporary staff consists of a number of female typists, messengers, fire lighters and cleaners.

27,482. He merely calculates the amount due?—He has the actual payments to make of all the temporary hands in the office.

27,483. The paying is done by some one single person?—Yes, sir.

18 February 1913.]

Mr. JOHN J. DUFFY and Mr. ANDREW WALSH.

[Continued.]

27,484. Is that done by the assistant clerk?—It is done by a second division clerk who was formerly an assistant clerk. In his absence it would be done by an assistant clerk.

27,485. Payments in connection with advertising and the reporting of local inquiries?—That would come under the heading of negotiable receipts, except in the case of payments for preparation of minutes of evidence at local inquiries. The folios are sent to another department for counting.

27,486. Those particular duties, specified in the first paragraph of your memorial, are of a simple kind—I mean they don't require a person of any great skill, and you have only got to do arithmetical duties, and do you say that a second division clerk is employed upon work no better than that?—The very same work.

27,487. Then the question would arise, not so much whether only second division clerks ought to be employed, but whether the assistant clerks could not do all this work?—That is, of course, a question we could not decide.

27,488. (*Chairman.*) Do you mean to say second division clerks perform no other sort of work than that. Don't second division clerks write memorandums or documents?—So does the assistant clerk.

27,489. In the Labourers' (Ireland) Act branch there are five assistant clerks employed, and their duties consist of the marking of important matters in the minutes of proceedings of rural district councils—is it that you have to read through the minutes of the proceedings and draw attention to anything of importance?—Yes.

27,490. In order to do that, what amount of knowledge do you require?—You must have a knowledge of the work of the branch, inasmuch as you don't want to mark matter that is not of importance.

27,491. Have you to understand the Acts?—You must have a knowledge of the working of the Acts.

27,492. Then drafting of letters—what sort of letters do you draft?—General work in connection with the Labourers' Acts.

27,493. Preparation of files for inspectors—that merely means putting things together in connection with an inquiry?—Yes, and bringing out the salient features in connection with the inquiry.

27,494. (*Mr. Boutwood.*) If an assistant clerk drafts a letter in that branch what happens to it?—It is passed on, say, to the staff officer. He reads it, and if he is satisfied with its general tone, he initials it and sends it on for typing. It is then submitted for signature.

27,495. Is the same process gone through in the case of the second division clerk?—Yes.

27,496. (*Sir Henry Primrose.*) How many second division clerks have you in the Labourers' (Ireland) Act branch?—About 7 or 8 roughly.

27,497. Then they would do the greater part of the drafting of letters?—Yes, proportionately.

27,498. And the assistant clerks, as a rule, would be doing the more simple matter—preparation of files and putting together of papers. What do you mean when you say the "assistant clerks in the branch eligible for promotion"?—I mean they have got their requisite number of years' service.

27,499. Yes, but it is not a privilege of the branch?—Oh, no, sir.

27,500. Of course, this question of whether or not in a particular office, second division clerks and assistant clerks are really doing the same kind of work is a question of minute detail which it is impossible for us to form any judgment on, but coming more to the general question, what I think you really feel is that your possibilities of promotion and employment at higher rates of pay are unduly limited—that is to say, you feel you are capable of doing better work, and earning better pay?—Yes, but even in the case of this particular office we contend that we actually perform this high work at a smaller rate and that our prospects are not, I won't say as good, because the Local Government Board have treated us well.

27,501. Do you mean to say that the prospects in the Local Government Board in your class differ materially from the prospects of assistant clerks in

any other department?—The prospects are very limited except there is an actual vacancy.

27,502. An assistant clerk can be promoted quite irrespective of vacancies?—Yes, if you increase the second division establishment.

27,503. If he is a man fitted to be promoted to the second division he might be promoted and go somewhere else?—I have never heard of such a case.

27,504. But surely the Local Government Board should afford better opportunities than many others in that respect. You have got 46 second division clerks, and there must be a certain number of vacancies?—Yes, but the majority of those 46 men are there for a large number of years, and vacancies for higher posts do not occur frequently.

27,505. All the more likely to have vacancies?—I don't think so.

27,506. As a matter of fact, since you have been in the Local Government Board how many assistant clerks have been made second division clerks?—There are in the Local Government Board what I might call two classes—old and new, and, of the latter, there have been 10 since 1904 or 1905.

27,507. That is a considerable proportion; it is a good proportion—I mean unless you are to promote them all—unless you are to break down the whole theory upon which assistant clerks are supplied?—

27,508. It seems to me a liberal number?—We admit that the Local Government Board have treated us considerably, but an assistant clerk should not be asked to do the same work as a second division clerk, having regard to the different scales of pay. I think it is unjust when a man is eligible to do the work to bring in a man outside. Take the case of a second division man who dies. His place cannot be filled for some time, and then you frequently have the assistant clerk doing the work of the man deceased.

27,509. (*Chairman.*) Your assistant clerk is recruited for particular duties, and if he is considered eligible and fairly fit for promotion he has a claim to promotion?—He has, and I would not advocate it otherwise.

27,510. But there have been a considerable number of promotions from assistant clerks to second division clerks in the Local Government Board?—I would not say considerable, but substantial.

27,511. That is a liberal reading of the words of the Order in Council?—Yes.

27,512. (*Sir Donald MacAlister.*) I can conceive assistant clerks making one of two complaints, either that the whole system is rotten, or that they themselves are not treated and have not been treated in a fair way, and in accordance with the prospects which were held out to them?—Yes, sir.

27,513. I don't see as regards the second complaint that you are able to make out any very great case, because when you became an assistant clerk you knew it would carry no higher remuneration than 150*l.* unless you got promoted?—Yes.

27,514. In your department the percentage of people promoted seems to me a reasonable amount?—I think our department is really an exception, inasmuch as, so far as I can gather, the heads of our department are in sympathy with our demands.

27,515. Of course, the vice-president does not suggest that the whole class of assistant clerks should be done away with. He merely, in consideration of the work that assistant clerks are doing, suggests that possibly a better scale of remuneration might be assigned to them?—Yes.

27,516. But you see the difficulty in these things is this, that if you are going to give superior work to these clerks, then that entirely alters the aspect of the case, and the men who are now assistant clerks would not belong probably to the new class because the tests would be very much severer?—The new tests.

27,517. I mean if you alter the conditions of employment for the clerks altogether, you also alter the conditions for getting in, and the majority of the men who are now assistant clerks would not be in this class?—You mean they would not have entered the class at all.

27,518. I mean the examination by which they

18 February 1913.]

Mr. JOHN J. DUFFY and Mr. ANDREW WALSH.

[Continued.]

entered was one which they were able to pass; but if you do superior work, and get superior pay, then the entrance would be much narrower and the competition keener. Look at yourself from the departmental point of view—do you say you are doing work that is superior to what you were engaged to do?—Yes, sir.

27,519. You say that men engaged to do superior work are doing work the same as yours—it is not the same thing?—I would imagine it was. The second division clerk was not brought in to do routine or mechanical work.

27,520. I am bound to say that I don't see anything in the first branch that is not quite in accordance with the definition of the work which is appropriated to the assistant clerks. I think it is quite possible that there are second division men doing the same work. That is wrong, but that means that there ought to be more assistant clerks and fewer second division clerks. Supposing there is a vacancy in your branch now—there are practically no boy clerks in Dublin now?—We have only got one in the Local Government Board.

27,521. Therefore, when a vacancy occurs the Board write to the Civil Service Commissioners, saying they have a vacancy and asking them to send an assistant clerk?—Yes.

27,522. And he may be an Englishman, a Scotchman, or an Irishman?—Yes.

27,523. Are the majority of your class Irishmen?—As far as the Local Government Board is concerned, I think I might say the whole lot.

27,524. How does that come about?—Some of them waited until they got a chance of going to the Dublin office, others like myself went to London and got transferred back at their own request.

27,525. How did you get transferred from the Board of Trade—did you exchange?—No, I approached the Local Government Board, and when there was a vacancy they applied for me. It was a matter of arrangement at the time.

27,526. Is not that avenue there now?—It is, but I had to get a new certificate of qualification.

27,527. (Chairman.) From the Civil Service Commissioners?—Yes. My application had to go through for Treasury sanction first.

27,528. (Sir Donald MacAlister.) At what age do assistant clerks enter the Service?—Formerly from 19 to 21 years, now from 17 to 18.

27,529. They have an opportunity of going up for the second division examination?—Yes, and the Customs and Exchequer.

27,530. The assistant clerks of whom you speak—don't they take advantage of that opportunity?—Some of them do, of course, but you must recognise that on account of being engaged at work they have not the same facilities for study.

27,531. So that we may take it a number of the assistant clerks would have a difficulty in passing into the second division examinations?—I would not say that if they had facilities for study.

27,532. Is your contention that 40 second division clerks, and 46 assistant-clerks should be made into one class, because they are practically doing the same work?—My contention is that assistant clerks are performing the duties of second division men. The second division clerks have better prospects. Their pay and holidays are better, and they have better opportunities of promotion. The facilities for promotion should be extended to us. The assistant clerk who has 150*l.*, if he does not get promotion, stays there for the remainder of the service; except in exceptional cases he may reach 170*l.* after a further period of 10 years' service.

27,533. Is your idea that one grade should be all second division, or all assistant clerks?—Of course, it would be a matter of appellation.

27,534. You were a boy clerk?—Yes.

27,535. You did not get into the assistant clerks grade without an examination?—No, sir.

27,536. Why do you say that assistant clerks should get into the second division without examination?—I am not saying that. What I say is that when he reaches his maximum salary he should not stop there.

27,537. (Mr. Boutwood.) Are there any minor staff posts in the Local Government Board for assistant clerks?—No, sir.

27,538. Why did you not sit for the second division?—I did sit for it as a matter of fact.

27,539. (Mr. Graham Wallas.) Work in the Local Government Board is largely seasonal?—Of course in the finance, audit, and statistical departments the work is more or less seasonal.

27,540. And when work is seasonal the whole staff has to be put on to it?—Yes, sir.

27,541. Would you mind giving me your educational history?—I was at several schools. I started in a national school, and I afterwards went to a Christian Brothers High School, in Clonmel.

27,542. Did you sit for the boy clerkship examinations from that school?—Yes.

27,543. Had the Christian Brothers special classes for that examination?—No, but I had correspondence courses.

27,544. If you had not got into the Civil Service would you have stayed longer at school?—I suppose I would, but I cannot tell you.

27,545. What age were you then?—I was just over 16 years.

27,546. (To Mr. Andrew Walsh.) Would you mind telling us your educational history, Mr. Walsh?—I went to a national school, and I got from there through the boy clerks' examination.

27,547. Did you take correspondence courses?—No; not prior to boy clerks' examination, but did so while serving as boy clerk.

27,548. How old were you when you left the national school?—About 15½ years; and I was about 3½ years as a boy clerk before I passed into the assistant clerks.

Mr. PATRICK MCGUINNESS, called and examined.

27,549. (Chairman.) You are a second division clerk in the General Registry office?—Yes.

27,550. What is your complaint?—It is against these three patronage appointments which have been made.

27,551. There are three minor staff clerkships, and the two superintendships in the office?—Yes.

27,552. These five appointments are at present held by promoted second division clerks?—They are.

27,553. The higher appointments in the office are—Medical Superintendent of Statistics, the Secretary and the Registrar-General?—Yes.

27,554. Do you complain of not being eligible for promotion to the medical superintendship?—An ordinary clerk held that position before the present medical superintendent.

27,555. It is now considered desirable that the post should be held by a professional man?—Yes, but not by us.

27,556. Do you object to that—is it not a matter for

the Government of the day to decide?—Oh, yes, of course it is. We don't complain so much against one doctor.

27,557. But apart from the Registrar-General there is only one doctor in the department?—There was an arrangement whereby a doctor was consulted about any medical matters required.

27,558. The secretary at the present time was taken from outside, wasn't he?—Yes.

27,559. Do you object to that?—Well it was held all the time up to that by an ordinary promoted clerk without any legal qualification.

27,560. If, in the opinion of the Government, or in the opinion of the head of the office, there was no particular second division clerk suited for that appointment, would you deny the Government the power of going outside the office and taking a suitable man?—No, but we deny that there was not a man in the office suitable for the position.

27,561. You think there was?—I think so.

18 February 1913.]

Mr. PATRICK MCGUINNESS.

[Continued.]

27,562. You think he ought to have been promoted?  
—Yes.

27,563. There was a vacancy lately in the registrar-generalship?—Yes.

27,564. Do you also claim that a second division clerk ought to have been selected for that position?—Or else at least one of the two men already brought into the office.

27,565. The secretary or the medical superintendent?  
—That was taking a third appointment from us.

27,566. When did it come to be an article of faith in your office that the highest appointments should be reserved for you?—We don't claim it, but we raise the point for your consideration that we have a better right to them than any one outside.

27,567. Still you are rather exclusive, are you not?—No; it means three appointments out of five or six taken away. If I might explain. The three deputy-superintendents are to be minor staff clerks in future, and they cannot be of any use to us, as it will mean no promotion for us to get these appointments.

27,568. What is your maximum at present—is it 200*l.* or do you go to 300*l.*?—300*l.*

27,569. And here you have two appointments of 350*l.*, and two of 500*l.*?—The last appointment we complain about. When the last appointment was made to that 350*l.* position it was cut down to 300*l.* It was made from 200*l.* to 300*l.* instead of 250*l.* to 350*l.*

27,570. So that really the maximum there is no greater than the maximum for the second division?  
—No.

27,571. The superintendentships do come to you?—These are two open appointments at present.

27,572. In other words your office is on a second division basis. There are many offices in England on a second division basis, and in Scotland a very large number of offices are on that basis. There are no Class I. men brought in over you?—Oh, no; there is no Class I. man. I understand the Registrar-General in England said he did not require any Class I. men there either. We submit the second division men are quite qualified to perform the duties of any position in the office.

27,573. I am pleased to find you have such a good opinion of yourselves?—They are taking the three appointments away from us.

27,574. You say that, even though one of them is a doctor's appointment?—Two are doctors and one is a solicitor.

27,575. (*Sir Donald MacAlister.*) Has not the Registrar-General generally been a doctor?—Yes, but the man who held the position before Sir William Thompson was appointed was an ordinary promoted clerk.

27,576. Isn't it true he has been generally a doctor? Yes, before him I believe he was generally a doctor.

27,577. In what sense was the appointment, taken from non-professional people?—The man who held it before was not a doctor.

27,578. It has generally been held by a doctor?—Sir Robert Matheson held it for a long time, and he was an ordinary clerk promoted to the position.

27,579. Do you think there are advantages in the Registrar-General having medical knowledge?—We submit that two doctors are hardly required in the office.

27,580. Do you think the Registrar-General, the head of the office, should be a doctor?—I understand he got the position as a medical man.

27,581. Is there any advantage in the secretary having legal knowledge?—We don't see any advantage. Several ordinary men held it time after time up to then.

27,582. The question is whether it is not an improvement to have a secretary with legal knowledge?—An experienced man of 25 or 30 years' experience of the Registration Acts, and well versed in the routine of the office, I think, would be better qualified for the post. We think so, at all events.

27,583. Did you have to go outside for legal advice and assistance?—Except to the law officers of the Crown.

27,584. You had to seek legal advice?—Very seldom.

27,585. You had to seek official legal assistance every now and then when the secretary was not a legal man?—At odd times, and we have to do the same still.

27,586. Doesn't it sound like an improvement to have somebody with legal knowledge on the spot instead of going outside?—We don't admit that. His legal knowledge makes no difference whatever.

27,587. Why?—All the legal knowledge required is for prosecuting people for not registering births, deaths and marriages. In these cases we have to employ a solicitor, a local solicitor. The legal expenses in that way were very small.

27,588. Do you think it is quite possible that higher officials in the Registrar-General's department may have looked at the question from a broader point of view than the promotion of clerks?—I expect they did. We submit it would be more efficient to have men of great experience in the office. The work is rather difficult. There are men with 25 or 30 years' experience of the work there in the office of superintendent. We hold they would be more efficient for the post.

27,589. Even in the absence of any legal qualification?—Even in the absence of legal qualification.

27,590. (*Sir Henry Primrose.*) Has your whole service been in the Registrar-General's office in Dublin?  
—Yes.

27,591. Were you appointed by the Civil Service Commissioners?—Yes.

27,592. You are objecting to the reduction of that minor staff post from 250*l.*–350*l.* to 200*l.*–300*l.*, but still it might be a very great advantage to a second division clerk who might jump to 200*l.* long before he would have reached the 200*l.* by the mere process of time. It is quite true that 300*l.* is the same maximum as the second division maximum, but a second division clerk takes many years to get to that maximum merely by the process of time, whereas if he was selected for that post he might get it in a much shorter time?—Owing to these men being brought in from outside, no promotion is likely to take place for years—seven of us have salaries ranging from 140*l.* to 180*l.*—some of us have reached 180*l.*, so that in two years' time we will have reached 200*l.* in the ordinary way.

27,593. These three minor staff clerks now in existence were all men who were second division clerks?—Yes, these three men.

27,594. Were they the second division clerks who were in the Registrar-General's office?—Yes.

27,595. The office as an office has had that amount of promotion?—Yes, in the past, but now prospects are very materially altered. It is a very remote thing if we get any promotion whatever. There are only two posts, the two superintendents—the three staff clerkships will be of no value to us, therefore there only remain two posts.

27,596. Still, there are not a great many of you—I mean, there are not too many as it is. I notice you have got five assistant clerks?—Yes.

27,597. Is their work quite distinct from yours as second division clerks?—There is a line drawn—they do some different work.

27,598. Take the English Registrar-General's office where the work is exactly analogous to yours; their staff is equally divided between second division clerks and assistant clerks. They have almost as many assistant clerks as second division clerks, which seems to indicate that a very large amount of the work is of a simple kind which could be done by assistant clerks. Do you know, are any of the 14 second division clerks doing work which might perhaps be assigned to assistant clerks?—Possibly some of the junior men are.

27,599. You see, of course, it might not benefit you, but it would benefit the office as an office, if the number of men who had to aspire to these few places were so reduced as to give each one of them a better chance?—That is so.\*

27,600. It is quite true that the Registrar's office, as it stands now, is not a favourable prospect for a second division clerk; he would do better probably if he went into the Local Government Board?—In any other office.

27,601. Because the proportion of higher places to the Service places is small. But now, if it was found that the number of second division clerks could be reduced

18 February 1913.]

MR. PATRICK MCGUINNESS.

[Continued.]

to eight or nine, and a good deal of the work relegated to assistant clerks, that would make it rather better for the men?—It might, of course. But with the 14 second division men crowded there on the top of one another there is practically no prospect of promotion and no stimulus.

27,602. After all, a very large number of the second division men, in the nature of things, never attain to anything beyond what we call the Service scale; is not that so?—I understand in the Registrar-General's office in London they go up to 900*l.* a year for the chief clerks.

27,603. I will put it this way: When you entered the Civil Service you knew a certain body of men were promised a certain rate of pay?—Yes.

27,604. They are also promised they shall have certain opportunities of being promoted to better rates of pay than that?—Yes.

27,605. But that clearly can only apply to a percentage of the whole body?—Oh, no, not to the whole body.

27,606. Therefore, although the percentage of prospects of being promoted to a higher grade place is undoubtedly less good with you than it is with others,

still it must be the fate of a large number of men who never get anything better than the service rate of pay?—Of course, for a minority of them.

27,607. That Inspectorship of Registration—is that a place, you think, a good second division man could properly fill?—A second division man holds it at present. But the late Registrar-General, Sir Robert Matheson, told us they might appoint a man from outside. We never know where this patronage will end.

27,608. It all depends. We don't know what the qualities are of the second division clerks in the office. It is conceivable you might have 14 men not one of whom is really qualified for these particular places. The head of the office must judge of that?—Of course he must, but we hold they judged wrongly.

27,609. I take it, if there was a man qualified, that the head of the office has every inducement to give it to one of his own men unless he thinks he is not fit. You don't suggest there is any influence at work which makes the authorities who are responsible for the office desirous to keep back second division men who are in the office?—I don't suggest that, but we deny that there was any justification to look for men outside the office.

Mr. T. W. SMITH, called and examined.

27,610. (*Chairman.*) You are a Second Division clerk in the General Valuation Office?—Yes.

27,611. Will you tell us what you want to represent to us?—Since the year 1891-2 the position of valuer and surveyor has been closed to the clerical staff of the office. The position was open to us before that time, and was much sought after.

27,612. In 1892?—Yes.

27,613. Up to that time professional qualifications were not demanded from the valuers?—No.

27,614. And now a person to be admitted to the grade of valuer must have professional qualifications?—He has to serve two years in an architect's office.

27,615. Or a surveyor's office?—Yes.

27,616. I suppose being second division clerks, you could not now qualify for these valuers' positions?—We could not qualify now. We are appointed rather young. I was appointed at 17.

27,617. You could not get a certificate from an architect or surveyor by attending his office in the evenings?—No.

27,618. So that you are debarred?—Yes.

27,619. Is there anything else you wish to say?—We think there should be more staff appointments. The deputy-superintendent should be graded as a staff officer or minor staff officer, as is done in other departments.

27,620. You have five staff clerks have you not in the office?—Yes.

27,621. And there is a superintendent clerk?—He is not in our branch of the office, but in another branch recently established.

27,622. That is Finance?—Yes.

27,623. You don't count him?—Not amongst those.

27,624. Not amongst those appointments to which you can get promotion?—He was promoted from our staff, but we thought when that office was established that more of us would be appointed there. Instead of that they brought in a good many temporary clerks. In fact, he superintends over 30 temporary clerks, and some of these have responsible duties entrusted to them which we consider should be entrusted to us.

27,625. (*Sir Donald MacAlister.*) He is a promoted second division clerk?—Yes, he is. We consider that in what we call our branch of the office that deputy-superintendents should be appointed.

27,626. (*Chairman.*) You think a deputy-superintendent should be created?—Yes, because the deputy has charge many weeks of the year while the superintendent is on leave. The superintendent has 55 days leave in the year, and it is a rather responsible position.

27,627. Who is the superintendent of your branch?—Mr. Rice. It is like this: Our office is divided into two parts since the Finance Act of 1909-10; the office

as it existed before the Finance Act of 1909-10, and the portion dealing with the Finance Act of 1909-10. In our branch there are four superintendents of rooms and an accountant.

27,628. Are these four superintendents of rooms the same as the staff clerks that we see mentioned here?—Yes, 250*l.* to 400*l.* is their salary. These are the officers referred to.

27,629. And I suppose one of these is the accountant?—One is the accountant.

27,630. These five appointments are open to you?—They are open to us, but there has been no promotion since 1896, and in the ordinary course of affairs there won't be any for 16 years.

27,631. Were not the last promotions made from the second division to these appointments?—Yes.

27,632. And probably the next promotions will be made to these appointments from your grade?—Yes.

27,633. Should you not, then, wait for the vacancies? We considered when the finance section was created there would be more than one appointment to staff posts.

27,634. You hoped to get promotion into the Finance Act department?—We consider there should have been more than one staff post created in the finance department. A great many temporary clerks were brought in. Some of them are working under temporary valuers. Branches were established in Belfast, Cork, and Londonderry. We thought it very hard that valuers should superintend clerks, and that clerks could never aspire to be valuers.

27,635. But the valuers are necessary for the purpose of valuing land?—Yes.

27,636. You don't object to that?—We don't object.

27,637. Under the valuers there are clerks who happen to be temporary?—Yes.

27,638. You don't look to supplanting these clerks, do you?—We don't look to supplanting temporary clerks, but some of them are entrusted with very responsible duties.

27,639. Some of these temporary clerks, and you think you ought to be employed on those duties?—Yes.

27,640. Well, the finance branch is a temporary branch, is it not?—It is at present, but we don't think it should be temporary. As far as we can see the work will last for years and years.

27,641. The fact is you are questioning the wisdom of the Government. All that you are justified in looking forward to, under the terms of your engagement, is promotion in your own line. If any additional establishment is created, and you are promoted into it, so much the better for you, in fact, some of your men have been so promoted. Are you ever selected for



18 February 1913.]

Mr. T. W. SMITH.

[Continued.]

transfer to other offices in Dublin, and in that way have any of you got promotion?—There have been a good many men transferred from the department at different times, and all got on very well.

27,642. That is so much to the good?—Yes.

27,643. When you hear of vacancies in the other Government departments in Dublin it is always open to you, is it not, to apply for a transfer if you think it would improve your prospects?—We can't very well get the transfer after serving a few years in one office. Another department will not have you for one thing.

27,644. Some of your men have applied to Sir John Barton for transfers, have they not?—An application for transfer usually comes from the other department. First of all you get another department to agree to take you, and then they apply for your transfer.

27,645. We have been told that a number of men from the Valuation Office have obtained promotion by transfer to other offices?—Yes. They did not get promotion immediately they went, but after some time.

27,646. They get in the way of promotion?—It is very hard to get a transfer. You have to have some influence to get a transfer to another department. I have tried several times, but always unsuccessfully.

27,647. What salary are you drawing now?—167l. 11s.

27,648. You have got a clear run up to 300l.?—Yes.

27,649. So that the future is not altogether dark for you, it is rather bright. Is there anything else you would like to say to us?—I think these are all the points.

27,650. (Mr. Boutwood.) Do you know roughly about what age these men get transferred from your valuation office?—One was about 30; I remember he went just before I came to the office.

27,651. I thought you said after a few years there was a difficulty of getting a transfer?—It is, unless you have some influence.

27,652. (Sir Henry Primrose.) You mentioned up to 1891 second division clerks were sometimes appointed to the post of valuer and surveyor, and then certain qualifications were held to be necessary?—Yes.

27,653. Do you consider these qualifications are not necessary, or do you consider second division clerks have these qualifications?—We consider that we should be eligible to compete, and that these qualifications are unnecessary.

27,654. Unnecessary?—Yes.

27,655. It is not your business to say that?—Well, it is not. As a matter of fact the second division clerks are employed in checking work which has been returned by valuers.

27,656. Do you suggest any second division clerk has the qualifications that are specified as required, and would satisfy the conditions laid down by the authorities?—I don't mean that. I mean to say the second division clerks could do the work which is entrusted to the valuers. As an instance of that I may say the present chief valuer was formerly a second division clerk, and the head valuer under the Finance Act was formerly a second division clerk.

27,657. But we don't know what opportunities they had to qualify; possibly they studied?—Yes; we would study too if we knew we would have the chance of getting appointments.

27,658. That is another point. You mean if you were allowed to compete you could acquire the necessary qualifications?—Yes.

27,659. How are valuers appointed?—The Civil Service Commissioners hold examinations.

27,660. What are the limits of age?—22 to 28.

27,661. A second division clerk would be excluded now?—Yes, unless he has been in a valuer's office.

27,662. You must have outside knowledge?—Yes.

27,663. As regards this finance division do you suggest they ought to have created a certain number of staff posts in order to give promotion, or do you hold the work required it?—We consider the work required more staff appointments.

27,664. Have you any reason to suppose if the staff appointments had been made that men from your branch would have been selected for them?—I am sure they would.

27,665. Are you quite certain? It does not seem to follow necessarily. It would have been worse than anything if there had been a number of staff posts created and none of you selected, and that might have happened, mightn't it?—I think it hardly would have happened. It might, of course.

27,666. You really seem to imply it is a hardship on a man to get no more than what he was promised when he entered the premises—that is to say, a maximum of 300l. a year. After all that is a very good prospect. It is a prospect thousands of people outside would be only too delighted to get. Take your own school fellows, have you kept sight of many of them?—I don't remember many of them.

27,667. Are there many of them you know doing better than you are yourself?—Our family changed from the north of England to the south just at the time I left school, so I rather lost sight of them.

27,668. In the outside world a position which ensures you 300l. a year in middle-life is regarded as a very tempting thing, isn't it? You know what men are earning outside, don't you?—Yes.

27,669. And it is not to be sneezed at, is it?—From that point of view it is not.

(Sir Henry Primrose.) Reading your paper seems to suggest if any man is confined to what after all is the prospect which is held out to the vast majority of men who come in for the second division, that it is really injurious to confine any man to that. You want an army of major-generals.

27,670. (Chairman.) You say your family migrated from the north of England to the south. Did you pass the second division examination in London?—Yes, I was a boy copyist in the Post Office Savings Bank.

27,671. Did you get transferred to Ireland at your own desire?—When I passed for the second division I was appointed to Dublin.

27,672. How long have you been in Dublin?—Since I was appointed—2nd July 1900.

27,673. Did you ever feel a desire to go back to England?—I should be very glad if I could.

27,674. You prefer to serve in England?—I think I would, in a provincial town. I would not care to go to London.

27,675. Do you find it expensive living in Dublin?—I think it is more expensive than in London.

27,676. Have you lived in London for any time?—I lived in London for three years.

27,677. How many years ago was that?—From 1897 to 1900.

27,678. Well, you are able to institute a sort of comparison at all events. Do you find living here dearer than it was in London?—I consider it is the houses that are dearer than they are in London. You don't get such good accommodation. You don't get the same number of rooms, and they are not as well fitted up.

27,679. You would have to go further out in London, would you not, from your office than you are compelled to do in Dublin?—I think you would.

27,680. You think house rent is dearer in Dublin than in London?—I do.

27,681. How about the ordinary necessities of life?—Provisions are about the same, certainly not cheaper.

27,682. (Sir Donald MacAlister.) Is the qualification of a valuer something that a second division clerk could acquire in the office at all. I mean the special knowledge a valuer ought to have?—Well, the time the second division clerks were eligible they took lessons in surveying in their spare time. That was practically all the outside qualification required. It was looked upon as promotion to be made a valuer.

27,683. He took lessons after hours?—Yes, in surveying.

27,684. He hadn't any practical experience?—Oh, no. Of course he worked with a senior valuer for the first six months, and got the necessary experience.

27,685. The charge now is that instead of asking



18 February 1913.]

Mr. T. W. SMITH.

[Continued.]

the second division clerk to supplement what he may know by some evening lessons, they insist that a valuer shall have practical experience?—Yes.

27,686. Isn't that, from the point of view of the service of the State, an improvement?—Well, from that point of view it may be.

27,687. Isn't he a better valuer when first appointed?—He is supposed to be. But you acquire a certain

knowledge in the office, from the fact of having to go over the valuer's books and see that they carry out the provisions of the Act of Parliament and the Commissioner's instructions.

27,688. That is very much to the point, but as to actual valuing of land?—We have not.

27,689. You have no opportunity of acquiring that kind of skill?—No.

## SIXTY-SEVENTH DAY.

Wednesday, 19th February 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. GRAHAM WALLAS.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Professor JOHN MACNEILL, called and examined. Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.

27,690. (*Chairman*.) Mr. MacNeill, you appear on behalf of the Gaelic League?—Yes.

27,691. Dr. Douglas Hyde has not been able to favour us with his presence?—He has not been able to come.

27,692. I know, Mr. MacNeill, he has got a thoroughly efficient substitute in you. Before you commence your general evidence I would like you to tell the Commission how far Gaelic is a living language in Ireland. On page 2 of the paper you were good enough to give me, you state: "Apart from the public right in this matter a knowledge of Irish will tend to greater efficiency in the Civil Service. Over extensive areas, comprising the greater parts of the counties from Donegal to Waterford, a Civil servant who does not know Irish cannot perform his duties except through an interpreter." From Donegal to Waterford is a diagonal line drawn from the farthest corner in the north-west to nearly the farthest corner in the south-east?—I noticed that statement in the paper this morning. It should be the seaboard counties from Donegal to Waterford, the western counties.

27,693. The whole of the western and southern seaboard is Irish-speaking?—Yes.

27,694. The eastern and northern seaboard is not Irish-speaking?—Except in a few isolated districts.

27,695. The statement is perhaps not so true of Cork as of the seaboard of Kerry?—Not of the eastern parts of Cork.

27,696. Nor is it true of the western part of Limerick, or the seaboard of Clare?—Limerick does not come right out to the coast, but it is true of West Clare.

27,697. What is the number of the Irish-speaking population?—The Irish-speaking population is returned by the Census Commissioners as 582,000 odd.

27,698. Are those people who speak Irish in their every day life, or people who know Irish—who can read and write it?—It is very difficult to know how the census returns are compiled. In many of these districts the returns are not made by the people themselves, but by those who collect the figures for the census.

27,699. Owing to the action of your League a knowledge of Irish has been very largely spread throughout the country?—Yes, especially in the towns and other parts of the country where Irish was not spoken for some time.

27,700. That is notably so in Dublin?—Yes.

27,701. It is part and parcel, would you say, of the political propaganda?—We have always worked quite apart from political work of every kind.

27,702. Your efforts were certainly removed from

the arena of politics, but they did interact upon each other, without any exertion to that end on your part?—I suppose that is natural.

27,703. A strong Nationalist would learn Irish, and a pronounced Unionist would not?—So we should expect, but it does not always happen.

27,704. Have you well-authenticated instances of Unionists, men in the north of Ireland, learning Irish?—Yes.

27,705. Within recent times?—Yes, personal friends of my own, and also in Dublin.

27,706. But resident in the north of Ireland?—Yes. We had an Irish class instituted, I am informed—I don't know from personal knowledge—in an Orange lodge in Belfast.

27,707. Now will you state your case?—The case has been sketched in a rather rough and vague way in the statement sent in already. The main aspects of the case are first with regard to the discharge of the duties of Civil servants in a number of departments, notably in those new departments of pensions and insurance; we believe a knowledge of Irish is absolutely necessary for many of the officials, and where the officials can be changed from one district to another, a knowledge of Irish is necessary to all of them.

27,708. Otherwise they would be restricted to Irish-speaking localities?—Yes, and their case would be regarded as a disadvantage. Take the case of pension officers having to deal in all those districts which I have described mainly with Irish-speaking people, that is to say, with people whose natural language is Irish, and who cannot express themselves very well in English. For example, in Donegal there are over 12,000 Old Age Pensioners, and I should say that probably 8,000 of those are people whose ordinary language of intercourse, and ordinary means of expression is, and has been, since their earliest days, Irish only. They can tell you the time of day, or show you your way in a locality in English, but they cannot use English familiarly to explain things. A pension officer who does not know Irish, in dealing with those, is at a very serious disadvantage. A number of complicated questions have to be asked, and the officer is instructed, in case of doubt as to the evidence, to oppose the getting of the pension. A case of doubt may very easily arise if an officer is unable quite to understand the person from whom he is getting the evidence. Again, the officer has a selfish interest in opposing the granting of pensions. I don't say he may do it, but the temptation is there.

27,709. You use the word "selfish" in a wide sense, in the interest of the State, not in his personal interest?—He has a strong personal interest, because the greater

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

number of persons whose claims he admits the more work it will entail on him in future, and he has a strong temptation to oppose on the ground of doubt. To a less extent, but still to a considerable extent, similar difficulties may arise in the case of insurance. In the case of an inspector of national schools the same difficulty in a far more important degree may arise, because there you are concerned with the education of the people. I am informed in Donegal, for example, the inspectors of national schools do not understand Irish with two exceptions, and my information is, also, in Donegal there is only one pension officer over a large area who understands Irish. Besides this difficulty of dealing with the people we put the case that as a matter of education—

27,710. You are going now into another branch. I would like you, first, to exhaust what you have to say as to the necessity, from an official point of view, that an official should possess a knowledge of Irish?—I can give a very important illustration of the necessity from that point of view. The Congested Districts Board has already adopted Irish as a subject in which their officers may qualify. I don't know to what extent they require them to qualify. At all events, they have adopted Irish as one of the subjects of examination for their officers.

27,711. An optional subject?—Yes. The Insurance Commissioners have circulated all their leaflets, have found it necessary to circulate all their leaflets, in Irish. So far as I know they have no machinery by which they can insure that their own officials are able to read this literature which is circulated by them.

27,712. Are their leaflets not bi-lingual?—Yes, they are circulated in English also, but the Irish leaflets are circulated separately. I have a batch of them here.

27,713. That shows that two of the great departments of State at the present time make Irish an optional subject for admission to the public service?—So far as I know a knowledge of Irish has not been officially required on the part of the Insurance Commissioners up to the present, though here in the report of the inter-departmental committee which inquired into the setting up of a staff for the Insurance Commissioners, the committee reported that in Wales, Ireland, and Scotland, there are districts in which a knowledge of Welsh or Gaelic would be indispensable.

27,714. (Mr. Boutwood.) What committee was that?—Some of the members of this Commission were also members of that committee. It is dated the 16th of May 1912. It is called the inter-departmental committee. Its object was to inquire into what steps were to be taken to create a staff for the Insurance Commissioners under the Insurance Act. Then there is a Department of Agriculture here in Ireland which employs a large number of people in the Irish-speaking districts, instructors in horticulture, agriculture, sewing, lace-making, bee-keeping, butter-making, and various things of that kind. I don't know how their officers for these purposes are admitted to the Service, but, so far as I know, there is no present machinery for ascertaining that they have a knowledge of Irish, a knowledge of which in their case would be quite necessary. Then, again, in the post offices a knowledge of Irish would be very desirable and necessary in many of these districts, especially now that the postmasters in country districts are themselves engaged in the distribution of pensions.

27,715. (Chairman.) Does the Irish Post Office accept letters addressed in Irish?—It does.

27,716. And, of course, delivers them?—Yes, though I think the arrangements are purely casual. They rely on the fact that owing to the number of people who have learned Irish they can always rely on having members of the central staff who will deal with matters of the kind.

27,717. In the Irish-speaking districts is the man who delivers the letters required to have a knowledge of Irish?—No, but he is usually chosen from the people who are likely to have a knowledge of Irish. My attention has been drawn to the fact that if an untrue statement is made in a claim for a pension under the Act it becomes a criminal offence, and that is a thing which might easily arise in that way.

27,718. Would the application be written in English or Irish?—It would be taken down by the pension officer in English.

27,719. Then the applicant would be the person who would make the untrue statement?—Yes.

27,720. What effect would it have?—If the pension officer understood him to have made an untrue statement he would direct a prosecution.

27,721. If the pension officer does not know Gaelic he may possibly write down a statement which is not the statement which the applicant made?—Quite so, or if the applicant is unable to express himself properly in English he might make a statement which would be misunderstood.

27,722. If he were allowed to express himself in Irish there would not be the same danger?—Yes.

27,723. That illustrates the general principle already enunciated that in these Irish-speaking districts it is desirable that the officials should know Irish?—Yes. The pension officer visits all the people in the district twice a year, and examines them as to whether there is any change in their circumstances, whether they have come into the possession of new means, and so on.

27,724. So far, you have told us of the necessity that exists for the Government officials in these Irish-speaking districts having a knowledge of Irish. Your position is that, inasmuch as Government officials are not bound to any particular place, and may be transferred in the ordinary course of promotion, it is desirable that a wide range of officer, the whole of the Service, should know it, as otherwise they would be impeded in the free flow of transfer?—Yes.

27,725. Is there any other point as to which you wish to speak regarding the necessity of knowing Irish?—No; perhaps I might, as a graphic illustration, hand in a case which arose here in the Dublin courts quite recently, in which a revenue officer came into collision with some people who were Irish-speaking people, and a prosecution arose out of it. It is an interesting illustration of the difficulties that may arise. A witness was examined here the other day through an interpreter in the Four Courts as to the facts of the case.

27,726. What does it illustrate?—It shows that the revenue officer might very easily get into a very difficult situation through his being unable to understand the people among whom he works.

27,727. Now let us see how far efforts have been made to popularise a knowledge of Irish: Is Irish taught in the national schools of the country?—It is. Before 1877 Irish was not permitted to be taught.

27,728. Irish was excluded?—Yes. In 1877 a small permission was given to teach Irish as an extra subject outside of school hours, and a few schools began to teach it. Since then the facilities have been increased by the Board of National Education, and the number of schools and students taking up Irish has increased also. I cannot give the exact figures, but we have given the return up to 1910.

27,729. You say that in 1893, the year in which the Gaelic League was founded, Irish was taught in 50 out of 8,559 schools?—Yes.

27,730. And was taught to 903 pupils; those were in the national schools?—Yes.

27,731. You say that in 1909-10 Irish was taught in 3,066 national schools out of a total of 8,401, and was taught to 182,000 pupils?—Yes.

27,732. In the intermediate schools I understand that in 1893 there were examined under the intermediate system 5,265 boys and 1,719 girls, and of these 426 boys were examined in Irish and five girls. In 1911 the total number examined was 7,963 boys and 4,142 girls, showing a considerable increase, and the number examined in Irish was 5,143 boys and 1,965 girls?—Yes, a very large majority of the boys and a considerable minority of the girls.

27,733. The first condition for teaching Irish in the schools is that the teachers should know Irish themselves?—Yes.

27,734. What measures are being taken to instruct the teachers in the primary schools in Irish?—The training colleges in recent years have commenced

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and  
\* Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

to make provision. Previously it was left entirely to the teachers themselves. I think I was one of the first to teach Irish in a training college, and it was done as extra work, in the evenings.

27,735. Is the acquisition of Irish in training colleges compulsory on the teachers now?—It is not.

27,736. Is it compulsory in any training college in Ireland?—In no training college.

27,737. Are the supporters of the Irish movement satisfied that it should be made compulsory?—We asked that it should be made compulsory, but we were willing to accept a compromise which was actually proposed to us, but never carried out, that an additional language should be made compulsory, so that in case a teacher did not wish to take up Irish he might take some other language. This would give an option, and a large number of teachers would take Irish. That has never been carried into effect.

27,738. Could you give me the number of teachers, roughly speaking, who are undergoing training in the several training colleges in Ireland at present?—There must be upwards of 1,000 or 1,200.

27,739. How many training colleges are there, private and public?—I think seven.

27,740. There are about 1,200 teachers undergoing training in those colleges?—Yes. That is only an estimate.

27,741. About how many of these are learning Irish?—I should say that perhaps one-third are learning Irish at present. We have no information on that point.

27,742. Are the teachers trained in training colleges bound to serve wherever the department of Public Instruction sends them?—The teachers being trained are selected by the managers of schools.

27,743. The managers of schools under the national system have the appointment of the teachers?—Yes.

27,744. And also their dismissal?—Yes.

27,745. Who are the managers of the schools as a rule?—The majority are the clergymen of the parish.

27,746. Of all denominations?—Of all denominations.

27,747. They select the prospective teacher?—Yes.

27,748. And send him to a training school?—Yes, or advertise in the newspapers. They may either write to the principal of a training college or put an advertisement in the newspapers.

27,749. When a manager finds that the position of head teacher of a school is about to become vacant he naturally looks out for a successor?—Yes.

27,750. And he selects as successor a person he knows, or he advertises for one?—Yes, or he writes to the principal of a training college to send him a suitable person.

27,751. Am I to understand that people do go of their own motion to training colleges with a view to preparing themselves for the teaching profession?—At present the teachers must have passed through a training college.

27,752. Are there any teachers in training colleges except those who have been sent there by the managers of schools?—In most cases they have gone on a sort of understanding with the managers of schools, but I don't think it necessary that that should be so. They could pass in from a secondary school, for example.

27,753. When the manager of the school selects the teacher and sends him to a training college, is it discretionary with the manager of the school to insist on that teacher learning Irish?—It is. He can insist on Irish as a qualification.

27,754. If only one-third of the students attending training colleges are learning Irish, then probably only one-third of the managers of schools seem to be anxious that Irish should be learned?—Possibly that is so. However, in the majority of cases, the manager does not send up the teacher to be trained. The majority of teachers who go through training are in a speculative state as to their future employment.

27,755. They enter the training college on the chance of getting to be teachers afterwards?—That is true of the majority of them.

27,756. Who built the training colleges and who supplies funds for maintaining them?—The training colleges originally were built from voluntary sources, but about twenty years ago the Government made a special grant to the training colleges, repaying part of the voluntary expense that had been incurred in setting them up.

27,757. Who set them up originally?—They were set up by private enterprise originally, except one, which is a Government training college, here in Dublin.

27,758. What do you mean by private enterprise?—For example, one of the oldest of training colleges here in Dublin is out at Drumcondra, and I believe it was the Catholic Archbishop of Dublin who did all that was necessary for the establishment of the college.

27,759. The Archbishop of Dublin controls the priests in his archdiocese?—Yes.

27,760. The priests are the managers of these schools and appoint the teachers?—Yes.

27,761. The Archbishop naturally thought it right that the teachers should be trained?—Yes.

27,762. Therefore he collected funds and subsequently established the college?—Yes.

27,763. And does he control the education of teachers, indirectly at all events?—Of course the National Board is in official control of the education. All its acts are carried on under regulations laid down by the Board.

27,764. Rules have been laid down for the managers of training colleges by the National Board?—Yes.

27,765. Am I to understand that if the manager of a school appoints a teacher the National Board have power to disallow the appointment?—They have.

27,766. Unless he complies with certain qualifications?—Yes. They frequently do so.

27,767. If the National Board refuses approval to a particular appointment may they appoint themselves or do they call on the manager to appoint another person?—So far as I know they cannot make a direct appointment in any case, so long as a school is worked under a manager.

27,768. Am I to understand that the training colleges turn out about twelve hundred teachers a year?—No. It would be about half that number, as the course of training is two years.

27,769. Is that a sufficient output to supply trained teachers to all the national schools in Ireland?—More than sufficient. A large number of Irish teachers go over to England to get employment.

27,770. Do they seek employment because the pay is better there than in Ireland?—Yes.

27,771. So Ireland educates the teacher, and having been educated at Ireland's expense the teachers go and get employment in England?—That is so.

27,772. At all events you have a large number of schools in which no provision is made at present for teaching Irish?—Yes.

27,773. Is that large margin being gradually diminished?—Yes.

27,774. Do you think the teaching of Irish is extending?—We don't regard the facilities yet as being anything like what they should be. Under the present facilities for teaching Irish a maximum was reached about two years ago. That is to say, there has been no increase during the last two years.

27,775. Do you think that that is at all due to less interest being taken in the question of Irish learning?—I should say possibly it is due to the fact that people who have been interested up to that point had their interest very largely distracted by other affairs during the last two years, especially by the Home Rule question.

27,776. Is it that they have ceased to give the same attention to Irish that they gave before?—During the last two years they certainly have not been quite so keen as up to that point.

27,777. I am going to ask you a question, not with the object of introducing politics, but on account of what it leads up to. Do you think within the last two years people in Ireland are more satisfied that they would get Home Rule than they were before?—Certainly.

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

27,778. Is there any connection between the assurance that Home Rule was to come and the lessening interest in the propagation of Irish?—Possibly there might be. There might be a notion that in a short time they would have the regulation of these affairs in their own hands. But my view is that it is rather the intensity of political interest in the last two years that accounts for people not being so keen in matters concerning the Irish language. The interest in matters concerning the Irish language was very intense up to that point, and this dulling of interest is only a comparative one.

27,779. The National University has adopted Irish as a compulsory subject for matriculation?—That is so.

27,780. That was done largely through the influence of the Gaelic League?—I should say so. It was the Gaelic League that stimulated the public interest.

27,781. (Mr. Boutwood.) Does the compulsion extend to an examination, or is it simply compulsory attendance at teaching?—The compulsory provision is entirely with regard to matriculation, so it does not concern the teaching within the university.

27,782. (Chairman.) Irish is compulsory at the entrance examination?—Yes.

27,783. And the study of Irish afterwards in the university is not compulsory?—Yes. I can send for a calendar to show that.

27,784. Perhaps you will be good enough later on to send us an extract from the university calendar?—I will do so.

27,785. How has that been accepted throughout the country?—With general satisfaction.

27,786. Is it not rather hard upon boys who wish to matriculate in the National University, and who come from parts of the country where no Irish is spoken?—No, because it is not an oral examination. It is practically a literary examination. Those who have an oral knowledge of Irish have a great advantage, but the others are not at any very serious disadvantage.

27,787. Is the examination of such a character that a clever boy could acquire all that is necessary to pass it in six months?—Perhaps six months would be too short a time to give, but the boy who is good material for a university education could acquire the necessary knowledge with an ordinary year's study.

27,788. Is French compulsory?—One Continental language is required. It is generally either French or German.

27,789. And also Irish?—Yes.

27,790. Irish is not placed in the list of languages of which one may be chosen?—No. It has no alternative.

27,791. Is a greater knowledge of Irish required than is required of the compulsory modern Continental language that has to be taken?—So far as possible the standard is regulated to the same pitch.

27,792. Have there been any objections brought forward to the inclusion of compulsory Irish in the subjects for matriculation?—Yes. There was a considerable amount of controversy about it.

27,793. Is Irish opinion still divided upon the point?—I should say that there is some difference of opinion still.

27,794. Is there any system like that existing in the Belfast or Dublin university?—No. They have no such provision.

27,795. Has Belfast established a chair in Irish?—They have a lectureship in Irish.

27,796. There is a lectureship in Irish in Dublin University?—There is a professorship in Irish in Dublin university, and also a special lectureship.

27,797. Are the teachers who have been trained in Irish employed mostly in the Irish-speaking tracts?—No. A very large number of them are employed in districts where Irish is not generally spoken.

27,798. Do they have attendance at Irish classes in these schools?—Yes.

27,799. Irish is not compulsory?—It is not compulsory. These schools are nearly always one man schools, and if the teacher teaches Irish everyone in the school above a certain age learns Irish.

27,800. If he gives an Irish lesson every student at the school has to attend it?—Suppose he commences with a certain class, every student from that class upwards would be learning Irish at that school.

27,801. Have you ever heard instances of parents desiring that their children should be excused from attendance at Irish lessons?—I have heard one or two instances of the kind.

27,802. Not many?—No; it is very rare. In nearly every case parents are quite satisfied that their children should learn Irish.

27,803. Is that state of things independent of religion? Do schools where Protestant and Catholic boys attend teach Irish to all the boys attending class?—The Irish-speaking people in Ireland are nearly all Catholic. I think there is only one district, Rathlin Island, in which there is an ordinary Protestant Irish-speaking population with whom Irish is the traditional language. And then a certain amount of political feeling enters in in which a study of Irish is looked upon as part of a general political state of things. The study of Irish in the schools under Protestant management is rather exceptional.

27,804. (Sir Donald MacAlister.) In your answers to questions with regard to the advantage of Civil servants understanding Irish I seemed to gather that you were referring to the outdoor staff only, such as pension officers, school inspectors who travel in various districts, postmen, revenue officers, and so on?—It was only to those that I particularly referred.

27,805. You have no particular point to make as regards the necessity for Irish among Civil servants, for example, at the Castle?—Yes. I should say it would be a great advantage for every Irish Civil servant to have a knowledge of the Irish language and Irish history.

27,806. What would be the advantage to those conducting the ordinary business at the Castle in English?—The first advantage would be from the general educational point of view as a part of their Civil Service education.

27,807. That is not greater than a knowledge of Latin or French?—No. I am putting it on the same level as a knowledge of Latin or French as an educational subject, except that probably it increases his personal interest in the country itself.

27,808. Apart from that merely general educational view you would not apply what you have stated as to the public right of the matter to the indoor administration?—No.

27,809. Your point is that some special requirement as to Irish should be made regarding outdoor Civil servants in Ireland?—I would not like to confine the thing absolutely to outdoor Civil servants, but at all events in the other case I think there should be a requirement.

27,810. It would not be enough merely that Irish should be introduced into the examination by which these outdoor officers enter the Service, as an optional subject?—No, I don't think that that would secure the end.

27,811. Do the outdoor staffs of the various departments interchange with corresponding departments in England?—I think that is so with the revenue department which deals with pensions. It is not so in the insurance department.

27,812. But the Civil Service at present is so far unified that certain classes of the Service can be transferred from one place to another?—Yes, a very large class. In fact the special Irish services are limited. The "Civil Service Year Book" shows the limited number of services that are special to Ireland.

27,813. Would you not therefore think that a requirement of that kind would practically confine a man who was subject to it to the Irish service?—I think with regard to the interchangeable officers that the qualification in Irish should be optional, but at the same time I think there would be a great deficiency in the arrangement, if under that optional arrangement officers were sent to places where a knowledge of Irish was necessary without having the qualification of knowing Irish.

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and  
Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

27,814. You see my distinction?—Yes.

27,815. If you made it a compulsory requirement for certain grades of the Civil Service to know Irish practically, those subject to that compulsion would be confined to Ireland, and their prospects of transfer to England or Scotland would be diminished?—That I suppose is so.

27,816. Therefore, if it was made an optional subject, those who take it would do so by choice, and in selecting from the whole body of Civil servants men to serve in certain parts of Ireland, those who have taken that option should be preferred?—In general, the optional arrangement, the selection would meet the case.

27,817. You don't want to impose practically a disability on Irish Civil servants compared with their English brethren of the same grade?—Certainly not.

27,818. Next as to the kind of knowledge of Irish that is required from these outdoor Civil servants; it is a colloquial knowledge only that you have in mind?—A colloquial knowledge mainly, but if they have to deal with matters like these leaflets sent out by the Insurance Commissioners they would require also a certain knowledge of reading and writing.

27,819. I was looking at these insurance leaflets in Irish, and I am quite sure they were not drawn up by outdoor Civil servants?—They were not drawn up by Civil servants at all. The Insurance Commissioners had to go to outsiders to get these leaflets drawn up, but they were drawn up by their authority.

27,820. But whoever drew them up had much more than a colloquial knowledge of the language?—Yes.

27,821. They would have to go to a scholar to find the amount of knowledge required for these leaflets. A Civil servant would not be able to compile documents like these?—That is so, but if officials have to deal with documents of the kind a mere oral knowledge would be quite insufficient.

27,822. So something much higher is wanted than a mere colloquial knowledge?—Yes.

27,823. Suppose for these grades of the Civil Service there was an optional examination in colloquial Irish, would not that practically limit it to those who were native speakers?—No.

27,824. Could a candidate for one of these positions in the Civil Service, who had learned Irish say in Dublin, be trusted to understand a peasant in Donegal or Aran?—I think he could. We have remodelled the teaching of Irish as far as we could, and we have been very successful in that respect. We have taken up modern methods altogether with regard to teaching of Irish, and the present system is to give a literary knowledge on a basis of oral teaching. In fact, Irish is taught now generally, even in secondary schools in Ireland, on a better system than it had been the custom to teach languages like French or German.

27,825. Could you guarantee that, in a good school where the teacher is an Irish teacher, a student who did not know Irish from his birth could be taught so to speak as to be understood in Donegal, if he had been taught in Cork; or in Aran, if he had been taught in Dublin?—He could. I come across instances like that constantly of students who have only learned Irish here in Dublin, and who are quite able to keep up an ordinary conversation in Irish. It is quite usual nowadays.

27,826. And they would not make a mistake as to the answers regarding pensions, for example?—I could not guarantee they would not make a mistake, but they would be in a very superior position to the men who knew no Irish.

27,827. I admit it would be important, but I have my doubts that it would remove all the difficulty. You know as well as I do about the dialects and how they differ?—The dialect difficulties are great, but a week's experience would remove them in any case.

27,828. If a man was well grounded from a literary point of view?—Yes, especially if he had a literary knowledge.

27,829. But, coming to the optional Irish examination—we seem to have got to that—it would, I think, apply only to the lower grades of the Civil Service?—Yes, for this absolutely necessary purpose of intercourse

with the people. In general, I think, it would. I do not know enough of the details of the work. But, supposing a superior officer was sent round on an inquiry into the work of the inferior officers, he would require some knowledge of Irish.

27,830. The superior officer does not become a superior officer all at once; he has to rise through his several grades, and the superior officer will not have to acquire Irish at 40?—No, but the superior officer in the Civil Service does not always rise from a corresponding place.

27,831. Yes, but pension officers and post office officials actually in contact with the people are not recruited from outside or from the top. They are recruited largely from the bottom?—Quite the contrary. The insurance inspectors, for instance, are taken from certain stations, and were taken from the top.

27,832. They were transferred from other services, and so on?—Yes.

27,833. Supposing we were recruiting the lower grades, from which promotions may come about to the higher grades, what sort of examination in colloquial Irish would you institute? Would it be an oral examination?—An oral examination in colloquial Irish, certainly.

27,834. You know the qualifications for the Civil Service?—I have a rough idea. I was a Civil servant myself for a considerable time.

27,835. There are assistant clerks, second division clerks, and, the highest of all, Class I.; you understand these divisions roughly?—Yes.

27,836. Assistant clerks hoping for service in Ireland might have an optional examination in Irish, and you think it ought to be oral only?—Oral and written.

27,837. What would the written examination be?—I should say some piece of composition and some piece of translation.

27,838. Of modern Irish?—Yes.

27,839. Would you not give a bit of ancient literary work?—Yes.

27,840. Would the examination be simply to see if a man had a knowledge of vocabulary and grammar?—Yes.

27,841. Something less than is required in French?—Not something less. I should not like to see anything less, because a little more than might be required would be desirable in any case.

27,842. (Chairman.) You would not have the same range of literature to select from as you would in French?—Oh, no.

27,843. (Sir Donald MacAlister.) I understand that the Irish Land Commission have rules for the examination of Civil servants in which French, German, and Latin count each for 200, and Irish Gaelic for 100 marks?—Yes.

27,844. They obviously regard it as of a different standard to the examination in the more scholarly languages. Does that represent your idea?—Oh, no. There are special reasons which give Irish a high value as a branch of knowledge.

27,845. We are not speaking of it as a branch of knowledge at present.—I will come to it as a branch of knowledge. We are speaking of it as an optional qualification?—These are not the terms that govern the subject now.

27,846. Don't you think the scale of marks suggested by the Irish Land Commission argues that?—I presume the Irish Land Commission in requiring a certain knowledge of French or German is not looking forward to the mechanical use of these languages in reading correspondence in French or German or in writing composition.

27,847. No, but they are asking evidence of good general education?—Certainly.

27,848. And that the Irish language is not thought so good a subject of education?—That only shows that the Irish Land Commission has not come up to our standard.

27,849. I thought you did not need it as a subject of general education in every case?—Oh, yes; I hold that it is of very great educative value for any Civil servant.

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

- 27,850. Not for every Civil servant?—Yes.
- 27,851. Better than French or German?—I think it is always wiser to avoid comparisons.
- 27,852. So do I. How many marks would you assign to the examination in Gaelic that you think desirable?—Taking the condition of things as we find them, I would put Irish on a par with French or German.
- 27,853. And with Latin?—Yes.
- 27,854. Do you think it would take a boy as long to learn the necessary amount of Irish as it would to acquire the amount of Latin that is required?—Latin is very largely philological in points of grammar and so forth.
- 27,855. And not easier therefore?—Not easier, but of a different class.
- 27,856. Especially to those who have not spoken it all their lives?—That is so.
- 27,857. I notice in the estimates of the Education Inspection Department there are six organisers of Irish language instruction—I take it, that is with reference to national schools—with salaries rising from 120*l.* to 200*l.* Do you know anything about these officials? What do they do?—Oh, yes. They visit the schools and look into the method of Irish language instruction and the programme and so on, and they give advice to the teachers.
- 27,858. They are called organisers, not inspectors?—They are not inspectors.
- 27,859. But they initiate Irish classes in schools where they were not in existence before?—I don't think they initiate. I think their work is concerned with improvement of the teaching of Irish where it is taught.
- 27,860. There are no corresponding organisers for French or German?—These subjects are not taken up at all in the primary schools in Ireland; but there are corresponding instructors in a variety of other subjects, such as domestic economy in the case of girls' schools.
- 27,861. Organising that kind of instruction where it does not exist already?—Where it does not exist or has not been properly provided for previously.
- 27,862. I notice there are also prizes and grants for Irish in connection with training colleges from some public education fund, grants for Irish—King's scholarships for example, prizes of 5*l.*, grants of 10*l.*, grants for summer courses, and so on?—They are very small, they are a quite recent introduction.
- 27,863. 900*l.* in the aggregate seems to have been given in prizes?—Not to the training colleges.
- 27,864. And in the national schools for evening work prizes for Irish to the amount of 500*l.*?—Yes, there is a great deal of work done in the evening schools in connection with Irish.
- 27,865. So it is the case that in the public education vote the State is directly encouraging the study of Irish?—Oh, yes.
- 27,866. In the national schools, in the evening elementary schools, and in the training colleges?—Besides these, there is a good deal more expended on the teaching of the Irish language.
- 27,867. Could you obtain for us the actual amount expended on the teaching of the Irish language and the encouraging of the Irish language by public departments?—The only body I think that could give you separate information upon that point would be the Commissioners of the Board of National Education who are in charge of the primary schools.
- 27,868. Is it anything like 10,000*l.* or 11,000*l.* a year?—It amounted, I am told, to 14,000*l.* or 15,000*l.*
- 27,869. 14,000*l.* or 15,000*l.* in one year spent in encouraging the study of Irish in primary schools?—Yes.
- 27,870. Apart from prizes and so on?—Yes, these prizes only deal with the preparation of teachers and so on.
- 27,871. With regard to the higher divisions of the Civil Service, say the second division, which represents a very large division of the Service, would you suggest that Irish should be an optional subject?—Yes.
- 27,872. With a view to selecting second division clerks serving in Ireland?—Yes.
- 27,873. What would be the kind of examination at that stage for young men who enter the Civil Service

between the ages of 17 to 20?—I would suggest that such examinations should be based upon an actual course of instruction in the secondary schools.

27,874. Are there courses of instruction in secondary schools in Ireland? I have heard only of primary schools up to now?—There are four-year courses provided under the Board of Intermediate Education in Ireland.

(Chairman.) They call it the Intermediate.

27,875. (Sir Donald MacAlister.) Do you know where it is shown that they make a considerable grant towards Irish teaching in those secondary schools?—They make no special separate grant for any subject. Their grants are not divided in that way. Their method of spending their money for the benefit of the secondary schools is through what is called "result fees" on written examinations. They added to that in recent years a system of inspection and report, but still, in the main, the results of the written examinations are the basis of their awards which are granted on marks.

27,876. The examination is in each particular subject taken out in the school?—It is.

27,877. So there is an examination in Irish?—That is so, and a contribution to that extent is given to Irish, I suppose, but it would have to be estimated by a sum in proportion, taking Irish and the number of marks attached to it in relation to the other subjects.

27,878. But it could be arrived at. There is no question but that they devote a certain amount of their grants to results which include Irish?—Yes, the schools are very keen to get as much of the intermediate grant as they can, and a return is sent in showing that in a considerable majority of the schools for boys Irish is taught, and in the minority of the schools for girls Irish is taught. I think in nearly half the schools for girls.

27,879. Is there any advance in recent years in the educational attention given to Irish in secondary schools?—There has been a continual advance during the last 14 or 15 years.

27,880. As evidenced by the number who take up Irish in the intermediate examinations?—That is so, a continual advance from a very small minority of schools to the majority of schools.

27,881. In a four years' course at a secondary school of that kind, something more than a colloquial knowledge would be gained?—Oh, yes. In our secondary schools the oral knowledge has not been very much cultivated, the system does not lend itself to that.

27,882. Can you tell us what the basis of the literary study of Irish in the secondary schools is?—Text-books are prescribed and exercises in composition precisely analogous to the programme in French and German.

27,883. Is there a sufficient number of text-books now to make a good basis for the literary study of the subject?—Quite sufficient.

27,884. Can you give me some examples?—I should like to send you a bundle of examples.

27,885. I want it down on the evidence?—We have a large number of text-books especially adapted for secondary schools, prepared and annotated, and so on.

27,886. Not text-books other than of a modern character?—Quite recent productions; and we have stories, and so on, going back for the last 300 years.

27,887. Including later middle Irish?—No, not so far back as that, not going back beyond the modern Irish.

27,888. Keating for example?—Keating for the higher grades.

27,889. About as late, but not later than that?—Oh, yes, continuing down to the commencing of the nineteenth century, when the production of Irish literature begins to fall away.

27,890. What I was anxious to find out was whether you went in for early forms of Irish?—Not for the secondary schools.

27,891. So that from a philological or historical point of view, in the secondary school course not much can be done?—Beyond historical lessons in Irish grammar; that is the treatment of grammar from the modern historical standpoint.



19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

27,892. Your practical course would not be like in all respects to a four years' course in Latin?—No, more analogous to a four years' course in a Continental language.

27,893. So that might form with justice an optional subject, in the second division examination?—Yes, there is quite sufficient provision in Ireland now from every point of view to justify it being introduced as an optional subject.

27,894. And for the higher and superior officers of all who are represented in Ireland only in certain departments, and who have had a university training, or some equivalent before entering the Service, is there any place for Irish in their examinations?—Yes. The three Irish Universities now all provide courses for the degrees in arts, in which Irish forms an important part.

27,895. It has been found from experience that a university graduate has not much chance of getting into Class I. competition successfully unless he has taken honours. Is there anything equivalent, such as Irish honours?—Yes, there is an Irish honours course in the three universities—the old University of Dublin, the National University, and the Queen's University, Belfast.

27,896. Would there be one candidate for higher honours a year?—In the three universities combined, I should say there must be 20 or 30. In the National University, to which I belong, there is always an honours course.

27,897. I mean actual graduates in honours?—Yes.

27,898. Because they are assumed to have taken their degree before coming up for this Class I. examination?—I could give the actual numbers of those taking the honours degree in the last two years.\* I am sorry I have not got the figures at present.

27,899. Would there be one a year from the University of Dublin?—I could not say as to the University of Dublin, but this year in the university colleges there is a constant supply of honours students in Irish.

27,900. If there was a Class I. examination in the subject of Irish, the supply of candidates who would come up would come practically from the National University?—Mainly, yes.

27,901. For that examination you would require something much more than modern Irish?—Oh, yes.

27,902. For the subject of the honours examination, or this Class I. post-honours examination?—Yes, old and middle Irish enters into the course.

27,903. Are you satisfied that the course of instruction provided affords sufficient scope for the scholarly knowledge of Irish, comparable with that of Greek?—Yes, very satisfactory courses are provided now. Of course, the subjects are not of the same character as Latin or Greek, but from a university standpoint satisfactory courses are provided.

27,904. Supposing you had your way, would you suggest to the Civil Service Commissioners that in Class I. examinations, Irish should be put down as a subject equivalent to Latin, Greek, French, German, Sanscrit, or would you go a little further and suggest it should be Celtic?—You mean to bring in other languages.

27,905. Can you study Irish at present for an honours degree without bringing in old Welsh?—Not without bringing in some valuable knowledge of Welsh.

27,906. Or without knowing anything of Scottish Gaelic?—Yes, Scottish Gaelic.

27,907. You must bring in these then?—Yes, to some degree. It is not necessary to make a separate study, but a knowledge of them must be used.

27,908. Of course, you are aware that there are other Celtic claims besides those of Ireland. Wales, for example, wants its language recognised, and I have no doubt that claims can be made out for Scotland too. Can you imagine a single honours examination applicable to the language of all three countries? You would have to leave out the colloquial knowledge. Is there a sufficient residuum of philological, literary, and historical matter?—Quite sufficient.

27,909. So an examination in Celtic, as part of the present examination in honours, would leave it open to Irish scholars and Welsh scholars and Scottish scholars? I think that would be a very satisfactory arrangement in which anyone of the Celtic languages could be made a main feature of the examination.

27,910. With a very considerable part of the examination common to all?—At all events with a certain part of it. I should not like to say a considerable part.

27,911. You mean the philology?—Yes, and the history of literature perhaps in common.

27,912. So, briefly, you would desire an optional test for colloquial Irish for the indoor staff?—Yes.

27,913. Secondly, a written test, again optional, for the second division class?—Yes.

27,914. And an honours test of a higher character in Celtic for Class I.?—Yes.

27,915. Are all these part of your programme?—We have not shaped it out to that extent, but from my point of view that seems very satisfactory.

27,916. And you are clear that the amount of instruction provided in primary schools, in secondary schools, and up to the university level, would justify the country in recognising Irish to that extent?—Yes.

27,917. By means of examination?—I have no doubt at all upon that point.

27,918. You are not attached to the Irish chair in the university?—No. Early Irish history is my subject.

27,919. You have half a dozen professors in the Celtic department?—We have in Dublin a professor of old and mediæval Irish and a professor of modern Irish, a lecturer in modern Irish, two professors of Irish history—one for early and one for modern—and one professor for Celtic archæology in general. There is further provision in the colleges of Cork and Galway.

27,920. It is right to say therefore, about six professors?—Yes, about six.

27,921. Are the numbers of students in these professors' classes increasing to any extent?—I cannot give the figures for the classes, but I am practically certain they are, and have been, increasing since the commencement.

27,922. I think with reference to this Class I. examination it would be very desirable if you could get for us an account of the extent to which this new, and very important, school of Irish learning has been supported by students?—Yes, I will give the return from the beginning.

27,923. (Sir Henry Primrose.) I think it would be very useful to have a return. You could easily get that?—Yes, quite easily.

27,924. Do you propose to carry it back five years? (Sir Donald MacAlister.) The university is not older than that. You will let us have it from the beginning?—We can get the return from the beginning.

27,925. One more question with regard to what I asked about the secondary schools. The number of text-books to prepare in a literary and scholarly manner for the higher grades of university instruction is now sufficient?—It is. For the higher grades of instruction we have had first-rate philologists at work for years on the preparation of texts.

27,926. By the Irish Text Society and others?—Yes, and various other publications.

27,927. So that for the higher work you are not solely dependent upon manuscript sources as you were 20 years ago?—That is so.

27,928. These texts are now accessible to all students?—Yes.

27,929. (Mr. Boutwood.) Since I have been in Ireland I have heard something about county council scholarships to universities: have not they some regulation about Irish in connection with those scholarships?—Yes, the scholarships instituted by the General Council of County Councils under the scheme require an honours examination in Irish at matriculation.

27,930. You spoke of a controversy about the compulsory Irish at matriculation. Did that controversy run largely on lines of politics?—Politics did not enter in at all.

\* Vide Appendix LXIII.

19 February 1913.] Professor JOHN MACNEILL. (Mr. MICHAEL SMITHWICK and Mr. DIARMID O. CROWLEY were in attendance.)

[Continued.]

27,931. What happens in the police service? Is Irish known to the constabulary or to the magistrates?—It is purely a matter of accident if Irish is known in the police service. Cases continually arise in the local police courts in which an interpreter is required.

27,932. You said you thought the movement under existing regulations attained its maximum about two years ago. What proportion of the ground, do you think, had been covered by Irish teaching in primary schools all down that western coast?—That I could not exactly say, but there is still a large number of schools which do not make provision for teaching Irish.

27,933. Even in the Irish-speaking districts?—Yes, but the Board of National Education has, I understand, been using a great deal of pressure lately to remedy that.

27,934. What sort of pressure can they use?—They can require qualifications on the part of the teacher and a standard of efficiency in the teaching through their inspectors.

27,935. Have they the power of prescribing a syllabus?—Yes, they can do that.

27,936. (Mr. Graham Wallas.) You are a teacher of history?—Yes.

27,937. I have here a syllabus for Class I. and what we call the intermediate examination. In each case modern history is divided into European history and English history. Do you think it would be an educational advantage if for the word English history you substituted the word British history, and if the examination made provision for optional alternative questions for knowledge of the special points of the non-English parts of the British Isles?—To include the history of Ireland you cannot with advantage group it under English history. There would have to be made a separate subject or a separate sub-head; but, at all events, it would have to be a separate thing in the syllabus of the examination.

27,938. But it might be included in the general subject—history of the British Isles?—Yes.

27,939. It would be true that the histories of the Irish poor law or the Irish land system have taken very different courses from those of the English systems?—Not only that, but the history of practically everything in Ireland down to and even since the Act of Union is different.

27,940. Has your society ever considered the point of the syllabus for a history examination?—No. They have never gone in detail into that question.

27,941. Have you ever looked up the papers?—No, I have not. There is one point on which I wish to supplement my evidence. I notice on reading the evidence of the first Civil Service Commissioner, he adopts the principle that the examination should follow the ordinary education of the class from which the Civil servants desire to be drawn. That has not worked out with regard to education in Ireland, and I think it is a very serious educational grievance for us. Instead of that the model of the Civil Service examination has very seriously dictated and controlled the character of the three grades of teaching in Ireland—primary, secondary, and university; but most of all of the primary and secondary. Instead of the requirements of the Civil Service taking into account what was necessary for general educational purposes in Ireland, the effect has been the opposite to that. It has dictated and controlled the form of both primary and secondary education in Ireland to an extraordinary degree.

27,942. (Chairman.) I don't know that we have had any evidence as regards primary and secondary education in England, but, without any exception, I think every one of the universities in England and Scotland declared that the scheme of examination of the Civil Service Commissioners had not affected their teaching at all?—The influence on the universities must necessarily be very much less, but in Irish primary and

secondary education nothing has more given the mould and form in this country than the requirements of the Civil Service.

27,943. (Mr. Boutwood.) Can you give any illustration of that?—The best illustration I could offer would be the actual syllabus prepared by the Intermediate Educational Commissioners and the style of the examination. The intermediate schools in Ireland afford an almost perfect training for the requirements of the Civil Service Commissioners. They are efficient in that respect, although in every other respect their efficiency has been very seriously questioned.

27,944. (Sir Donald MacAlister.) Which examinations of the Civil Service Commissioners tend to mould primary education in Ireland?—Even in primary education there is a constant looking towards Civil Service requirements. In the most remote rural districts in Ireland candidates are actually prepared in primary schools with a view to subsequently passing through a Civil Service examination.

27,945. Which examination?—The Customs and Excise and Post Office especially.

27,946. Those that are open to boys?—Yes.

27,947. With regard to secondary schools I should have thought that the Intermediate Board had much more to say to the curriculum than any external examination like that for the Civil Service?—The Intermediate Board is constantly in touch with the demands of the head masters of schools, and the head masters of schools are in very intimate touch with the "Civil Service Year Book" and continually consult it. The result is there is a general shaping of secondary education in Ireland to the model of Civil Service requirements.

27,948. (Mr. Boutwood.) Could you not put that in another way, that the action of the Civil Service Commissioners on Irish education is, so to speak, unconscious, and that the moulding arises from a sort of avidity in certain circles in Ireland for employment under the Crown?—Yes, and avidity on the part of the people engaged in education to adapt themselves.

27,949. (Sir Donald MacAlister.) The Intermediate Board could counteract that effect if they thought fit?—Of course, the Intermediate Board is a body with great authority, but at the same time it is liable to influences.

27,950. (Sir Henry Primrose.) You know the syllabus of the second division examination?—I passed a sort of examination fairly analogous to the second division examination.

27,951. Is that the examination you would say specially influences the teaching and curriculum in Irish schools?—Undoubtedly.

27,952. Surely its influence on primary education must be very remote because it is for young men up to 20 years of age, and the Customs and Excise are even higher?—People in Ireland look very far forward to the prospects of their children.

27,953. (Mr. Graham Wallas.) You would say that if the master of an intermediate school is determined to cram his school for a particular examination it would be very difficult for the Intermediate Board to prevent it?—Of course, if the head master has the examination in view, but that is not exactly what I pointed to, but that the general character of the intermediate examinations is really based on the sort of examination you have for a clerkship in the second division.

27,954. (Sir Henry Primrose.) From my own personal experience in the Customs and Excise I always understood that there was a larger proportion of Irish in those two services than one would naturally have expected, and I was told that the Irish schools devoted themselves very much to preparation for these particular examinations?—That is so. Even the remotest country schools, and I think you will find that a very large proportion of candidates for the Customs and Excise and Post Office came from the Irish-speaking districts of Donegal, Kerry, and Cork.

## SIXTY-EIGHTH DAY.

Thursday, 20th February 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
 Sir DONALD MACALISTER, K.C.B.  
 Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
 Mr. GRAHAM WALLAS.  
 Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. T. P. GILL, called and examined. Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.

27,955. (*Chairman*.) Mr. Gill, you wrote me a letter in which you pointed out that your department, the Department of Agriculture and Technical Instruction in Ireland, had been overwhelmed with work for a long time past in connection with the foot and mouth disease and other difficulties that followed from that calamity in Ireland, and you have asked me, if possible, to postpone taking your evidence until you had had time to prepare a statement for the Commission. We should have been glad to have met your convenience in the matter, but for some time past all our dates in Dublin, including the date for taking your evidence, have been fixed and notified to those concerned; and we could not postpone your evidence unless we could manage to effect an exchange with some other department. We found that was not possible, and though I regret any inconvenience to which you may be put, still it was inevitable in the circumstances?—I thank you for making that statement and having it on record, because I trust that both the Commission and those who may read this report afterwards may understand the difficulty and make allowance for the character of my evidence. I have been for the past three days and until a late hour last night engaged upon urgent work which I could not leave, and consequently have been quite unable to prepare my evidence.

27,956. You have had such a long experience of this department that I am quite sure your evidence will not be wanting in any matter into which the Commissioners must inquire. In the first place, please give the Commission a brief sketch of the main features of the Act under which you carry on your operations. We desire especially to hear from you the constitution of your Board and Council?—The Department is constituted differently in some respects from any other department in Ireland. It is differently constituted in this respect, that it follows the organisation of the usual modern State department, such as the great departments of State in England. That is to say, it has a ministerial head directly responsible to Parliament. It has a permanent head and a permanent staff, and the other Irish departments have usually been Boards of Commissioners, sometimes co-equal commissioners. Another difference is that it has been constituted with a view to fitting in with the representative local government system of the country on one hand, and also with the classes of the country, agricultural and industrial, with whom its work is chiefly concerned. Thus it has a Council of Agriculture, which is representative of every county council in Ireland to the extent of two-thirds, and to the extent of one-third is nominated by the Department.

27,957. Kindly say how the two-thirds are selected or appointed?—Each county council once every three years elects two representatives to the Council of Agriculture. The Department nominates the remaining one-third. During that period the Council of Agriculture elects to the extent of two-thirds a body with more administrative powers, called the Agricultural Board. The remaining one-third of the Agricultural Board are again nominated by the Department.

27,958. Of how many members does the Council consist?—One hundred and three members.

27,959. Your Council is elected by the county councils as to two-thirds and nominated by the Department as to one-third?—Yes.

27,960. The Council as a body elects two-thirds of the Agricultural Board, and the Department appoints the other one-third?—Yes. The number of the Agricultural Board is 12, eight members from the Council of Agriculture and four from the Department, and these eight are elected on a provincial plan in this way. The members of the Council of Agriculture coming from counties in Munster form themselves every three years into a sort of electoral college, called the Munster Provincial Committee. It is that body which elects two members who come from Munster, and so on round the other three provinces.

27,961. In electing the Council do the provinces also form electoral committees or colleges?—No. Each county council elects its own representatives. There is another Board, called the Board of Technical Instruction, which is concerned with education applied to industrial purposes, chiefly in towns. To that body the Council of Agriculture elects two members. The remainder of the elective portion of that body is chosen by the municipal authorities, by the county boroughs, and a certain number are nominated by the Department. It consists of 23 members plus the President and the Vice-President of the Department, who are ex-officio members.

27,962. The method of election of this body is described in section 10 of the Act?—Yes. Those bodies only cover a portion of the total work of the Department. The Department itself represents a co-ordination of a number of previously existing departments. For example, the Veterinary Department of the Privy Council was taken over to form part of this Department. The work of the Registrar-General and the Land Commission in relation to agricultural statistics was also taken over, and the administration of certain Acts, such as Markets and Fairs (Weighing of Cattle) Acts, and other Acts of that kind were added to our work. Also the functions of the Board of Education in South Kensington in relation to what was called the science and art grants, which were given for technical instruction purposes and for science and art in secondary schools, and were administered from South Kensington, were added to our functions. Some of these functions are exercised in an executive way without the concurrence of the Agricultural Board or the Board of Technical Instruction. They are paid for out of the Parliamentary Vote, for which we are directly responsible to Parliament. These two Boards, the Agricultural Board and the Board of Technical Instruction deal with a fund, called an endowment fund, that was handed over to the Department as the equivalent of similar money that went to technical instruction in Great Britain, but went there directly to the local authorities, both municipal and county. We thus have a fund called the endowment fund for the purpose of agricultural education and technical education and fisheries—I forgot to mention that the Fisheries Department was also transferred to us—and the fund is administered with the advice of these two Boards. Take the Council of Agriculture first.

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.) [Continued.]

That is purely an advisory body, and in the Act its functions are described as those of discussing matters of public interest in connection with any of the purposes of the Act. In addition it acts as an electoral college in the manner I have described.

27,963. The Council then has advisory functions?—

Yes. It meets now about twice a year, though in the past six months it has met oftener, because a special meeting was called in reference to the foot and mouth disease situation. That body is a most useful means of obtaining a reflex of the public opinion of the country in reference to agricultural questions.

27,964. It is open to the Vice-President to summon a meeting of the Agricultural Council for any purposes he considers of sufficient importance?—It is.

27,965. At any time?—It is.

27,966. There is no limitation to the number of meetings to be held, although there is a minimum?—

Yes. There is a minimum of one meeting a year. The Agricultural Board advises with regard to all matters relating to purposes of agriculture and other rural industries, as these are defined in the Acts.

27,967. Does that exhaust its functions? Has it any financial functions?—It has, because the endowment fund, so far as it relates to these purposes, must be administered with the concurrence of this Board. If they withheld their concurrence, no money would go to the purposes for which they withheld it. That gives it a very great power indeed.

27,968. There is a budget prepared every year, and laid before the Board?—Yes. We have one meeting in the year, which is a sort of a budget meeting, but the Board does not meet at fixed times. One year it met 10 times, and another eight times, according as occasion requires. They never meet less than about five times a year. The method we follow in consulting it is that of bringing forward a scheme, and not of bringing forward details of executive administration. That method enables us to get from them, and enables the Board to give us, the most efficient sort of help and advice, because they deal with questions of policy on which they can bring their minds to bear with real effect, and their time and attention are not frittered away on executive matters. These they trust to the Department on whom is the responsibility to carry out effectually the thing decided on.

27,969. The Council and the Boards deal with all matters connected with agriculture, technical instruction, and fisheries?—Yes.

27,970. Do they deal with all matters connected with the Veterinary Department?—No. The Veterinary Department is one for which we are directly responsible to Parliament under the Vote.

27,971. I wish to divide your functions into those which are within the purview or control of your Council and Boards, and those outside the sphere of that control and advice, and with which your Department deals directly. Shall I be exhaustive if I say that the Council and the Boards deal with all matters connected with agricultural and technical instruction and with fisheries?—Yes.

27,972. And all the other activities of the Department are dealt with as a department of State, under the Vice-President's authority, subject to the usual checks and control?—Yes. That is a good rough general division.

27,973. Please give us an idea how you work in with the local bodies in connection with agriculture, technical instruction, and fisheries? Upon these things you are advised by your Council and your Board; do you work also in co-operation with the local authorities?—Yes.

27,974. Please explain to us the form which that co-operation takes?—In each county there is another body, a committee appointed by the local authority for the purpose of carrying out the local administration of this Act. That is called the county committee of agriculture, or the county committee of technical instruction, or in some cases it is a joint committee of agriculture and technical instruction.

27,975. But they are two distinct bodies?—Yes, but they are appointed by the county council. It need not consist wholly of members of the county council, but other people who have an interest in these subjects may

be added to it. Similarly in the towns, the municipal council appoints a committee of technical instruction. In each county now we have a scheme of agriculture and a scheme of technical instruction. These will involve agricultural education. Agricultural education consists of instruction given by the agricultural instructor, who is attached to each county; instruction given in relation to butter-making, dairying, poultry keeping, horticulture, and similar subjects by other instructors and instructresses in the county. That is the subject of agricultural education in very rough outline.

27,976. Do they give that instruction in the national schools of the country, or independently of the national schools?—It is worked in both ways. We have classes held in the national schools. We have itinerant classes held in the most convenient places available. Sometimes it is a courthouse. Sometimes, curiously enough, it is a jail. Sometimes it is a farmer's house.

27,977. I hope an abandoned jail?—Yes. Sometimes it is in a village hall. Then we have more systematic classes held throughout the winter, called winter agricultural classes for young farmer's sons. All that would be under agricultural education. That is one category of schemes. There are other schemes for improving horse-breeding, improving the breed of cattle, improving the manner in which labourers keep their plots, and so on. At the beginning of each agricultural year all these schemes are brought up to be considered by the county committee. A day is fixed for the meeting, and one of our agricultural inspectors attends the meeting, and all the details of these schemes are threshed out. When the committee have threshed out the scheme fully, it is sent up to the Department for its approval.

27,978. With an estimate of the cost?—Yes, a budget of the whole affair, because each local authority has to raise its own rates in support of these schemes, and funds from our endowment funds are given afterwards into a joint fund, consisting of that contribution and the amount provided by the rates. The scheme comes up to the Department for approval, and is generally approved, because the inspector's report is attached, and then the local body carry out the administration of that for the remainder of the year. They have a local staff. All the instructors are under them; their movements are directed by them. They have a local secretary, who makes all the local executive arrangements. They meet frequently, and carry these things out, and, in certain localities throughout the country, form sub-committees for attending to the work in smaller areas.

27,979. During the year do you keep yourselves informed, by means of your inspectors, as to how the thing is being worked?—Frequently.

27,980. That explains to us how, in regard to agricultural schemes, you work in co-operation with local bodies, in close and intimate relationship?—Yes. It is a close and intimate relationship. We don't depend merely on inspectors. I go myself every time I can get the opportunity, and meet these people on such questions as arise, and I find that one of the most essential things to do.

27,981. Will what you have told us regarding agriculture apply to the technical side?—It does in a general way.

27,982. What does your "technical instruction" comprise?—There is a famous definition here, because it gave rise to discussion. It says, technical instruction means "instruction in the principles of science and art applicable to industries, and in the application of special branches of science and art to specific industries or employments. It shall not include instruction given in elementary schools or the teaching or practice of any trade or industry or employment." That is one of the points about which some difficulty has arisen, but it is generally known that these are protecting words to save the educational side of the work. Technical instruction is not merely taking a boy and teaching him to make boots, as he might learn it from a shoemaker, but giving him some knowledge of the science and arts lying behind his industry, and giving him an

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.) [Continued.]

intellectual conception of his trade. In the giving of an intellectual conception of a trade lies all the difference between technical instruction and mere trade teaching. And, of course, technical instruction has a broad significance with us. It applies to all preparations for practical life that may be given through an educational system. We, in administering the science and art grants which were formerly administered by South Kensington, to which I referred a little while ago, in the secondary schools, are laying the foundation for scientific and artistic training, which is of the greatest value to the future of the boys who receive it.

27,983. Have you got any institution which may be regarded as the climax or apex of your system of technical instruction? May your College of Science be regarded in that light—as the completion of your scheme of technical instruction?—Yes; I would say that the Royal College of Science is the completion of it in reference to one great branch of it, and the School of Art is the same in reference to another branch of it. A thing at which I have been working of late is co-ordinating these institutions with the universities and the other institutions for higher education.

27,984. In regard to fisheries there is perhaps less to be said. Do these include both sea fisheries and inland fisheries?—They do. Work through local authorities is not carried on to the same extent in fisheries as it is in agricultural and technical instruction, because it would not be practicable. A great deal of the fisheries administration consists of the executive functions of a State department. We are the fishery authority for all Ireland, for the administration of all the fishery laws governing both sea and inland fisheries, the application of laws relating to close seasons, trawling, etc., to which the local authorities have nothing to say. The local authorities come in in this way: if a pier or harbour is to be built for some maritime county we see on almost every occasion that the county council contributes a proportion of the cost. The scheme is thus considered in consultation with the county council and a great deal of co-operation goes on.

27,985. Does the provision of boats and nets and so on for backward fishing villages come within your purview?—Yes, we have a fishery loan system which works very well. It has about the smallest percentage of bad debts that almost anything can show in Ireland.

27,986. When you make your loans do you take security?—Certainly.

27,987. The security of the fisherman or any other kind of security?—The security of the fisherman, and some sureties.

27,988. Have you ever thought of introducing a system of co-operative banks among the fishermen?—That has often been discussed and considered.

27,989. You don't give the boats out to hire as part of your system?—No. We think the system by which we lend for the boats is about the best that could be devised. Another body I know lends on a different system; that is to say, it keeps the ownership of the boat until the loan is paid off. I consider that a bad system for this reason, that the man never acquires a sense of ownership and responsibility for that boat. He thinks it belongs to the Government.

27,990. You lend the money and take a mortgage on the boat?—Yes. The men feel they are owners of it from the first day, and they care for it in a manner in which they otherwise would not do.

27,991. Do your loans for fisheries reach a high amount?—Yes, about 30,000*l.* is out at present.

27,992. Does your interest in it go so far as the provision of steam trawlers, for instance?—Of late we have favoured the development of motor fishing boats, and we have given loans for the transformation of existing fishing boats into motor boats and for building motor boats. In recent cases the question of steam trawling has arisen. We have not given any loans yet. Steam trawling is a rather bigger idea, and these craft are usually owned by capitalist companies.

27,993. Does your care for fishermen extend to the provision of ice ships at depots where fish are landed,

cured and sent off?—We co-operate in that and in every sort of thing they do. For instance, in reference to these motor boats we have established on the fishing grounds a repair ship with a staff on board, so that if anything goes wrong with the machinery they can see to it and have it put right. We have also introduced branding for herrings with very good results.

27,994. Do your operations overlap with those of the Congested Districts Board?—Not necessarily.

27,995. You do not operate in the congested districts?—Not in reference to this loan work or building, or anything except this, that we and the Congested Districts Board work in common with regard to marine works. We have a common engineering staff between us.

27,996. But in regard to building boats?—No. They have a plan of their own for that. We don't trench upon their ground, but we are the fishery authority for that part of the country as well as for the other, and the fishery laws have to be administered there by us.

27,997. The fishery laws have to be administered in the congested districts by you?—Yes, that is in such matters as close seasons, trawling ground laws, etc.

27,998. We have dealt with agriculture, technical instruction, and fisheries. In other words, we have covered the ground under the general control and advice of your Council and your Agricultural Board, and the other local boards who work with you. In what follows you act, I understand, as a department of State without the assistance of statutory local bodies?—Yes.

27,999. Before we pass on, would you like to say anything further about the College of Science, the Museum, the Botanical Gardens, and the School of Art?—We administer all those directly ourselves.

28,000. The first branch which you administered directly that I have noted here is the Veterinary Department. I am right in thinking that you administer it directly yourselves?—Yes.

28,001. Please briefly outline the work of the Veterinary Department?—The Veterinary Department administers the Diseases of Animals Acts, all the Acts for the detection and suppression of contagious diseases in animals. That involves seeing the condition in which animals are imported into and exported out of Ireland. It involves the administration of funds called the cattle pleuro-pneumonia account and the swine fever grant-in-aid. That is the general scope of the work involved. I should have mentioned that the transit of animals is one of the functions that come under these Acts, that is the condition in which animals are carried through the country and out of the country, disinfection of the wagons and ships, the lairages in which they are kept, and so on.

28,002. Would it be within your functions to see that cattle brought from the west of Ireland, say to Dublin, are watered *en route*?—It would, if it were a practicable matter to effect it.

28,003. If you saw your way to making it a practicable thing would you be justified in issuing an order that the cattle shall be watered, after, say, every eight hours?—What we have done is to issue an order that there shall be provided water troughs at each station, so that the cattle may have an opportunity of watering.

28,004. It would be difficult, I can understand, to unload cattle at a railway station and entrain them again. But would it be within your functions to require that there should be water troughs in each cattle truck?—It would if it were a practicable matter, but I think you have often seen what carrying cattle in a truck means. You cannot provide them with first-class compartments. Besides, they are whirled rather quickly from the country to the port, and one of the things we have recently been arranging is a longer period of detention at the Irish ports for the purpose, among other things, of enabling the cattle to be fed and watered and rested a little.

28,005. At the same time both you and I have seen long trains of inarticulate misery on our railway journeys in Ireland?—Yes, frightful things.



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.) [Continued.]

28,006. So if it were possible to invent a better style of cattle truck with troughs for water, it would be within your jurisdiction and power to direct that such trucks should be used?—Yes. The provision of better and more humane methods of carrying cattle is a constant occupation with us, and with the Board of Agriculture in England, and joint conferences about it with them and the trade, and the carrying companies, take place quite frequently.

28,007. That is an organisation, broadly speaking, for the prevention and cure of cattle disease. Have you got also an organisation for the detection of disease among plants, such as potato disease?—Part of our agricultural work consists in a series of observations and experiments with that end in view.

28,008. Where are these experiments carried out?—In all parts of the country, and they are directed mostly from the Royal College of Science. We have a system there, too, for testing the seeds that the farmers buy. We have a seed-testing station at the College of Science, on the plan of the seed-testing stations on the Continent and America, but with this difference: we have had the whole thing revised and arranged according to the latest experience, and we believe that the system which we carry out is better than others. There is more control. Then under an Act passed only a few sessions ago, called the Weeds and Seeds Act, our inspectors can walk into any seedsman's establishment, take a sample of his seeds and send it up to the seed-testing station, and have the seeds tested. We also can get from the trader the wholesale house that supplied him with this seed. If we find, as we have often found, gross adulteration, almost unspeakable adulteration, we are entitled to post the name of the sellers of these seeds, and this system, which has been in operation for only two years, has had a very salutary effect.

28,009. One question about the geological survey. Is that merely a local survey, or does it extend to the United Kingdom?—There was a branch always here of the geological survey for the United Kingdom, and the administration of the branch has been transferred to the Department. It deals only with Ireland, but Irish work is co-ordinated with that of the whole United Kingdom.

28,010. Is your staff a local staff?—Yes.

28,011. Looking altogether to the Irish Government for promotion and prospects?—Yes.

28,012. Unless there is anything else you wish to tell us about the duties of your Department, we may come now to the consideration of your staff by which these duties are carried out?—Of course, there is a lot one might tell the Commission about our educational institutions, our agricultural schools, from the college at Glasnevin down to the under schools in the country.

28,013. My colleagues who are interested in one portion or another of these matters will ask you questions on them. My object has been to bring out the nature, in general outline, of the functions of your Department. Now we shall inquire whether your staff is properly devised to give effect to these functions. The administration of your office is directed by a secretary, that is yourself?—Yes.

28,014. Then you have an assistant secretary for agriculture, and an assistant secretary for technical instruction?—Yes.

28,015. You, yourself, were appointed as a pensionable officer under section 4 of the Superannuation Act?—Yes.

28,016. When were you appointed?—I was appointed, I think, in February 1900, before the date on which the Department was to come into operation, which was the 1st of April 1900.

28,017. Previous to that you had been in Parliament?—I had been seven years out of Parliament at the time that I joined the Department.

28,018. You were an efficient member of the well-known Recess Committee?—I was a member of the Recess Committee, and I acted as its honorary secretary.

28,019. (Mr. Shipley.) What was the Recess Committee?—It was a body of Irishmen of different parties, including members of Parliament, unionists and nationalists, leading agriculturists and representatives

of industry and educationalists, public men generally, who got together during one parliamentary recess.

28,020. (Chairman.) Mention the year?—1895, I think it was. Its object was to see whether there was any subject of utility to Ireland which might be promoted in common by Irishmen. The committee was convened by Mr. Horace Plunkett, as he then was, who became its chairman. I was the honorary secretary myself. We studied the problem how best to develop the agriculture and industries of the country by means of State aid, and we drew up a report, which was known as the Recess Committee Report, in which a scheme for establishing a department of agriculture and industries was outlined rather fully. That scheme formed the basis of the Act subsequently passed by Mr. Gerald Balfour, which established the Department.

28,021. (Mr. Shipley.) I knew about the committee, but I did not know it was called the Recess Committee?—After the committee had reported, the Local Government Act, that was also framed by Mr. Gerald Balfour, had come into existence, and he fitted the constitution described in the Recess Committee's Report on to the new local government system which he had created.

28,022. (Chairman.) The assistant secretary in respect of agriculture was appointed under the Order in Council?—Yes.

28,023. What had been his experience before his appointment to the Department?—When we appointed him he was actually professor of agriculture at Yorkshire College at Leeds.

28,024. He was a man of distinguished scientific acquirements?—Decidedly.

28,025. Therefore he was appointed as an expert?—He was the best man we could find in the United Kingdom. We made a most exhaustive search.

28,026. Had the assistant secretary for the technical instruction division also expert knowledge?—He had, but he was not the first man that was appointed to the post. The first man was Captain Shaw, who was in the South Kensington Science and Art Department. After a time he resigned, and then we appointed a Mr. Blair, who had been one of the chief inspectors of the Scotch Education Department. He was selected too, after considerable search. After serving some years with us he was appointed to the post of executive officer for the London County Council, and he now administers the whole educational scheme of the London County Council. The present holder of the office, Mr. Fletcher, had also been an inspector under the English Board of Education, and had a great deal of experience of technical instruction. He was first appointed one of our inspectors, and on Mr. Blair's departure he was appointed to Mr. Blair's position.

28,027. Therefore he was an expert officer transferred from another branch of the public service?—Yes.

28,028. Does your deputy assistant secretary, the chief agricultural inspector, also possess technical or professional qualifications?—Yes. Mr. Gordon is a B.Sc. of Edinburgh in agriculture. He was the head of an agricultural school in Cheshire. He was a practical farmer, besides, in the north of Ireland, and a man of very great expert qualifications in reference to agriculture.

28,029. Was he selected by the Department out of a number of applicants?—He was one of the very earliest appointments, like Mr. Campbell and Mr. Fletcher, and he was sought out, so to speak, with a searchlight. We went round looking for the best men we could possibly find.

28,030. Please state the previous qualifications of your chief clerk of the Department?—He came at the time the Department was established. He was chief clerk of the Veterinary Department of the Privy Council. He was transferred to us with the service and made chief clerk of the whole Department. That is Mr. Cantrell.

28,031. Is he the present officer?—Yes.

28,032. It is then a mere case of transfer?—Yes.

28,033. The chief inspector of fisheries?—Mr. Green—he was transferred too.

28,034. He was a man with a great reputation as a fishery expert?—Yes, a man of world-wide reputation.



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

28,035. Then as to the chief inspector of your veterinary branch?—He was also transferred with the Veterinary Department of the Privy Council.

28,036. Your superintendent of transit and veterinary inspectors?—He is the next in command to the chief veterinary inspector and has his own particular function, the superintendence of all the transit of animals of which we were talking just now, and the inspection work done at ports.

28,037. What was he originally?—He was transferred too. He was a veterinary officer in the old department.

28,038. In Group II. you have no one recruited by the Class I. examination?—No.

28,039. In Group V., one gentleman is shown as recruited by Class I. open competitive examination?—That was an officer who had got into Class I., but he decided to come and serve in Ireland, and was taken on by our Department.

28,040. Had he been selected by the Class I. examination in England?—He had.

28,041. From what department was he transferred?—The Post Office.

28,042. Is your Department one in which you think you can altogether dispense safely with officers of the highest educational qualifications?—I don't think so. If you would like me to go into the question of Class I., I have formed some views about it.

28,043. Very well?—I start by saying that for the highest work we want the highest or the most suitable education is a question apart, but I would like it to be the highest. There is no department that I know that calls for a higher degree of administrative capacity among its staff than such a Department, so very varied in its work and having such relations with the development of the country as ours, but I am against the idea of the separate Class I. coming in in the manner which is now provided. I am not against that grade of men by any means, or that type of education, on the contrary, but I am against the method by which they now come into offices. I am only giving my opinion from observation. I think it is a fallacious and injurious method, looking at the effects upon a staff as a whole. These men come in with the notion, from the manner in which they have been brought in, and the privileged position in which they are placed in the Service from the first, that they are, so to speak, of superior clay to the men of the other divisions they find in the office, and it would take a very strong, and very fine character indeed for such a man to rid himself of that notion and to put himself in the attitude which I, at any rate, think best for the *esprit de corps* and good work of an office. Human nature being what it is, I should say—I am not speaking, of course, of the best of the men but of the average—that in most cases he would not rid himself of that feeling. The Civil Service is not like the Army with a large number of common soldiers and a small *élite* of officers of a different class. In one sense they are all officers in the Civil Service, and it cannot be good for the man who comes in in that way, and it must also tend to spoil the feelings of those with whom he works, if this sort of unreal, or rather artificial, distinction is maintained between them. After all, the second division man with whom he has to deal is not a private soldier. He is not a Tommy or even a non-commissioned officer. He is a commissioned officer like the other man. For these reasons, even *a priori*, I would say it would be a defective system, but from anything I have heard of relations that have been developed in offices and the interplay of the two classes of men, I am confirmed in my view that it is not the soundest way of managing. And it produces discontent. Moreover, on the merits of the question, and quite apart from this problem of distinctions between two grades of officers, on the question whether that is the best way of finding the best men for the higher and more responsible posts, I think there is a great deal to be considered. What you want in the higher posts is something which education might improve, but which it certainly does not provide. You want character to act, power of manag-

ing men above all. How these qualities are to be obtained is a very mixed question. I attach myself more importance to rearing and breeding than to subsequent education. I mean if they come from a good home, from a decent stock of people with right traditions, you will have a chance of getting better original material; and when I speak of decent traditions, I am not speaking of aristocratic traditions, though I include them in my idea. I think the home of a farmer or a working-class home, in which independence, religion, honesty, truthfulness, loyalty, and these old principles were not merely names, but were revered and practised, would be just as likely to give you the original qualities as any other. But if you take young men without the original material and send them to a university, of course some of the universities might improve them a great deal, while others might not, but I don't think that merely putting in a few years in a university and letting a man pass a brilliant examination at the end will make him a much better man for exercising control over a staff and for getting the best qualities out of a staff in their work, and I think in all such cases I would have a pretty long period of probation with the men who came in in that way. My view is, I would have a door of admission for that class of man, but I would arrange to merge them in with a new class, into which I would also merge much of your present second division. I believe rather in levelling up the general quality of the Service and thus broadening the base of supply than depending so much on a special class with a privileged status—a thing which always leads to difficulties in an office. I think the present system ought to be changed. I would be in favour of having two grades. I speak of them as grades in order to avoid the confusion that comes from speaking of classes and divisions. I would have Grade I. and Grade II.

28,044. Would you have a Grade I. and a Grade II. because you consider that there is a difference in the character of the work to be done in each grade?—Well, that is very, very hard to answer.

28,045. May I put it another way: Would you admit, Mr. Gill, that the administrative work of the department, the highest work of the department, work that calls for the tact and judgment and initiative which you have mentioned, requires a different type of mind to perform it, from the type necessary for the performance of the ordinary clerical work of the department?—Well, my Lord, it is extremely hard to distinguish in practice, because, though of course generally the distinction may appear to be obvious, yet in practice it is very hard to distinguish. It is quite easy to see that there is a large category of routine work of the lowest type, and that your lower grade man can always do it, but if you had a man on work that would even seem to be routine work, if he has the right stuff in him he is able to make his mark even there.

28,046. Very likely. But do you admit that between the highest class of work that I have endeavoured to define and a lower class of work there is a broad line of demarcation, if you look upon the work as a whole. There is a dovetailing of the lower class of work into the higher, although you cannot define the exact point of meeting between the higher type of work and the lower?—Yes.

28,047. But you have no doubt that the work on one side of the point of meeting or fusion is different from the work on the other side?—Yes.

28,048. So far I am disposed to agree?—Yes, and you must shape your education so as to get the proper man for the higher work.

28,049. Then do you not think that for the higher class of work you require a better educated man, and that such a man should be better paid than the man employed in the lower class of work which doesn't call for such high education?—Yes.

28,050. And if you have this distinction between each class of work, and this distinction between the education fitting men for each class, does it not follow that for the lower class of work men who are satisfied with the lower rate of pay should be recruited, and for the higher class of work men should be recruited on higher rate of pay?—Generally speaking, yes.

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.) [Continued.]

28,051. That would seem to be a sufficient justification for the Government in having, at all events, two classes of officers?—Yes.

28,052. One higher than the other?—Yes, but with good provision for enabling the good men of one class to rise into the other. I would rather differentiate them by scales of pay than by "classes."

[28,053-4. Then as regards the moral character of the men would there not be difficulty in verifying your requirements? We cannot well visit the homes from which the candidates come, where no doubt morality and good conduct are inculcated. These matters we cannot determine by methods apart from the system of direct examination. Examination must enter into our plans; and a classification dependent on it?—I would have two grades—I explain it this way for the sake of clearness—Grade I. and Grade II. In Grade II. I would include the lower ranks of the present second division, a considerable proportion of the present second division men who remain on the lower work—I would include them in that grade. I would include also the present abstractor class, or rather I would replace the present abstractor class and these lower ranks of the second division, as well as the boy clerks, by Grade II. The plan of taking on boy clerks and then throwing them out after a few years is utterly wrong.]

28,055. You condemn that?—Yes.

28,056. (Sir Henry Primrose.) Are you saying this for your own department or for the whole of the Service?—I have my own department in view, but I don't see why it should not apply all round.

28,057. You say that it is a proposal that might have a universal application to all offices and not merely to your own?—Yes. The examination to enter Grade II. would in Ireland equate, so to speak, with the middle grade Intermediate, which would be something above the level of the present abstractor's examination with a little grit in it from the educational point of view.

28,058. (Mr. Graham Wallas.) What is the Intermediate?—It is our secondary education in Ireland. There are three grades in it—the junior grade, the middle grade, and the senior grade. The middle grade is usually represented by boys of 16 or 16½ years of age, and I would equate the examination to enter that class with the middle grade course.

28,059. (Sir Henry Primrose.) This would correspond with Grade II.?—Yes; so that the schools would prepare for it, and I would make the age of entrance 16½. When a candidate goes into that class I would hold before him this idea—that he for at least two years should attend courses of evening instruction which can easily be arranged for him now, and should pass a qualifying examination, not a competitive, at the end. No candidate who failed to do that would be eligible for the supervisory posts within Grade II., or for promotion into Grade I. I would have a certain proportion fixed of the numbers that might be chosen from the eligibles of Class II. to pass into Class I., and they should only be chosen by the heads of their departments for meritorious service.

28,060. Then you come to Grade I.?—Well, the examination into Grade I. I would equate in Ireland with the honours senior grade of our intermediate system. The age would be about 19. I would have it an examination which would include, in addition to the senior grade intermediate subjects, certain subjects intended for preparing men for the Civil Service, such as are now included in the second division examination, and in Ireland I would have some of the subjects specially related to Ireland, such as Irish history, institutions, administration, resources. When a fellow enters that grade I would set this before him: that he should attend—if they were available, and I would recommend the Government to take steps to have them made available—evening university lectures that could be easily arranged in Dublin, and that he should later on take a degree of the university, and if he did so he would *ipso facto* become eligible for promotion to higher posts.

28,061. (Chairman.) So that you would have higher posts. Would you have a still higher grade than Grade I.?—No; he would become eligible for higher

posts—staff posts of 400*l.* a year and upwards, but he would not be eligible unless he had taken out these courses or taken out his degree.

28,062. The reason I asked that question was because I understand you to say that above Grade I. you found it necessary to have a grade of officers—call them staff officers—possessing higher education than your Grade I. men?—That is, possessing more general education than those entering Grade I. at 18 or 19, but I go on to say that I would allow entrance into Grade I. at 22. These entrants would not come into a separate class, but would come into Grade I. at 22, which would permit their having attended their university, and they would come in at a higher rate of pay than if they came in at an earlier age. They would be at once eligible for the higher posts.

28,063. What do you mean by higher rate of pay?—If you take the bottom scale of Grade I. at 100*l.*, and a maximum of 350*l.*, a fellow enters at the age of 18 or 19 and starts at 100*l.*—well, a man who takes out his university degree and does not come in until he is 22 should start at least at the point the man would have reached at the same age who had not taken this course and had begun at 18. I cannot put a figure to it but, say, 150*l.*, or something like that. I think that scheme would work in Ireland. I find in our own Department, and on many of the staffs of the Irish Departments, many of the best clerks in them have taken out degrees in the Royal University and Trinity, and some of them with considerable distinction. If evening lectures were provided by the university it would mean that practically all the men worth considering who come into Grade I. at the lower age would follow these lectures and take out their degrees. I think it is well worth the while of the Government to assist the universities in providing these lectures.

28,064. All this is very interesting, and I think you have quite properly introduced it at this stage. Let us now pass on. I notice "superintendent of statistics" here—that is very considerable pay, is it not—600*l.* or 700*l.* a year?—Well, it is a very important office. It is now held by Mr. Butler. His predecessor was Mr. Adams, now professor of political science at Oxford. It is the economic watch-tower of the Department, so to speak.

28,065. He was a second division clerk?—Mr. Butler's origin was that of second division clerk, but he had been trained in the Registrar-General's office and had become assistant-superintendent under Mr. Adams, who trained him, and he is quite an expert now.

28,066. That was a pretty considerable promotion for him?—Yes.

28,067. May I ask you whether promotions like that are pretty frequent in Dublin?—Well, no.

28,068. We have been told that the Registrar-General's department affords no great prospects of promotion for the second division clerks, but in the way you indicate substantial promotion is open to them?—I don't see why a great many of these promotions would not be made available if the system I have in view could be adopted, because the second division clerks that come into a branch of that description would be taught to specialise in university studies that would make them eligible for that promotion—courses in political science and economics.

28,069. Is the senior staff clerk placed over the whole Department?—In status he is next to the chief clerk and above the other staff officers.

28,070. What was his origin?—He held a permanent position in the office of the Royal University. He is an honours graduate and a member of the Irish Bar. He has most useful official experience in connection with Commissions of Inquiry into Irish Educational Systems, and when the Department was established we were glad to get him to come to us.

28,071. Let us get on to Group V. These are the staff clerks and minor staff clerks. Are not these men promoted ordinarily from the second division?—Normally they would be, but some of those men were not.

28,072. I suppose that when you were creating your Department you could not follow strict rules, and that a number of them have been brought in under

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

clause 7?—There are four staff clerks mentioned there. The first of these was attached to the veterinary department and came over to us. It was a transfer. The next is a man who was in the Collector-General of Rates' office and we took him over and appointed him. The next was a man who was brought specially from South Kensington to be placed over the technical instruction branch because of his knowledge of that administration, and the next was the Class I. man mentioned before.

28,073. That seems reasonable. You have four other clerks, a lower maximum and lower minimum. Are you sure that these came on by open competition in the second division?—Yes.

28,074. And then you have 14 minor staff clerks at varying rates of pay?—Yes.

28,075. How did these men come in—did they all come in the second division?—No, there were two that did not come.

28,076. Did all the others?—Yes.

28,077. Well, the return has not been made out clearly on that point?—They were promoted.

28,078. It would be well to show that they were promoted?—One was a temporary clerk.

28,079. (Sir Donald MacAlister.) What does a temporary clerk mean in your Department?—Well, there are three meanings. The primary meaning is—one who is taken in under pressure of work for a few weeks, and who is kept on from week to week.

28,080. And appointed by whom?—By the Department.

28,081. Without any examination?—Yes.

28,082. And, then, how does he come into the Service?—He came in like that. Again, the Treasury have insisted that one whole section of the agricultural branch should be manned by clerks not paid from the Vote. They contend that we should pay these clerks from the endowment and not from the Vote. The distinction is a subtle one, and the effect is that all these clerks are on a temporary footing. We cannot pay them out of the Parliamentary Vote.

28,083. Is this one of these clerks?—The man you refer to is not. He was at one time in that section, but he has now got a staff post from the Department. He is an exceptionally able man, and one of those that took out his university degree, and took it out with honours. He is an outstanding man.

28,084. But he got into the Service without any examination?—Yes, in that way.

28,085. (Sir Henry Primrose.) If you look at section 16A, dealing with the payment of moneys at your disposal, doesn't it seem to suggest that some of the salaries should be paid not out of the fund, but out of the moneys at your disposal?—No. The distinction is this, that our endowment fund that I talk of applies to local charges and work in counties, municipalities, and so forth, and covers a certain class of officers who are sometimes employed direct by us, and sometimes by the local authorities. Take, for instance, the case of the agricultural instructor. We place him in a county but he is paid by us out of that endowment. The section that I refer to is the section dealing with the supervision of creameries, and the distinction drawn was that these creameries were not administered by the local authorities. If they were administered by local authorities, like our county schemes that I have explained, the staff employed in centrally dealing with them, inspectors and clerks, could be paid out of the Vote. But as the work is administered by ourselves the staff must be paid for from the endowment. Such is the distinction of the Treasury. The effect of it is that we have a staff of clerks which, under rule of the Treasury, are not put on the Civil Service.

28,086. It seems to me to be a quite logical change. You are doing a certain work which might be done locally or by local committees, and you are doing that, and you are given a certain endowment for doing it. Therefore it seems to be quite right that the payment of these people should come out of the endowment?—But the distinction is drawn in this way, that the work done by the central authority in the nature of supervision is all paid for by Parliamentary Vote, while that, although it is also central work, is not.

28,087. (Chairman.) It is merely a quarrel between you and the Treasury?—Yes.

28,088. The Treasury say that these clerks must be paid out of the endowment fund, and you say that they should be paid for out of the Vote?—Yes. We are compulsorily obliged to have these clerks, non-Civil servants.

28,089. (Sir Donald MacAlister.) You have thus, necessarily, to support a lot of temporary clerks, and then these permanent men are those that are put into the Civil Service, having passed through the usual portal?—Yes.

28,090. (Chairman.) Well, we will pass on. Do you, Mr. Gill, regard the clerks of Group VIA, as belonging to the second division?—Some of them were transfers. The first man mentioned was transferred from the Registrar-General's office, and two others were transferred from the Veterinary Department.

28,091. But do you regard them as belonging to the second division?—Number one has left on pension.

28,092. Well, they seem to be open to the same objection. They seem to have been brought in as temporary clerks, and were afterwards established?—They were transferred just as they were from existing departments. One came from the Registrar-General's office, one from the Veterinary Department, and another from the National Museum.

28,093. But the scale of pay differs from the authorised second division scale?—It is really a nondescript class.

28,094. Well, let us pass on to your Technical Instruction Group, on which I have one or two questions to ask you. Your agricultural inspector entered as a lay assistant commissioner—I suppose you use that term in contradistinction to legal commissioner?—Yes. He was transferred to us. When we took over the agricultural work of the Land Commission the staff came with it.

28,095. You have five altogether—one chief agricultural inspector and four inspectors?—Yes.

28,096. And they go about inspecting in the way that you told us?—I had better explain that one of the agricultural inspectors mentioned here does not represent a regular scale. His transfer was somewhat unique. The chief agricultural inspector is also the deputy assistant secretary, and under him come a class of inspectors. The scale of one class of full inspectors is 420*l.* to 600*l.*, and of the junior class from 200*l.* to 400*l.*

28,097. You have given us an indication of what their duties were? They go about inspecting and seeing that these schemes are properly carried into effect?—Yes, and inspecting the agricultural classes and schools.

28,098. Then as to the agricultural inspector, who is shown as veterinary?—Yes. He is an agricultural veterinary inspector. He has to do chiefly with the horse-breeding schemes of the Department.

28,099. Has he got any assistants?—Well, not fixed assistants, but sometimes we put on extra men.

28,100. Do the ordinary agricultural inspectors assist in his work?—Yes, in a certain way, but his special work is examining the horses that are put on the register, both from a veterinary point of view and their other qualities.

28,101. Ireland is a great horse-breeding country; is one inspector found to suffice?—In each county, when the annual shows of mares and stallions take place, we employ local judges, and he comes in as a court of appeal on the high-class stallions.

28,102. And the inspectors for technical instruction and the junior inspectors for technical instruction also perform the duties that you have mentioned?—Yes. There is one mentioned as not pensionable.

28,103. Why is he not pensionable?—There is no reason to my mind why he should not be, but the Treasury have not agreed up to the present.

28,104. What is the reason? When was he appointed?—I find that he was our chief forestry inspector. We have had the chief forestry officer a considerable number of years. He is a whole-time officer, and we paid him out of the endowment. When we got the forestry service established, and got the report of our forestry committee, and the usual grant from the

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

Treasury for the purpose of acquiring ground and woods, this man's work became of a permanent and established character, and we desired that he should be put on the Vote, and placed in the same position as any of the other inspectors. Up to this we have not succeeded in persuading the Treasury to do it.

28,105. (*Sir Donald MacAlister.*) Would it not be possible to provide for him under a pension endowment scheme?—We have not a pension endowment fund, but one of these days we shall probably have to have one.

28,106. Have you large forestry operations?—In one sense, yes; and in another, no. The acreage available for forestry in Ireland is not as extensive as it is in other countries, but we have taken the problem in hand. We have had a departmental committee of inquiry, of which I was chairman myself, and we examined into the whole problem, and made a report, and on that report the Treasury was approached to give us a grant to prevent the waste of timber that was taking place owing to the operation of the Land Acts. I don't mean waste merely by the tenant purchasers cutting down the timber, but owing to the landlords, seeing that the Acts did not put a price upon the timber, and putting it in danger of being cut down. It was this waste land that became available under the operation of the Land Acts—mountain lands and others suitable for forestry—we got a development commission to come in and assist us with a grant. We have purchased a number of woods, and we have established a school of forestry, and in the College of Science they have established a number of courses for forestry.

28,107. (*Chairman.*) What do you mean by a "portal" veterinary inspector?—At every port there is one or more inspectors stationed to examine the animals that are shipped, and to see that the ports are kept in proper sanitary condition.

28,108. (*Sir Henry Primrose.*) Are all these officers professional officers, and are they appointed by competition?—They are professional officers, and are not appointed by open competition.

28,109. (*Mr. Graham Wallas.*) Does what you call the endowment fund include the grant in lieu of the whisky money or only the church fund?—What that fund includes is this—it includes a sum of 78,000*l.* from the local taxes and Customs and Excise.

28,110. That is in lieu of the whisky money?—Yes. It includes also a sum of 70,000*l.* of the church temporalities, that is the Irish fund, and that is liable to be reduced under certain contingencies; in fact, we are warned by the Treasury that it may be very considerably reduced within the next few years. It also includes the equivalents of certain Irish judgeships that were abolished, coming to about 12,000*l.*, and some other amounts.

28,111. I understand that you have to pay the temporary clerks that you appoint out of the endowment fund?—There are some clerks that have to be paid out of the voted money—the male shorthand writers, for instance. I am against the employment of these temporary clerks. I think it is a wrong to the temporary clerks themselves, and it is a wrong to the men that come in by open examination.

28,112. It would seem rather absurd that you should be obliged to appoint clerks in your central offices by these ways and methods merely because of the source of the fund?—Yes; there was an inquiry into the Department, and the report recommended that that type of clerk should be transferred from the endowment and put on the Vote.

28,113. (*Mr. Boutwood.*) When was that, Mr. Gill?—The report was published in 1907.

28,114. (*Mr. Graham Wallas.*) Your work brings you into contact with the organisations of the Irish educational system at very many points?—Yes.

28,115. And perhaps at more points than is the case with any other official?—Probably.

28,116. You have given us very interesting evidence as to the co-operation between the university system and the Civil Service. You have told us that the latter should correspond with certain grades of examinations, and that the Government should co-operate so that the younger officials should add to their knowledge. Would you say that the universities

should aid the Government by developing a certain kind of study that would be sufficiently useful to the Government?—Yes, certainly. I think, in the case of such men in the new grade that I have described, it would be encouraging to go in for university instruction if they could give their degrees in special subjects that would be particularly useful for public administration. For example, such students might take out degrees in political science and economy.

28,117. I find it very difficult to get at an impartial history of the development of the institutions of Ireland, and do you think that study of that kind might be undertaken by a university?—I think it would be a very good subject indeed. We have in connection with the National University, a very interesting sort of scholarship. One of our officers who was the head of the statistics and intelligence department was a gentleman named Coyne. He was a very distinguished student of economics, and made his mark before he died while yet young. He had left a great impression among many of his friends, and a scholarship was established in his name. It is called the Coyne Scholarship, and it is tenable at the National University, and its object is the study of political and social science, especially as applied to Ireland. I am one of the trustees of the scholarship, and it will be interesting to say that we have had the scholarship awarded for inquiries and reports upon such subjects as these: "The existing industries of Ireland"; another subject was "The agricultural labourer in Ireland"; another was "The history of industries and employment since 1678, in any one of the following cities, "Dublin, Cork, or Galway." The winner in the latter case chose Dublin. The scholar is continuing his studies, and he presented as his second theme an essay on the silk industry of Dublin. These two essays are so good that I hope that they will be published. It is interesting to know that the scholarship was won on each of these occasions by a second division clerk. The first man was a second division clerk in our own Department, and is now in the Four Courts. Suppose he had remained in our Department and had done a course of study enabling him to win a scholarship on a series of subjects like those I have mentioned, his work would have been of value to the department, and would have made him a more efficient officer and put him in line for promotion, and put him under the observation of his chiefs. That, I think, would be the good of correspondence between the universities and the public service. The second occasion on which the scholarship was won was by a second division clerk in the Land Commission.

28,118. (*Sir Donald MacAlister.*) For whom are these scholarships available?—These are only available as post-graduate scholarships. It was attached to the National University because Mr. Coyne was a professor of the Royal University before he became attached to us.

28,119. Did he get a special premium for writing on that theme?—The sum that we collected produces only about 20*l.* per annum, but such as it is it has enabled us to do good work, and if that type of scholarship were multiplied so that it would be possible for men to study specially, it would be a very useful way in which a correspondence between the universities and the public service might be promoted.

28,120. (*Mr. Graham Wallas.*) In natural sciences, such as fisheries, and so on, you get help already from the universities. Do you think that is useful to you?—Certainly, because we have to employ a number of men as inspectors and officials who must have high qualifications in natural science, and most of these of course get their training in the universities or such institutions as the Royal College of Science.

28,121. And your hope is that the same co-operation might take place in the social sciences?—Yes.

28,122. Now the organised system of Irish education is extremely complex, is it not? Are there not a great many departments?—Yes, there are; but I think it is far less complex than your system in England. It is rather a simpler system.

28,123. Can you give me from memory a list of these departments?—There are only three. One is the

20 February 1918.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

Board of National Education, which deals exclusively with primary education, and the other is the Intermediate Board which deals with secondary education.

28,124. And the third?—The third is our Department, which deals with technical education and also with science and art education in the secondary schools.

28,125. And the Board of Charity?—Yes, there is a body called the Board of Charitable Donations and Bequests, but it is not an educational body. It is a body that regulates certain charitable and educational endowments made to certain schools, and it is a body for seeing that these endowments are properly applied. The bequests go to schools that nearly all come into the systems of the departments. This body rarely interferes with educational programmes or an educational department. You may leave that body out of your mind when dealing with educational authorities in Ireland.

28,126. But they do work in preparing work for educational purposes, which in England is done by the Board of Education?—Yes, I think they do, but they deal with the question of how the bequests are to be administered. Money is left in wills for schools, and they see that it goes to these schools. I have a case of a County Down will in my mind just now, and they are dealing with that.

28,127. I have only one final question. Have you ever surveyed the work of your Department to see to what extent you can avail yourself of the use of highly educated women?—We have some highly educated women in our employment at present. There are three or four of these women attached to our museum, and we have in our office a translator, a very highly educated woman. We have also a lady employed in the College of Science, and we have several, of course, employed in the School of Art.

28,128. You have them in the permanent service of the museum?—Yes.

28,129. And you find no inconvenience arising from that?—No.

28,130. There is nothing that suggests that any apprehension that would arise from having women in the permanent staff service would be well founded?—No.

28,131. (Chairman.) Is there any difficulty or inconvenience caused by men and women working together in your Department?—Not so far as the employment of women has gone in our Department. Of course, we have no women in any very responsible position, save that we have women inspectors in the subjects of domestic economy.

28,132. (Mr. Graham Wallas.) Do they work in the same room as the men?—Well, we have lady typists, and they all work in one room by themselves, though some of them have to attend officers from whom they receive correspondence.

28,133. (Chairman.) Are they paid on the same scale as the men?—They are paid on the same scale as the lady typists throughout the Service.

28,134. But as the men in your office?—Yes, the assistant in the museum gets the same as the male assistants. The women inspectors are not pensionable officers.

28,135. Are the women inspectors—the outside inspectors not pensionable?—No; but the translator is pensionable, and the lady assistant in the museum is pensionable. These inspectors ought to be pensionable.

28,136. Will you go to the outside inspectors?—We have two lady inspectors, in fact, we have three. Two of them are engaged for domestic economy, and the other for lace.

28,137. Are they pensionable?—No. They are all paid from the endowment.

28,138. And consequently non-pensionable?—Yes.

28,139. And so are the inspectors that are paid from the endowment not pensionable?—None of them are, but there is no logical reason why these ladies should not be pensionable.

28,140. (Mr. Boutwood.) Does your Council of Agriculture and Technical Instruction only meet when summoned by the Vice-President?—Yes.

28,141. Only when summoned by the Vice-President?—Yes. There is no regulation, but that is the custom.

28,142. And can they come of themselves?—No.

28,143. And when they meet can they discuss matters not prescribed by the Vice-President?—Certainly. What usually happens is that when the meeting is summoned by the Vice-President, they are asked to send in matters they wish to appear on the agenda, and the matters they wish discussed are put down for discussion. Or the Department may suggest a subject for discussion itself.

28,144. So that in a very real sense they are an independent deliberative body when once they get together?—Oh, yes.

28,145. You spoke in your evidence of the investigation of plant diseases. You said they were controlled by the College of Science, but by whom are they carried out locally?—We have a system of investigations and experiments. They are planned at headquarters, so as to keep them in co-ordination. The county agricultural experts that I spoke of some time ago are under the control of the local public authority, but are paid by us. In the course of their administrative work, they are asked to carry out locally a certain number of these investigations, testing several questions that may be submitted, such as the yield of seeds, and so on.

28,146. And how do they do that? How do they get the land?—Well, the County Committee arranges in this way. The farmers are willing enough to lend a bit of their land for demonstration purposes, because the test costs the farmer nothing, and his land is manured and worked and the crop becomes his property. Then we have a certain number of agricultural stations and schools in different parts of the country, such as at Athenry in County Galway, Ballyhaise in County Cavan, and Clonakilty in County Cork. There a certain number of these demonstrations are carried out. Then our experts might go to the country to make special investigations. One of them has gone down to the West of Ireland to investigate a new disease in potatoes. He is carrying on experiments there and has established a laboratory *in loco*.

28,147. And the agricultural stations, what are they established for?—They keep records of the livestock; they attend to the improvement of the breeds of cattle and sheep and swine, and deal with them. Field demonstrations are also carried out as part of the general work.

28,148. In dealing with the seeds you said something about posting the names—what was that?—It consists of the publishing of the names—the result of the analysis and the names of the firms from which the seeds were got.

28,149. (Sir Henry Primrose.) Do you have these seeds analysed for the man who purchases in the market?—Yes, and we make only a small charge.

28,150. Do many of them avail themselves of that?—Yes.

28,151. That is very good. Please proceed?—The seed merchants are doing a great deal now. We have settled a procedure in these matters in conference with the trade. We have taken care to bring the trade with us to show them what we were going to do and how they could adjust themselves to carrying on the trade on a proper basis.

28,152. (Mr. Boutwood.) You said something about agricultural and technical training being given in primary schools: did you mean the use of the building or teaching being given to the children?—I meant the use of the building. There is no agricultural training given to children in primary schools, but there is a scheme being developed now in co-operation between the Department and the National Board for the purpose of introducing rural science and school gardening. The object of that is not to give agricultural training, but to give instruction that will lead the minds of the rural population more in the direction of agriculture, and prepare them for an agricultural calling.

28,153. Are your College of Science and your School of Art State institutions in the sense of being founded and maintained by the State?—Both of them are.



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

28,154. They are really branches of your office, so to speak?—Yes.

28,155. What does the College of Science do?—The College of Science is an institution for higher technical instruction. It has a faculty of agriculture, a faculty of engineering, and a faculty of applied chemistry. It trains agricultural experts in the faculty of agriculture, mechanical and electrical engineers, and men in applied chemistry, brewing, distilling, dyeing, etc., and it trains science teachers.

28,156. Is it practically a college of university status?—It is.

28,157. It is not in connection with any Irish university?—There is no express connection. It is an independent institution. It has existed for nearly sixty years, but it has been developed enormously by the Department since it was taken over. Perhaps the best way to describe it is to say that it is our Irish Charlottenburg. It is being co-ordinated with the university system. In fact, I expect that before the end of this year, by next session, co-ordination with all the universities in Ireland will have been arranged.

28,158. What will be the precise effect of that?—The effect will be this. Take the National University in Dublin, or Trinity College. These universities will agree, say, to have a degree in agriculture, and a course taken out by their students in the College of Science will be recognised by them as counting towards that degree. The college on the other hand will regard certain work done at the university as counting towards its associateship.

28,159. I suppose in your rural teaching your instructors are mainly concerned with labourers and small farmers?—Yes, and with their sons and daughters.

28,160. Is there any linguistic difficulty?—In the Irish-speaking parts of the country many of our people are able to speak Irish, and we encourage them to be able to do so.

28,161. To give instruction in Irish?—Yes, and we have issued leaflets in Irish.

28,162. When you were giving that very interesting account of your conception of the organisation of the services you used the word "unreal" in speaking of the difference between Class I. and the subordinate grades: what do you mean by "unreal"?—I had this in mind, leaving aside the educational distinction—because I want to diminish that as far as possible by levelling up the educational requirements of that grade, which I would now call Grade I.—what I mean by unreal is what would be left, a sort of social or caste distinction resulting from a privileged position in the office for men as a class; and while such a distinction is real as between an officer in the army and a private soldier, it is an unreal and unsound distinction to establish between two officers of the Civil Service serving in the same office.

28,163. (Chairman.) Is it ever established in any office in the sense in which you are now attaching to it? Is any office ever recruited from the point of view of caste or social distinction?—No, but I mean that when a man comes in in a privileged position from the first, the effect is apt to be to separate men into classes, and to generate between them a feeling which I consider to be unsound for the office and for the men themselves. From the first he is apt to look upon himself as a superior being to the other men.

28,164. But is it not necessary to have the higher capability and the higher educational qualifications for the higher work?—Of course, but I provide for the higher education in the way I have described, and I want not to draw a strict line between one class of men and another class of men below them.

28,165. But would you not compass the same end if you make it easy for the class of men who now come into the second division from the national schools and the intermediate education schools, to get into the universities by means of scholarships, and so get a degree?—Before he enters the Service?

28,166. Before entering the Service, working up through the educational ladder?—I do not think that that would meet the case, because only a comparatively

small number could wait to take out their degree before they came in.

28,167. The number would be sufficient for our purposes? We are only interested in getting efficient public servants. We are not interested in providing a career for everyone?—Quite so, from the point of view of the efficiency of the Service; that is my point of view. You are bound to have a large proportion of men who must come in at 18 or 19. If you reconcile yourselves to the idea that they must be on a low plane of education, and that you must recruit for your higher posts in another way, from men who come in at a later age, then you reconcile yourselves to a degree of inefficiency in that body of Civil servants that I do not think is sound for the Service. I would prefer, first of all, to broaden the character of the examination by which the candidate enters at the age of 18; and then I would say—let him have facilities by means of evening or late afternoon lectures at a university to take out a university degree, and ensure that he will be eligible for promotion to higher posts in the same way as the man who comes in at 22, if he does obtain his degree, and that he will not be eligible otherwise. By that means I would put a great premium upon levelling up the whole body who would be included in Grade I. I hope I have made it quite clear about the reality of the distinction. I believe it does arise in practice. The Class I. men are charming fellows with those whom they regard as equals, but I am told some of them won't even salute second division men when they meet them in the street. It is most dangerous for the Civil Service to have that sort of feeling permeating its ranks. Even the second division men sometimes may come to look down on abstractors, and abstractors on temporary clerks. I have a document in my hand a case in which there is a protest against promotion from the lower ranks, signed by ten or eleven men, who were themselves promoted from the ranks, for, as happens in more exalted spheres, when brought into the coveted place people here become exclusive, too, and want to keep all others out. That is a thing that has to be guarded against, in any case, all through your Civil Service. It is certainly not to be fostered, and I think that the arrangement about Class I. does tend to foster it.

28,168. Make any arrangements you like will you not still have Horace's dictum true: *Naturam expellas furca, tamen usque recurret*?—Yes, but you must make what arrangements you can to prevent this happening. These artificial distinctions of men into classes always lead to difficulties—they breed them. I am speaking from the mere practical point of view of a head of a department.

28,169. (Mr. Boutwood.) Am I right in thinking you get power to spend the endowment fund for salaries under 16 (1) G.?—Previous to that section there are several sections allotting portions of the endowment fund to specific purposes, and the part that is left after these purposes are met constitutes the endowment fund of the Agricultural Board.

28,170. About these temporary clerks, as I understood from what you said to the Chairman they are taken on roughly for two reasons, partly because of the difficulty between yourselves and the Treasury, and partly in exceptional stress of work?—Yes. There is also a category of temporary clerks employed in the swine fever portion of the veterinary branch.

28,171. Some of them I understand were taken over from the department that preceded yours?—Yes, and the veterinary department contains a number of these who were put on swine fever work.

28,172. Leaving those out and taking the new men you appointed yourself, what sort of men are they? What would they be doing if they were not temporary clerks?—They are good men. Those we have appointed in connection with this permanent section are the best we could get. One of them, who has since been promoted to a staff post, was a man who had a distinguished university record. Another had been employed in a commercial office and had a very good record there. They were as good men as we could pick out.

28,173. Some, I gather, were taken on almost for technical reasons. You referred to one with a uni-



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

versity record; you did not take him on as a clerk?—I took him because we knew he was a very good man. He had been assisting one of our men who was secretary to three separate Commissions, and he knew the sort the work it was. He is a smart man and we were very glad to get hold of him.

28,174. I suppose it is considerations of that sort that account for the comparative highness of the salaries in some cases?—Yes. I may say that the description "temporary clerk," as applied to some of these men in the statement, is rather misleading. For instance, one man was not at any time a temporary clerk in the Department. Another was a clerk in one of the abolished offices and was in charge of other men. He was employed by us as one of the earliest picked men we were looking for, but he could not come in on the ordinary status, and it is misleading to call him a temporary clerk.

28,175. Why could not he come in on the permanent staff?—On the spur of the moment I cannot exactly recall it. It is a Treasury point. There were three men from the same office brought over in these circumstances.

28,176. Are there many applications for appointments of that sort?—We have discouraged as much as we can the practice of employing temporary clerks, and the employment of these men on the permanent section has been against our protest; but as for applications, no post passes that I don't get applications for employment as a temporary clerk or anything at all in the Department.

28,177. A distinguished colleague of yours the other day rather surprised me by saying that he virtually encouraged personal interviews with people who want appointments of that sort. In your experience is there any attempt made to influence you in the exercise of patronage of that sort?—If you mean friends of applicants trying to exert pressure, of course there is. You would get testimonials from numerous friends of theirs; they look especially for testimonials from people who may be friends of yours. That, of course, is inevitable in any employment of the kind, but I have never encountered anything in the shape of undue or illegitimate pressure.

28,178. That is what I had in mind?—Not so far, but if you had ever a system which was one really of appointment without competitive examination I have not the least doubt that such pressure would become an appalling abuse.

28,179. So far as one can gather, the chief point of this second division statement is that second division men object to the appointment of temporary men to staff posts of different sorts. What would you say to that?—These clerks quote in an appendix certain minutes that passed between myself and them relative to these appointments, and these minutes rather explain the situation though a great deal of the text surrounding the minutes is somewhat misleading, such as what I explained just now with regard to the temporary clerks. Those men whom they describe as temporary clerks, whom they refer to here, were men whom we appointed in the very earliest days of the Department. The Department started with nobody but Sir Horace Plunkett, myself and one second division clerk, and we had to set to work to organize a whole Department from that beginning, and we had to look for men in all directions, to seek the best we could get. I am bound to say this: getting our men—I am speaking now of the clerical staff—mainly from the second division, or from such men of a different character as I am referring to now, we were singularly fortunate, and if I were forming an opinion of the second division solely from my own experience within the Department in manning the higher posts of a difficult office, I would be bound to conclude that the second division could provide without difficulty men for the highest classes of posts; but my experience has shown me in the first place that these men were rather exceptional in themselves, and we had the pick of a number of offices, and that you could not depend upon the type of education exacted by the second division in normal times for a permanent supply of men for the higher posts. That is the reason I come to the other conclusion. These men referred to here came into the Service in the

very earliest days, and the objections raised here are to their having been promoted to staff posts although some of them were not originally second division men.

28,180. (Chairman.) Some of them were?—Some of them were in the public service but under a different classification. The majority of staff officers had been promoted from the second division, but a certain number had not, and the promotion of these is the cause of the grievance that is mentioned in this letter. You will see that I deal with that matter here. I say: "With regard to the question of temporary officers it should be borne in mind that this was a new Department established to do work of a kind not previously attempted in the country, and had to undertake the organization of work under circumstances of unusual pressure, for which reason, among others, it was necessary in the beginning to engage men other than established Civil servants to take charge of work of a responsible character." I add that this necessity does not now exist, and the Department is opposed to encouraging the employment of temporary clerks.

28,181. (Mr. Boutwood.) So far as you are concerned, if you could come to an understanding with the Treasury the temporary clerk system would die out?—It would.

28,182. (Chairman.) Then it would come to pass that your promotions to staff clerkships would be from the second division?—Certainly.

28,183. (Sir Henry Primrose.) Is it not the case that in the year 1905-06 a Committee was appointed to inquire into the way in which these appointments had been made when the Department was established? Did not Sir Kenelm Digby preside over the Committee?—That was into the whole working and organisation of the Department.

28,184. As part of their work did not they inquire into the way in which these appointments had been made?—I rather think not. They did not touch staff questions.

28,185. I find it difficult to understand why these gentlemen have troubled themselves or the Commission with all this, because the very principle for which they contend has been conceded no later than November last—is not that so?—I think it is a statement which should not have been put in that shape. Some officers among them don't seem to have correct ideas of discipline.

28,186. I should say certainly not, because most of this correspondence took place in 1907—six years ago—and yet last November they return to the charge on an apprehension which proves to be ill founded, and on that occasion the principles for which they contended were so fully conceded that they themselves at once said they wished to withdraw the memorial?—Yes.

28,187. Then all that is so much waste of time?—Quite true. It illustrates some of the difficulties one has to meet. In a way it is a result of defective education, defective rearing, and want of perspective. They don't know where they are, in short.

28,188. But it gives a very bad impression of the judgment of the gentlemen who put it in?—I quite agree. I think, as generally happens, it was only two or three men who worked the others up to that; 35 of these gentlemen have under three years' service.

28,189. Take page 3, prospects of minor staff posts: What they seem to suggest is that the moment a man is given work of any importance at all, apparently if it is the least bit above what is given to the assistant clerk, thereupon he ought to have some extra pay over and above what he is paid as a second division clerk. Do you agree with that?—No. I think a man should be glad when he is put on higher work. I am reminded that probably the reason is that a minor staff clerk is put on work that involves the superintendence of others. Often in that sense he thinks he is entitled to extra pay.

28,190. But what they say is a man cannot become a minor staff clerk unless the place involves superintendence. They say: "We want to have minor staff clerks' pay, and minor staff clerks' positions, when we are put upon work which is important though it does not involve supervision." But what are they paid

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

for?—Men ought to be glad to be taken off an inferior class of work and put on work of a higher kind.

28,191. Taking the office staff the number according to the estimates is 178, taking everybody from the Vice-President down, how many divisions are there in the office?—Do you mean branches?

28,192. Take section 2 of your Act. It describes no less than nine categories of duties which are assigned to the Department?—The Department is divided in this way. We have a number of branches. The agricultural branch is one; technical instruction is another; fisheries another; statistics and intelligence another; and then there are the secretariat and the veterinary branch. These are the main divisions. Here is a sort of family tree showing how the Department is constituted. (*Produces diagram.*)

28,193. We have our pyramid here. At the head of each one of these branches you want a responsible man who would be paid either as a minor staff officer or as a superior officer?—At the head of each of these branches is an officer of the first rank. The head of the agricultural branch is the assistant secretary in respect of agriculture; similarly the head of the technical instruction branch is the assistant secretary for that. The head of the fisheries branch is the chief inspector for fisheries; the head of the veterinary branch is the chief inspector for veterinary administration.

28,194. That seems to show that the head of the branch very often is not a clerical man but an outdoor man?—The head of each of these branches is an administrative officer and not a clerical officer, but in each of these branches there is a chief clerical officer, who, in the language of the English organisation, would be called the head of the branch; we call him staff officer. He is in charge of the whole clerical staff of each branch, and he is assisted by minor staff officers. Usually one of them who is superior to the rest is second in command. Then there are several other minor staff officers in charge of sections.

28,195. The inspector of fisheries is the head of this branch in the office?—Yes.

28,196. Is he very often away? Is he a peripatetic officer?—Yes, but as all chief inspectors are he is mainly in the office, and then he has got an inspector who will be there in his absence, and, moreover, all these branches are in connection with the secretary, so that if a question arose and the chief happened to be away the branch could not deal with it; it is brought to the secretariat.

28,197. That seems to me to be rather peculiar to your Department. You practically incorporate in your secretariat your inspectorial officers?—No.

28,198. I mean as far as their work is concerned?—No; the inspectorial officers are attached to each branch.

28,199. Has the inspector of fisheries got a room in that part of the offices where that branch sits, and is he regarded as practically the head of that branch?—Yes; the inspectors of each branch are associated with the branch itself, the agricultural inspectors with the agricultural branch, and so on. The name of the chief inspector of fisheries is perhaps a little misleading. He would be more strictly an assistant secretary in respect of fisheries, but that was the statutory title under the old fisheries department, and he came along with his title with him. All of these heads of branches are strictly so in the English sense of the word.

28,200. I think it is rather different from the general rule in departments with which I have been acquainted. As a rule the secretariat acts as the centralising office and controls any outdoor people. Now it seems to me that your inspectors control, or almost seem to control, the secretariat officers who deal with that branch of business?—That is not quite so; if you will regard each branch as a separate entity to begin with, it has very clearly defined functions of its own, and a staff employed upon them. Then the head of each branch, that is to say, the assistant secretary in charge of each branch, is directly responsible to the secretary, and through them the secretary governs all the branches and keeps the work in co-ordination. The secretariat is merely a staff directly to assist the secretary in doing

that. For example, all the correspondence of importance comes through the secretariat.

28,201. With regard to your interesting suggestion for reorganisation generally, taking your total staff at somewhere between 153 and 180, if you were reorganising it on the lines you were indicating, what proportion of the total number of your men would belong to Grade II. and what proportion would belong to Grade I.?—You are speaking of the clerical staff solely?

28,202. That is rather a difficulty for me, because it seems to me you make use of your inspectors in a way which is unusual, that you treat them almost as part of your secretarial staff when they are in the office?—That is not so. You are clearly under a misunderstanding. The only inspectors who have direct relations with the secretariat are two men who are called, one, inspector for fisheries, and the other chief inspector for veterinary purposes. The name "inspector" in each of these cases is a misleading name. Do away with the idea of them as inspectors, and regard them as assistant secretaries. We have to call them inspectors, because they came from these old departments, and those titles are in the statutes. Neither is an inspector in the ordinary sense. They have their own staff of inspectors whom they themselves direct.

28,203. What sort of proportion of your total number would belong to Grade II., and how many would belong to Grade I., and how many places would there be above Grade I.? What you may call staff places, heads of divisions, assistant secretaries, and perhaps even the second men in the division, would be above the general body of clerks belonging to Grade I.; what proportion of the whole would be in Grade I.?—You eliminate from both grades administrative officers of the type of assistant secretaries and inspectors and professional officers who would not come through the grades at all. If the grades be only grades for the clerical staff, and for the higher ones of these who might be qualified eventually for one of the administrative posts, it is a proportion I find it rather hard to put a figure on, though the great majority of course would belong to the lower grade; they would be employed upon the lower class of work.

28,204. Would you say 75 per cent.?—Probably 60 per cent. would be nearer to it. Taking the department as a whole, I should say roughly about 60 per cent. would belong to the lower ranks. Then you could pick out the number of minor staff posts and staff posts, but that number would not represent those who were on higher work, because there would be a number of men under them and a number of men on their way to promotion who would have to be of the character that you would require for higher work, so that, as nearly as I could get, there would be about 20 per cent. of the higher. But these figures are mere guesses. Remember I am giving my evidence without the opportunity of preparation.

28,205. What number of men have you in the agricultural branch at the present moment?—Speaking of the clerical staff alone, we have 2 staff clerks, 4 minor staff clerks, and 28 second division clerks, and 4 assistant clerks or abstractors, and 8 or 10 temporary clerks with a female typist, 5 boy clerks, and 2 draftsmen.

28,206. Now you have got to divide 28 second division between upper and lower grades in your scheme; how would you apportion that number?—For your purpose here, I think you had better add assistant clerks and temporary clerks to these, because really, assuming that temporary clerks in normal circumstances would belong to the lower grade or second division, that would be 44 altogether, consisting of second division clerks, assistant clerks, and temporary clerks. There are five boy clerks, so that would be 49.

28,207. We are assuming that you merge the whole of your subordinate classes—temporary, assistant, and so on. You merge them all in your second grade?—Yes.

28,208. What I want to know is, I have got here nearly 50 people in your agricultural branch; now then, how many upper grade men would you want in a branch consisting of 50 men?—You have here in staff posts six men.

28,209. Those clearly would be outside the grade?—But then amongst those mentioned—28—there would

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

have to be a considerable proportion who would be quite capable of doing a higher sort of work that is quite worthy of promotion.

28,210. I am getting away altogether from the existing staff. I want you to deal with it in the abstract?—I am dealing with it in the abstract.

28,211. You know you have got work for subordinate men, and how many men do you want to supervise that work?—I want actually to supervise on working six men. A good deal of it is higher class work.

28,212. In other words, we should have 18 out of 50?—I make the total 56. That would be 18 out of 56; that is my proportion.

28,213. That would be about one-third?—Yes.

28,214. (Chairman.) Looking at it from a general point of view, would routine and mechanical work occupy the time of as many men as higher clerical work? I should have thought that clerical work would occupy more time in the doing than the more mechanical routine of preparing the papers for submission to the higher clerks?—There is a great deal of preparation, making out of abstracts, and that sort of work, and it takes a lot of time.

28,215. Let us regard an office organisation as constructed on a pyramidal plan, with a wide base. The organisation will consist of three grades—the administrative grade at the top; under that comes the clerical grade, and under that again, at the base of the pyramid, comes the routine or mechanical grade. Is that your idea of a proper office organisation?—It is.

28,216. We have not formed any opinion as to the relative extent of the clerical and routine duties that are to be found in the average office. Do you think the routine the more extensive?—I think the view is that it is more extensive in amount.

28,217. Have you got more abstractors, assistant clerks and boy clerks in your office than you have second division clerks?—I think it amounts to pretty much the same thing. A lot of the second division men are employed at a lower type of work. It is those lower ranks of the second division whom I would add to my second grade.

28,218. It might be so if you were reorganising the Service, but is there a concrete basis for such a reorganisation in the facts before us now?—We have, because I am pointing out that, in addition to abstractors, and such like, a considerable number of second division men are on a lower class of work, which is practically of the same nature as that on which abstractors are employed.

28,219. But they must necessarily begin with lower work?—Yes, and it is there to be done.

28,220. And it has to be done as an introduction to work of a higher character?—Yes, but I would put a lot of that work into Grade II., and only open the door to Grade I. for the superior man, the man who passed a qualifying examination.

28,221. (Sir Henry Primrose.) Roughly, your idea would be to have one-third in the upper grade, and two-thirds in the lower grade?—I am in a bit of a fog as to the exact proportion. I did not go into this point before coming here.

28,222. I forget for the moment how you suggested that men in the lower grade should make themselves eligible for promotion to the upper grade?—I suggested that men should come into the lower grade at about 16½ by examination, and when they get in, if they desire to be eligible for promotion into Grade I., they would have to attend prescribed courses, or a syllabus of lectures, or evening instruction, and pass a qualifying examination before they would be held to be eligible. Having passed that examination they would be eligible for promotion, and then each department would have a fixed proportion to the numbers of its staff for promotion into Grade I. to be selected from amongst those eligible, who were most meritorious in their service.

28,223. What sort of a maximum would the men have who remained on, who were not selected, but had become eligible?—200l. Of course you would have in this lower grade certain supervisory posts available for men who made themselves eligible.

28,224. Do you not think it would be possible, unless you made your examination so stiff as to exclude a large number of men, that you would run the risk of a large number of these men being officially declared to be eligible for promotion, and that you would then have to debar a large number of them from promotion on the grounds that you had not places for them?—But that is what happens to the second division men at present. They are all eligible for promotion.

28,225. In a sense they may be eligible, but here you put them to a certain definite test. They would be able to produce a certificate, and then you would have to say, "I'm sorry, I have promoted A last year, but you, B, have got to remain at 200l. a year for the rest of your life?"—But then, put it this way: nobody will be eligible to go into Grade I. who has not obtained this qualification. We have always to face this sort of difficulty with the question of promotion—even with the question of allotting "special increments."

28,226. Now let us go to Grade I. You propose that a certain proportion of those vacancies should be reserved for men who enter later, and who have completed their education at a university. I assume you have 18 men; what proportion would you reserve for university men?—I have not got the proportions in my head, but about the same proportion as reserved for Class I. men now.

28,227. If you don't reserve a sufficient number of places for university men they won't think it worth their while to trouble about the Service at all, and you practically exclude from the Civil Service all university men, except those who have passed through the university and succeed in getting nothing else to do?—I would certainly reserve a proportion, but when you ask the proportion I could not put a figure before you, but I would suggest such a proportion as is reserved now for Class I. men.

28,228. You, as head of a department, must surely feel that there is a great risk about your plan. Let us assume that it is true that a man who completes his education at a university has made better use of his time for the purposes of the public service than if he had gone in at 18 years and spent there four years in the office. Then if that was true what would happen is this, that the university man, who came in four years later than another man, would show his superiority; the proportion of university men selected would be very much greater than those who had come in earlier, and thereupon would arise a complaint against the head of a department that he was favouring the university men?—That would be quite so if you did not provide something of the kind I suggest here, for enabling those men who came into Grade I. at the lower age to obtain their university degree and to complete their education—if I may assume a class of men like that, who had come in knowing that all this was before them; the class of men who would come in at 18 years, and take out a university degree during the following three or four years. I am not so sure from my experience that that is not in some way a better preparation for the higher posts in the Civil Service than coming in at 22 years, and starting in rather a high place.

28,229. (Chairman.) Would it not be hard on the Government during the four years? The boys who would take these continuation courses would possibly attend more to their studies and less to their duties in the Government service during the four years?—My experience is that the men who have taken out their university degrees while attending the office were the best men for the work of the office both during that period and after it.

28,230. You would possibly find people to differ from you on that point?—I don't see why it should be. I should like to hear Sir Donald MacAlister's views on that point. The hours of the Civil Service for junior men are very easy. Their office hours are from 9 in the morning until 4 in the evening, or from 10 in the morning until 5 in the evening.

28,231. We have evidence to show that boy clerks studying for examinations do frequently neglect their official duties; and that the boy clerks who pay most

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O. and Mr. WALSH were in attendance.) [Continued.]

attention to their official duties often have small success at these examinations?—I don't think the comparison at all holds, for two reasons. One is that this boy clerk examination is a competitive examination, which is a different thing from attending evening courses for general culture to be completed afterwards by a qualifying examination. The other reason is that the boy clerk who has only got as far as 14 years of age or thereabouts in his examination is a very different subject for studying from a well-educated young man who is at school until the age of 18 years. To him these courses, if they are rightly conceived, ought to be a recreation and a stimulus and not a fatigue.

28,232. Is it not only a difference in degree?—I think it is a substantial difference, and the fact that I mention, that the best men who have come under my observation, that the men who have taken university degrees by studying out of office hours are among the best of those working in the office that I have been able to observe, is proof of what I say. These young men of 18 or upwards leave off at 4 or 5 in the evening. They may lounge round the town, they may go to picture palaces, billiard-rooms, and so forth. If there were properly arranged university lectures, I think it would not press on them at all to go and make a better use of their idle time. On the contrary, joining college clubs and societies and so forth would do them a lot of good in every way. And four years of university lectures would not mean that they would be asked to attend a lecture every afternoon or every evening.

28,233. (*Sir Henry Primrose.*) At the end of that time would they take an ordinary pass degree, or would they have a stiff examination?—I should like to see men for the public service take out their degrees in such subjects as political science, but I would not tie them down at all in that way. So long as they followed their bent and got a good course of broadening education, I should be satisfied.

28,234. (*Chairman.*) Is it possible to do that under the existing university system of Ireland?—It is not possible at this moment, because the old Royal system is at an end, and they must now be all intern students to qualify for degrees; but at a meeting of the Senate of the National University to take place on this day week there is a motion on to consider the question of evening courses. If evening courses are provided it would be quite possible for such men to qualify for their degrees. I think there is much to be gained for the efficiency of the public service in general in seeing that the education of these men is continued and broadened, and I believe much importance attaches to that point; and if you broaden the examination for entrance, make it much broader than that for second division now, you will have started these men with an educational preparation which will make it much easier for them to follow up.

28,235. (*Sir Henry Primrose.*) Of course, in this attendance at classes that you suggest there is a certain inequality. If a man is stationed in a place like Edinburgh or Dublin it may be much easier for him to attend continuation classes than if he was in London?—There are great facilities in London now. London University has evening courses, and there are certain institutions affiliated with London University.

28,236. You think that the amount of time a man could give to that would not really diminish his efficiency during the years he was expected to work for his pay, and that it would enable him to take a degree at the end of four years?—I think it would enable a good man to take a good degree and an average man to take a passable degree. And it should not diminish his efficiency in the office for the time being. All over the country we are inducing young men in employment to attend evening technical schools, and employers are giving them premiums for doing so, as they find it improves their efficiency.

28,237. I see you have got a large vote in Class IV., but I suppose all supervising work in connection with that vote is done in your Department of Agriculture and Technical Instruction?—That science and art work is being done chiefly from the technical instruction branch.

28,238. There is no clerical department under that particular vote?—No.

28,239. But the work of central administration is done in your other office?—Except that over at the museum we keep a small staff for clerical work, but that is rather for convenience of location than for anything else.

28,240. (*Sir Donald MacAlister.*) In order to make it a little clearer, about your proposal for getting some kind of university education for the higher half of the second division clerks, do I understand you to suggest that these clerks who come in at 18 or 19, and spend four years over a university evening-class course, could attain anything like honours degrees?—It would depend on the men. You know yourself, Sir Donald, that some of the finest students are to be found in evening institutions.

28,241. Your idea is that if they attend university classes in the evening, in four years they should obtain a reasonable pass degree?—Yes, and of course those who got an honours degree would be more eligible.

28,242. You are aware, however, that those who pass into Class I. are practically all honours men?—Certainly, and I forgot to mention that I would equate an examination for men coming in at 22 with that for an honours degree.

28,243. So with regard to those university half-timers who got a pass degree, and the university whole-timers who got an honours degree, there would still be a distinction?—There would.

28,244. And you would not efface such distinctions?—No, we cannot efface distinctions between man and man.

28,245. Would you have done anything real to efface any distinction?—I think you would in Ireland. So many things in England go to produce the type of man known as a university man, especially if his university is Oxford or Cambridge, that it would probably be a long time before you would eliminate any such distinctions. Those who have been taught in the atmosphere of a university like Oxford must feel themselves at an advantage as compared with those who have not. Here in Ireland we have not got anything of that sort.

28,246. But in Ireland the distinction would still remain between those who entered at 18 and got a pass degree ultimately, and those who entered at 22 and 24 and had already got an honours degree?—Yes, but those who entered at 18 and succeeded in getting an honours degree would not have that against them. There is also this to be borne in mind, that it encourages men who enter at 18 to continue their education, and thus you would have a new stock of educated men from which to draw. That stock of men have something which I would call an addition as compared with those who come in at 22 years. They would have the addition of training in the mill during the years between 18 and 22, and you may find that even men of that type who get only a pass degree may be better administrators.

28,247. The honours man who enters between 22 and 24 is not merely an honours man, but he has competed in a competitive examination with other honours men, many of whom have been unsuccessful, whereas your pass man would be only required to qualify?—That is so.

28,248. Would it not be the case that the honours man who was successful in a severer competition would naturally regard himself as better educated than the man who had got his qualification degree by work done out of office hours?—He would so regard himself, but you regard the fact that he has been skilful in passing a competitive examination as—

28,249. (*Sir Donald MacAlister.*) But you are really getting beside the question. You are trying to address yourself to the feeling that already exists inside the Service?—You could not efface it from that point of view; but it would diminish it to some extent. But the present arrangement fosters it—you put it in a hot-house by the present arrangement.

28,250. What would you say to those who get into the first grade early, and afterwards succeed in getting a university pass?—"You are eligible for promotion,

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

"and if you don't get that degree you won't be eligible for staff posts at all."

28,251. (Chairman.) Not if he were an excellent official?—Well, you take him in at 18 years and say to him, "Now, boy, you must get your B.A. degree if you want to get on in the Service. If you don't think it worth your while to do that you won't get promotion."

28,252. (Sir Donald MacAlister.) Would you not deprive the Service of getting good servants?—Of course, extreme cases always will occur in everything, and you may hold yourself in readiness if you discover a genius for administration, who cannot take a pass degree with all these facilities, to make exception to the rule.

28,253. But you told us when you organised the Department you took over a number of second division men, and that practically you could pick out men for the highest posts, and that none of them had got degrees?—I said a number of them had degrees.

28,254. Did you test them for them?—Nearly all the men had got degrees, and some of them had been called to the Bar. Some of them had got honours degrees, and one of these temporary clerks had got an honours degree. It is because I have that sort of experience before my mind that I am very strong about this point.

28,255. Would you restrict your boy from promotion until he passed some examinations?—I did not mean my plan to operate against anyone now in the Service.

28,256. (Chairman.) But you would be keeping out a second division man?—No, because he would have every opportunity.

28,257. Suppose there is a second division clerk with great capacity. He attends to his work, and gives proof of the possession of great mental capabilities, and the promise of becoming a good administrator. Would you debar him from promotion if he did not go to a university class?—I would not have you put it that way. He will not develop the qualities of a great administrator during his first two years of service. Remember we are only talking of the boys who have just come in, and whom I think it wise to keep a while longer *in statu pupillari*.

28,258. (Sir Donald MacAlister.) You would require him to pass into the Service, and then matriculate for the university?—Yes.

28,259. What I wanted to ask you is, would you restrict competitive examinations for entrance to the Service to those who had got senior or intermediate grade, or middle grade intermediate?—I don't know that I should go as far as that.

28,260. Why?—Because the opportunities may not be available for all who would wish to go up for this examination. If I were looking solely to the public service I would say "Yes"—if we could eliminate from our minds everything but that; but we cannot, for you have the problem of opening the door to the poor man's son to consider.

28,261. Supposing it were possible for the poor man's son to get to the middle grade, you would favour requiring that certificate to be got by every man entering the Service?—I would; and we are near that point in Ireland now, because a large proportion of our intermediate schools take in as the majority of their pupils the children of the working classes, and the bright boys in these schools can nearly always get up to the middle grade, and you only want to encourage the brighter ones to go into the Civil Service.

28,262. You regard the system as nearly complete already in Ireland?—It is on its way to completion, and we look forward to the time in the near future when it will be completed.

28,263. Is there any means whereby the boy who might otherwise leave school at 14 may carry on his education to 16?—In the Irish intermediate school system there is no general scheme of scholarships with that end in view, but there is a plan which amounts to a scheme of scholarships of a very valuable kind. It comes to this, that it is of so much advantage to the schools to have brilliant boys earning exhibitions and otherwise distinguishing themselves, that nearly every intermediate school in Ireland is on the look out every

year for such bright boys, offering to take them in and to educate them free.

28,264. You mean there is at present in Ireland a system by means of which any boy in a primary school who shows promise can be educated to a higher stage?—I would not say every boy. A very considerable number of boys in these primary schools who are brilliant boys are taken on by intermediate schools for the purpose of winning exhibitions and other distinctions for the school, and taken further.

28,265. These exhibitions do carry them further on?—No, that is one of the mischiefs of that sort of thing. They receive a type of education which is really not good for them. I have seen brilliant exhibitioners from an intermediate school driving cabs, and railway porters, and making pretty bad railway porters at that, because they were spoiled.

28,266. (Chairman.) Who gets the exhibitions—the student or the school?—The student gets it, but the school is able to placard in the newspapers, when these results come out, the number of exhibitions it won.

28,267. Do you mean to say the education they give these boys is the same as the crammer gives?—In present conditions it is. The conditions have been improved since the Intermediate Board was able to introduce inspection as well as examinations; but still the universal written examination is to be continued, and there is all this competition for these exhibitions between pupil and pupil.

28,268. (Sir Donald MacAlister.) I gather that the intermediate school gives a brilliant boy a free education, and he may win from the Intermediate Board what will provide him with maintenance. Is that so?—That is so. As a matter of fact, many intermediate schools will take a boy in and board him as well as give him education.

28,269. And the exhibition is then something over and above?—Yes. Recently a scheme of scholarships to enable boys to proceed from primary to secondary schools has been introduced by the Government, but there are some conditions attached to it which up to this has prevented county councils accepting it.

28,270. You mentioned the distinction between paper-examination certificates and such certificates combined with inspection and school record. Are not these so-called certificates of the Intermediate Board purely examination certificates?—Yes.

28,271. There is no evidence that a particular approved curriculum has been followed or that the school at which instruction was given had been approved after inspection?—Since the introduction of the inspection by the Intermediate Board that purely written examination certificate is modified, because the schools must now be inspected, and the school at least must be approved in certain important particulars before it would be entitled to receive an intermediate grant.

28,272. That is a step in the direction of making the intermediate certificate more truly a leaving certificate as we understand it in other parts of the kingdom?—It is.

28,273. That leads me to ask whether you approve of the employment of the 18 boy clerks that I see here in the table?—I don't approve of boy clerks as they are under present conditions at all.

28,274. What is the objection to employing boy clerks for the merely mechanical work so many of them have to do?—It is a very bad thing to bring a boy of that age in.

28,275. Bad for the boy?—Certainly; and then to send him about his business in a few years' time, as happens to the majority of them. I think that is a most unjustifiable thing to do. The only justification that can be alleged for it is the financial one that you get them cheaper. But I think that economy is purchased very dearly, and I think it would be better economy to abolish the system and only take in boys at 16½ years of age and pay them 50l. to begin with.

28,276. Have you seen sufficient examples of the mischief of this method of employing boy clerks to make you condemn it utterly?—Yes, it is a shocking thing. Here we are in our educational system, people like myself going about the country, preaching against blind-alley occupations and endeavouring to devise



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

means for leading boys out of the blind-alley occupations; and here we are in our own office with a series of blind-alley occupations. Boy messengers, too, are as bad as the others. You see the unfortunate boy in the hobble-de-hoy stage under what really amounts to demoralising conditions, and then sent about his business.

28,277. We have been told that if we close the doors of the Civil Service to boys of 14 we will be cutting out a whole social class who cannot afford to keep their children idle after that time. What answer do you give to that?—I give two answers. First, I say I am examining this problem from the point of view of the efficiency of the public service, and that if you make that service efficient you are doing good to all classes of society, including the working classes, and I will under no consideration interfere with them. My next answer is this: If I am obliged to consider this problem from another point of view, that of providing employment for a certain class, then I will say by fixing 16 or 16½ as the age, and by improving your educational system and your educational ladders, I don't see that any disability is put on the bright boy of the poorer classes.

28,278. The bright boy—you don't want any other kind?—I don't. And why should you? Here in Ireland, I think, we will very soon be at the point at which the opportunity of being educated up to the age of 16 will be before every class of the population.

28,279. Every class?—Every class of the population. And then I think there will be no cutting out of a particular class by fixing your age at 16½ for these examinations. Furthermore, at the present time we have so developed in our technical schools, in which we have a general course of great value besides a technical course, that a boy who at the age of 14 has to go out and get an occupation to earn his bread, can go and get a very good education in the evening hours at the technical school. Supposing a boy of that type has a desire to enter the Civil Service or, what I think would be a very much better thing, to go and become a very highly educated, capable artisan, he can during the evening hours get his education continued so that he would be able to enter with good prospects for an examination at the age of 16½ years.

28,280. Would that be costly—that evening education?—Not at all; it is practically free. It is provided now under our system in every town in the country.

28,281. And if a boy of the working class who has to leave school at 14 and earn something until 16½ took advantage of this practically free system of evening classes, and did not get into the Civil Service, he would not be damaged by reason of his failure?—Certainly not. What is more, we have established now under our system a scheme of apprentice scholarships, which are offered to boys of that class, and which I consider far more valuable to them than entering the lower grade Civil Service. I think, for example—if I may say so, I hope the labour men won't have my life for saying so—that they exaggerate from the point of view of the working-class boys the value of entering the lower ranks of the Civil Service. I don't think it is a good class of employment for them. Necessarily, from the restricted nature of their education, the majority of these boys can only remain in the lower ranks, and what is their life there compared with the life of a highly educated artisan? These apprentice scholarship classes provide a free training to apprentices at such an age and of such a nature as to make a highly educated artisan—a man whom I would call the gentleman of labour. A boy of 14 or 15 can get one of these scholarships, which will entitle him to free teaching at one of our trade preparatory schools—that is a sort of day technical school, in which his general education will be continued on very broad lines. It will enable him to enter as an apprentice to a high class trade or firm which is chosen for him by the Department. His period in that apprenticeship is under the inspection of the Department all the time. He goes into a high class business something like the engineering works at Inchicore or some big firm in the building trade. All that time he is obliged to continue his education at an evening technical school or an afternoon class, and during all that time the scholarship

provides him with what amounts to 15s. a week. At the end of the time he is really a man of his hands and his brain and his eye, fit to go anywhere, and has a better life before him than that of the lower grade in the Civil Service.

28,282. So that if you cut off the avenue to the Civil Service between 14 and 16, you think there are much better avenues for the class disestablished, so to speak, if they only choose to take them?—I do, and I say you don't even cut off the avenue to the Civil Service by doing so, for the reason I have explained.

28,283. Perhaps one thing was not brought out clearly in the previous questions—the nature of the co-ordination you proposed to establish, or which is partly established, between the Royal College of Science and the University. Has any approximation to that co-ordination been actually established, or are you speaking only of something you hope to establish?—Considerable negotiations have been going on between the Department and the National University and Trinity College on that subject, and the basis for the scheme that is being considered is one you are familiar with, because it is the same basis as has been adopted in the case of Belfast University and the Royal College of Science; that is to say, we have at the Royal College of Science a four years' course for, to take an example, the agricultural students. The two first years are years of a course of general science preparatory to two applied years. We will recognise, in the case of university students, two first years if taken out at a university, and the university will recognise the two second years if taken out at the Royal College of Science; and the student who has gone through the whole four years successfully is free to present himself for the degree.

28,284. Of B.Sc. at the University and also the diploma at the College?—Yes, for associateship of the College.

28,285. That is to say, by half attendance at one institution and half at the other he would be able to have the four years' course which qualifies both for the degree and the associateship—that is a very intimate association?—Yes. That is the basis we have been considering with the universities, and negotiations so far lead me to believe will be adopted.

28,286. That is only for the Bachelorship of Science in Agriculture?—There is also a scheme for mechanical engineering and electrical engineering on the same basis.

28,287. Two years at the College and two at the University in whatever order?—Yes. We place, in fact, the very important equipment and staff that is now available at the Royal College of Science at the service of the universities as well as at the service of our own school.

28,288. So that these may avoid unnecessary duplication of curricula and equipment?—Yes; that is a continuation of the work I had the honour of having had a certain hand in, with yourself, at Belfast, in connection with the Technical Institute there.

28,289. Are the Technical Institutes also under your Department?—They are directly administered like that at Belfast by the Technical Instruction Committee of the local authority, but they are under our inspection and supervision.

28,290. And the arrangement amounting to affiliation between the Technical Institute and the University in Belfast has your approval?—Certainly.

28,291. And has received it?—It received it.

28,292. (Mr. Shipley.) The head of your office is the President?—Yes; he is the Chief Secretary.

28,293. Does he ever preside?—No. The effective head or Minister of the Department is the Vice-President.

28,294. Is he a paid officer?—He is a Minister; he is a member of the Government of the day.

28,295. He is paid as a Minister?—Yes.

28,296. I was only wondering whether a man had time to perform such very big functions as he has?—He represents the Department in Parliament.

28,297. Are there very close relations with all the other departments, the Local Government Board, the Congested Districts Board?—We have, and with the



20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

other educational departments, the closest correspondence between our work on the educational side and that of the Intermediate Board on the one hand and the National Board on the other. We train numbers of their teachers in special subjects and arrange for certain work in common.

28,298. If there is a divergence between one or two of these boards who co-ordinates them?—I have never come across a case of the kind yet. There is a certain blending between us. For example, Dr. Starkie, who is resident commissioner of national education, is a member of our Board of Technical Instruction. I am a member of the Intermediate Board myself, and I am also on the Senate of the National University, and we manage to look at our work from such a common standpoint that if we differ at all it is only as amongst colleagues, and we come to a conclusion about the lines of action. Similarly with the congested Districts Board. We meet that Board occasionally for the purpose of co-ordinating the work.

28,299. You have a list of 650 Civil servants in this printed document—of course a good many of them are technical instructors, and so on—could you tell me how many have passed in by open competition out of the 650?—A great number of these are people outside in the country—teachers, inspectors, etc.—who are not Civil servants at all. I don't think the 650 are Civil servants.

28,300. I wanted to ask you about the fisheries. Have the maritime counties anything like they have in England—local fishery boards?—In Ireland there are a series of fishery conservators, as they are called—boards of conservancy—just as they are in England, for the main rivers and estuaries.

28,301. About the research vessel—you have at least one—who lays down the policy as to what lines of research your boat should take up?—The head of our fisheries branch is Mr. Green, and next to him is Mr. Holt, who had charge of the research mainly until he had to take up a good deal of inspection work. Then another man about research is Mr. Charles Green, son of Mr. Green. He is an example now of the type of man we get from the university. He was a classical scholar of Trinity College, Dublin, and he took out his degree in natural science and took honours and a gold medal and moderatorship in natural science. He went up for Class I. and got first place in the whole three kingdoms in natural science. He is one of our naturalists in the fishery branch working at research principally.

28,302. He is very efficient, don't you find?—He is a very efficient man, indeed.

28,303. There is a director of the geological survey put down here at 100*l.* a year. I suppose that is because he is professor of geology?—Yes, he is professor, and that is a fee for acting as director.

28,304. He is able to manage the double work?—One fits in with the other.

28,305. About the National Library, is that a kind of British Museum for Dublin?—It is. There is a librarian and board of trustees who administer it under the Department.

28,306. Do you have anything to do with the International Agricultural Institution at Rome?—We are represented on that. I had the honour of being a member of the first conference for the foundation of the institute.

28,307. Can you correspond directly with them or must you go through the Foreign Office?—Usually full dress, coked hat communications are through the Foreign Office, but there is a considerable amount of direct correspondence.

28,308. Is it in connection with the development of forestry that our reader at Cambridge is leaving us?—It is. He comes to be professor of forestry at the College of Science and take charge of our research and demonstration work.

28,309. Have you any first-class men in the office now?—No, we only had one man who was in the first division but elected to come into our office.

28,310. You have not had really direct personal experience of them?—No, not in our office. I really can't undertake to speak from direct knowledge of their

work. I was speaking of them chiefly in relation to this distinction—

28,311. You mean you are not opposed in your office to the kind of talent and education a first class clerk possesses?—On the contrary, I want to emphasise the need for them, and I want to get as many more of the staff as possible moved up towards that level.

28,312. You don't object to people entering the Service with these qualifications?—Not at all; but I want to contrive some other door by which they would come in.

28,313. My point is, whether Class I. represents the distinction of education, and not of caste or class. I have some considerable experience at Cambridge, and many of the people who come in to the first class category come from lowly homes such as you describe?—I mention the tendency in this sort of little castes getting up.

28,314. There, again, wouldn't you find the caste feeling just as sharp between your second and third grade men as it is between first and second classes?—There would be an inevitable distinction in the work to be done. But I would have doors and facilities for passing from one class to the other, and as I said before, I would rather think of the differences less in terms of classes than of grades or rates of pay.

28,315. It seems to me the caste distinction is very largely a distinction of education. We have had a certain amount of evidence that there is a deep, widespread discontent amongst Class II. clerks, and that it seriously interferes with the efficient conduct of business in most departments. Do you think there is that profound feeling?—I don't know that I would use the term profound. There is a discontent, and I think the distinction I refer to was one of its causes. Speaking as one who has had a good deal to do with the handling of men, I know how important it is to have your atmosphere such that there would be a certain hope and enthusiasm spread amongst your ranks. If any distinction like that comes in, it poisons the air, you cannot put your finger on it, but it does not add to efficiency.

28,316. Life at a residential university leads rather to develop those qualities you attach importance to. Contact with other men in their games, and their Officers' Training Corps, and the life in common, leads to a certain amount of tact and command of men. Would you agree with that?—Of course.

28,317. You also agree that there are posts in the Civil Service which require the highest talent the country can give?—Most decidedly. Some of the highest posts, I think, you will find difficult to recruit, even from within the Service. They require a sort of outside experience.

28,318. We have some evidence, and possibly we shall have more, that in the business world they are waking up to the importance of very highly trained university graduates, and that they are taking them in increasing quantities. That has been for some time true in America, and is greatly spreading in England?—Yes, I have come across that fact in my inquiries about educational results in America, and also in my own experience—that the men who have got the broad training and liberal culture, generally connoted by classical education—I would rather speak of humanities—are those who get the furthest. That is beyond all question. I am continually emphasising that fact myself in connection with our work in technical education.

28,319. Without saying a word against evening schools, you wouldn't think you would get that kind of thing there?—You have been talking of life in the university. Of course, in a university like Cambridge or Oxford, those who have had the advantage of living there have got something which cannot be got by any other means. But leaving that question of life in the universities apart, and looking at the subjects of studies, I see no reason why, confining ourselves to the subjects of study, that a good man, in an evening course, who would be well prepared in a secondary school, should not do as good a classical course as the others if they had the right teacher. Moreover, the evening or afternoon work—certainly in Ireland—

20 February 1913.] Mr. T. P. GILL. (Mr. CANTRELL, I.S.O., and Mr. WALSH were in attendance.) [Continued.]

would mean the man having some share in university life, such as it is.

28,320. Do you think your office is adequately housed, or is it in one building or scattered all over the place?—Scattered all over the place.

28,321. Does not that mean a great increase of expenditure?—It does, and waste of time, etc.; but there is a scheme for providing us with new buildings on foot.

28,322. (Chairman.) If you were organising your great Department again, and if you were free in regard to money, and had only to look to efficiency of work, would you be disposed to split it into two Departments under two Ministers of State?—I would not. There is amongst the different sections of the work of that Department an organic unity which, I think, has been preserved throughout the administration; take any branch you like and compare it with any other of the most seemingly diverse kind. Take agriculture on the one hand and the School of Art on the other.

28,323. Take fisheries?—Fisheries probably you could cut off, but I don't see what particularly would be gained by doing so. Fisheries is rather helped on by being linked to a department like ours, having the resources of such a department behind it. I mean the resources both of administrative power and of finance to some extent. It loses nothing by being put on to the Department. That particular section might go without great loss but still even it benefits. For example, a good deal of technical instruction work is done in connection with the fisheries. Take that very motor-boat industry we were speaking of, the transformation of fishing boats into motor-boats, the establishment of a system of motor fishing boats. I spoke of a workshop being in the fishing ground for the purpose of repairs. We have to get all the skippers

of these boats trained to understand motor craft. In our technical school at Pembroke, which has specialised rather on motor instruction, we have put up marine motor-engine equipment for the training of these men. We get up in the off season young fishermen and skippers from these boats from the congested districts as well as our own parts of the country and we have them trained there. A good deal of the instruction given in the promotion of fisheries is of a technical character, and the fisheries branch benefit a good deal by our being able to join these two things together. The head of the fisheries branch comes to the head of our technical branch and has a chat with him and they both together go down to the Pembroke school and the thing is arranged.

28,324. (Sir Donald MacAlister.) And the Museum and the Royal College of Science would also have relations to the ordinary departmental work?—A very close relation. Also the School of Art. You might say what has the Department got to do with art instruction. Art, as well as science, is at the basis of technical instruction, and we train teachers of drawing for all the technical schools in that art school, and there is no technical school in the country in which the work of that art school is not concerned.

28,325. (Mr. Boutwood.) You have several departments in your office. When there is a vacancy amongst your staff posts, is it regarded as the privilege of the particular department in which it occurs or do all your men come under review for it?—All our men come under review for it. But of course, in practice, in most cases it is natural enough, if there is a very large branch, the men are coming up for promotion in that branch. But that is not invariably the rule.

(Chairman.) We are much obliged to you, Mr. Gill, for the evidence you have given us.

Mr. SAMUEL SLOAN, Mr. QUANE, and Mr. MUNRO, called and examined.

28,326. (Chairman.) You come to speak for the second division clerks in the Department of Agriculture?—Yes.

28,327. We have read your statement, and at the end of it you print an appendix?—Yes.

28,328. And in that appendix you give two letters, one dated 24th October 1912, to the secretary of your department, enclosing a memorial which you had addressed to the Treasury?—Yes.

28,329. That memorial to the Treasury seems to me to cover almost the whole of the complaints you mention in your statement to this Commission?—Yes, it does as regards the particular branch concerned. That is the agricultural branch.

28,330. It covers the complaint referring to temporary clerks that is to say, your objection to the employment of temporary clerks. It also covers the complaint regarding the duties of the second division clerks?—I might explain, though, that this objection was drawn up by one branch; that is, the agricultural branch of the Department.

28,331. It was represented here as coming from the second division clerks?—"Serving in the agricultural branch of the Department of Agriculture."

28,332. (Sir Henry Primrose.) "Serving in the Department"; there is nothing about branch?—"We, the undersigned clerks of the second division serving in the agricultural branch," pages 14-15.

28,333. (Chairman.) The claims, so far as the clerks serving in the agricultural branch are concerned and yours, are the same?—No, not exactly. Outside the agricultural branch—I, personally, am not in that branch—we have not been directly affected to the same extent by such matters as those mentioned in the memorial.

28,334. Do you come here to represent the second division clerks of the Agricultural and Technical Department or not?—Yes, generally. I might just mention I am not in the agricultural branch.

28,335. This application before the Commission purports to proceed from the second division clerks in the Department of Agriculture and Technical Instruction?—Yes, quite so.

28,336. The clerks of the agricultural branch of that Department last year presented a memorial to the Secretary of State which substantially covers the representations which the clerks of the Department make now to us?—Substantially.

28,337. These gentlemen also, on the 16th November last year, professed themselves to be quite satisfied with the reply given to the claims which they made; you will find it so stated in the last letter on page 16 of the appendix. They expressed themselves as quite satisfied?—There were some alterations in the assignment of certain duties.

28,338. I now suggest to you that, so far as the second division clerks of the agricultural department are concerned, they are, on their own admission, out of court?—The thanks were expressed, I understand, from the agricultural branch for certain alterations and arrangements made in the allocation of work in the agricultural branch.

28,339. The facts are that a few months ago these clerks made certain complaints which cover the complaints which were made in these documents. They presented their memorial. They had an interview with the authorities of the Department, and they professed themselves quite satisfied with the explanations given, and they withdrew their memorial. What justification have they for coming up again and renewing the same complaints?—Since that time, I understand, the second division clerks in the agricultural branch have presented a further memorial to the secretary. They expressed thanks for the carrying out of certain alterations in the arrangements in that particular branch. These alterations were, I understand, carried out subsequent to the time at which the memorial for transmission to the Treasury was submitted to the secretary of the Department.

28,340. Well, go on, please?—Of course, I might explain, I have only a general knowledge of occurrences in the agricultural branch, I was more especially—

28,341. You have been sent here to represent the clerks of that branch before this Commission. You were selected for the duty, I presume, because you were acquainted with the facts and competent to represent

20 February 1913.]

Mr. SAMUEL SLOAN, Mr. QUANE, and Mr. MUNRO.

[Continued.]

their case to this Royal Commission. You are really not acquainted with the facts; and, therefore, I must say, you are not treating the Royal Commission with proper respect in appearing before them. Again, I must point out to you that the complaints which the Agricultural branch of your Department now make to us were considered so late ago as November last year, and with the replies then made, your principals professed themselves absolutely satisfied, and withdrew their memorial. You are not justified in coming before us again and making the same representations. You are only wasting the time of the Royal Commission?—May I offer my explanation? We were only asked by telephone message to-day to give evidence. There had not been anyone selected by the office, and the office committee got together and asked myself and Mr. Munro to appear.

28,342. I understand that you were warned that you were in readiness to appear before the Commission?—The point I want to make—

28,343. I cannot hear you any further in regard to the agricultural branch. In regard to the Department of Technical Instruction what is your complaint? Is it that expressed in these—the three conclusions stated on page 8 of the memorial?—Yes.

28,344. Your first point is that your salaries are not commensurate with the duties you are called upon to discharge?—Yes.

28,345. You were recruited for the second division, weren't you?—Yes.

28,346. And the second division is organised for the performance of certain duties which you are called upon to discharge. You say that the duties are more onerous than you were recruited to discharge. But really you are not the judges of that. The Department is the judge of what should be the duties you should discharge?—Of course, we may not be the judges, but it is our opinion.

28,347. It is your opinion. Surely you as a Government servant must know that the duties you are to discharge are those which are allocated to you by the head of the Department?—Quite so.

28,348. And if more difficult work than you think ought to be given to you is actually given, you ought to be grateful for the opportunity of showing what stuff you are made of—in that way proving your fitness for promotion?—Quite so.

28,349. That is the way a young man should look at hard work given to him in a Government office. It is not a good spirit which suggests to him to regard difficult work in any other light?—We are quite gratified at the opportunity of doing the work, but we think we have a good case for the consideration of the question of increased emoluments when we discharge superior duties efficiently.

28,350. How many years' service have you?—I have 11½ years' service.

28,351. What pay do you draw?—156l.

28,352. Isn't that a very substantial and respectable pay for a young man? What age are you?—I am just 30.

28,353. And you have a clear run before you up to 300l.?—Yes.

28,354. That is a good prospect. You have the self-same prospect as second division men in England have.

You must allow me to say I really have no sympathy with the young man who says, I am being given harder work to do than I ought to be given. You are not the judge. It is the head of the Department who is the judge?—Our point, sir, is that we don't object to the work. We don't object to the work at all.

28,355. Now about the increase in the cost of living: Is there much increase in the cost of living in Dublin?—Very considerable.

28,356. What years can you compare? Have you got any figures?—No, we have not any figures other than those of the Board of Trade which, as we mentioned, apply to London.

28,357. Your judgment must tell you when you make an application on the ground of increasing cost of living, the elementary thing to do is to produce figures. It is a question at all events which does not apply to you alone. It applies to all the offices in Ireland; indeed, to all the second division throughout the United Kingdom. Although you have not prepared any figures we will look into the matter?—We have not prepared any figures affecting Dublin. We have not been able to get official figures.

(Chairman.) Well, it is a matter we shall not overlook.

28,358. The third point is, that the promotion of temporary clerks to established positions is contrary to recognised public policy. Have any temporary clerks, except at the outset, been appointed to positions of staff clerkships to which you naturally aspire?—Six.

28,359. Six, you say, have been appointed?—Five of these had no previous established service, and one entered the Service as a temporary clerk and was an established officer, an assistant clerk, before coming to the Department.

28,360. What was his name?—Maccabee.

28,361. When was he brought into your Department?—He was transferred from the General Prisons Board, I should say it was about 1902.

28,362. (Sir Donald MacAlister.) Before you joined the Service?—Not before I joined the Service.

28,363. (Chairman.) In normal times and in normal circumstances these staff posts should probably be filled by promotion from the second division, that is the natural course of events; and you may look forward to promotion to staff posts if your conduct is meritorious and your work is good; there may of course be occasions when that normal rule may be departed from, but the exceptions should be few?—We pointed out how it has been possible in other cases of quite recently formed public departments to recruit the staff—that is the indoor administration staff—altogether from the ranks of the Civil Service.

(Chairman.) I think it is right that that should be done and that departures from the normal rule should be avoided; but when you have a general principle like that established you may surely look forward with confidence to its being observed. Now, gentlemen, I do trust that as we have had this conversation, a better spirit will prevail amongst you, and that you won't object to do work because you consider it is more difficult than ought to be given you. You ought to be glad to get difficult work to do, because you can thereby show what you are capable of doing.

Mr. JAMES DOWLING, called and examined. Mr. EDMUND MURPHY (Chairman of the Irish Temporary Clerks' Association), was in attendance.

28,364. (Chairman.) Mr. Dowling you are a temporary clerk?—(Mr. Dowling.) Yes.

28,365. And is Mr. Murphy a temporary clerk?—Yes.

28,366. How long have you been in the Government service?—Twelve years.

28,367. How long have you been, Mr. Murphy?—Twenty years.

28,368. What branch are you engaged in, Mr. Dowling?—I was taken in from a commercial office when the Department was started 12 years ago as expert shorthand writer and typist. After two or three years I was put on as confidential shorthand writer and then made personal clerk to the assistant secretary. In this

capacity I have to do highly confidential work, and I have been engaged for the last seven years upon work, which, in the course of events, would be done by a second division clerk.

28,369. Other than shorthand writing and typing?—Yes, work of equal responsibility.

28,370. What character of work—minuting on papers?—Yes, and interviewing people who come to the Department.

28,371. Do you ever draft letters?—Yes, drafting letters every day—official documents of all sorts. Also the preparation of material for the meetings of the Agricultural Board.

20 February 1913.] Mr. JAMES DOWLING (Mr. EDMUND MURPHY was in attendance.)

[Continued.]

28,372. What salary do you get?—170*l.* is my present salary, which includes overtime—a very big item.

28,373. What did you begin on?—35*s.* a week.

28,374. Are you on a scale now?—No; my case was sent forward to the Treasury on three occasions, I believe, to be made a permanent officer, but the Treasury refused.

28,375. Are there many like you—do you represent yourself alone or a class?—I represent a class.

28,376. Are there many in the Department like you?—Five expert shorthand writers and typists—four and myself, as well as five men acting in the capacity of clerks—doing work of equal responsibility to second division clerks, work for which the Treasury have refused to provide the clerical staff. This I have explained in the statement submitted.

28,377. Do they all do other work?—To a certain extent, so far as the shorthand writers are concerned, yes, but not nearly so much as I do myself.

28,378. Have they shorter service than you?—One of them has about equal service and the rest less.

28,379. What is your claim?—We claim that having been so long in the Government service that we should have pensionable rights, or permanency of tenure.

28,380. You claim pensionable rights; that is, you wish to be brought on the establishment?—Exactly.

28,381. Do you claim to be placed in any particular class?—We claim that the shorthand writers and typists should be made a class in themselves after a certain number of years approved service equal to the standard of the second division, because we consider ourselves experts.

28,382. Mr. Murphy, what has been your experience?—(Mr. Murphy.) I am a shorthand typist.

28,383. You say you have 20 years' service?—Yes; 12 of which were spent in the Land Judges Court.

28,384. What pay do you draw now?—2*l.* 10*s.* a week. I have charge of six other shorthand typists, and am responsible for their work, in addition I act as confidential shorthand writer to the Estates Commissioners, and report their proceedings in court under the Act of 1903 and 1909, and the Evicted Tenants Act of 1907.

28,385. You do nothing except shorthand writing and typing?—Oh, yes; I sometimes minute letters, etc., and, as I say, I report the cases heard before the Commissioners in open court. I am also responsible for and distribute all the typing work, and see that it is correctly done.

28,386. Has any application ever been made for you?—Yes, I was recommended for an abstractorship on the maximum salary of that class some years ago, but the Treasury refused the application, but granted me an increase in my salary, which was to include all overtime.

28,387. Is the staff of the Estates Commissioners on a temporary basis?—No, the office is a permanent one.

28,388. But are not all the clerks of the Estates Commissioners who were not taken from the Government established service still on a temporary basis?—The majority of the temporary clerks were made permanent under Act of Parliament. I am not quite sure of the

Act, but there are some 16 or 17 temporary clerks still remaining who were not made permanent. I did not come here prepared to give evidence on behalf of the Irish Land Commission clerks.

28,389. On behalf of whom do you come?—As Chairman of the Temporary Clerks' Association in attendance on Mr. Dowling. I am not really representing the Land Commission clerks.

28,390. But you do represent the temporary clerks?—As Chairman of the Temporary Clerks' Association.

28,391. And your main claim as such is to be brought on the establishment?—Yes, as pensionable officers. There are 16 or 17 temporary clerks now in the Land Commission whose services range from 23 years down to 11, the highest salary paid to any officer of this class being 2*l.* 10*s.* weekly.

28,392. You are President of the Temporary Clerks' Association?—Yes.

28,393. Are there many temporary clerks in Dublin?—At least 400 or 500. Our association comprises, I should say, about 250.

28,394. (Mr. Boutwood.) What is the Treasury objection to placing you on the establishment?—(Mr. Dowling.) My own individual case you speak of. That is rather an awkward question to answer, because I have only been unofficially informed by one of my superior officers that my case had ever been sent to the Treasury. I know it has been, he has told me unofficially on three different occasions, and the Treasury gave no reason for refusing.

28,395. (Chairman.) I think we understand what your complaint is. Substantially, it is that you want to be brought on pensionable service. You point out that at first you were a shorthand writer and typist, and that gradually you were given regular secretarial work to do, and that that work is of a character not very different from that of the ordinary second division?—Exactly.

28,396. And under these circumstances you claim to be brought upon the establishment?—Yes, that is our claim.

28,397. That Mr. Murphy is your claim, too?—(Mr. Murphy.) Yes, we consider that anyone who has spent a considerable period in the service of the State should automatically be placed on the permanent staff.

28,398. What length of service would you think?—I would say any man with 15 years' service or upwards who has given his life to the State should have provision made for his future, and should automatically be placed upon the established service.

28,399. Have either of you subscribed to any insurance society, any scheme of pension?—I have not. (Mr. Dowling.) Nor I. I have inquired, but I never saw a scheme which would really commend itself; I have not gone into the thing very carefully on the assumption that year by year my case would be considered favourably by the Treasury. In any case, with the salaries paid to temporary clerks, they could not afford to do so, and further we are giving our best work to the State, and we consider the State should provide for our future.

(Chairman.) Very well, gentlemen, we will look into the matter.

## SIXTY-NINTH DAY.

Friday, 21st February 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (Chairman.)

The Right Hon. Sir HENRY PRIMROSE, K.O.B., O.S.I.  
Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.

Mr. S. ARMITAGE-SMITH (Secretary.)

Sir HIRAM WILKINSON, B.A., LL.D. called and examined. Mr. J. FINNEGAN, B.A. was in attendance.

28,400. (Chairman.) You are a member of the Senate of the University of Belfast?—Yes.

28,401. You have been deputed to give evidence before this Commission by the university?—Yes; and

in the second paragraph of the memorandum \* which I have had the honour to submit to you, I say that as an

\* Vide Appendix LXIV.

21 February 1913.] Sir HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

opportunity has not occurred of placing this memorandum before the senate it is desirable that it should be considered as my own personal views; but on Wednesday last the senate sat and this memorandum was submitted to them, and though I did not ask them to homologate all those details from my memorandum I asked them to give expression to the submissions which are contained on page 12 of the memorandum, and they have authorised me to present them as resolutions of the senate to you. I have to express my regret that my memorandum was not earlier in your hands. Circumstances over which I had no control prevented me putting it in hand. After re-reading the memorandum sent in to you I came to the conclusion that some re-arrangement of the chapters would be desirable, and they have been re-arranged, and with the exception of re-arrangement there is no addition to the memorandum except paragraph 99, in which I justify my request for a full consideration for the interests of universities other than Oxford and Cambridge.

28,402. We will begin with the letter\* which we addressed to the authorities of the Belfast University?—Yes.

28,403. The point raised in our letter was the relation between the highest education given at the universities and the efficient discharge of their functions by members of the Civil Service. There are two theories, if I may so express myself, before the Commission as to the provision of the most efficient agency for the Civil Service of the Crown. One is that for the discharge of the highest functions of public offices Civil servants should have received the highest university education within the limits of the ages laid down for the competition. The other theory is this: Boys, recruited at the age of 18 or 19 on the results of a secondary or intermediate educational system, would supply a fully efficient service of officers for the discharge of the highest duties that fall to the lot of a public officer?—My opinion on that point is that they would not; and may I justify my opinion by the results of experience. When, as your Lordship knows very well, the limit of age for Indian Civil servants was reduced to such an extent that it became impossible for university men to join the Indian Civil Service, that system was tried for a time, and though men went up from the English public schools and, as mentioned here, were precluded by poverty from going from the Irish public schools, four successive Governors and Viceroy of India expressed the opinion officially that the change was not to the advantage of the public service. If your Lordship wants the reference to that I think I could produce it. It is in the correspondence between the India Office and the Civil Service Commissioners, and it was decided after very careful consideration that a return should be made to the former system by which the services of university men were secured, and it was considered then that it was well worth even having a man come in as late as 24 to go at a still later period to India after probation in England, and it was decided that the results were to the advantage of the Service.

28,404. That is an illustration of what might be expected if boys of immature age, boys who had not had the advantage of university training, were employed in the administration of public affairs in India at all events; does your opinion hold equally good in regard to the work of public departments in England?—So far as my knowledge goes it does?—I cannot claim very large knowledge, and I have been very careful to draw the attention of the Commission to this limitation of my knowledge on the subject of the Civil Service, but I am satisfied that the man who has had a university training is so far superior that it justifies His Majesty's Government in procuring his services at a much higher cost than the services of men who have not had university training, though perhaps your Lordship would allow me to point out that there are great exceptions which take place, and I may mention my old chief, Sir Harry Parks, who entered the China consular service at the age of 14 as private secretary to Sir Harry Pottinger, and rose to the most distinguished position in the diplomatic service; and no man who knows

China is not prepared to say that since we went to China there was no man who did his work as well.

28,405. That is to say, under all systems and in all circumstances you will have the exceptional man?—That is what I wanted to bring out.

28,406. But you don't legislate for exceptional cases; you legislate for the average?—We legislate for the average man, leaving a loophole for the exception.

28,407. Leaving a way for the exceptional man to come to the front by means of his personal qualities?—Yes.

28,408. It has been stated that the experience which work in a Government office affords to a youth entering it at the age of 18 is the equivalent, so far as his future development is concerned, of the time spent in a university between the age of 18 and the age at which a university man would compete for a public service department?—I do not consider it is a sufficient equivalent. It supplies a part of the equivalent, but only a very small part.

28,409. Do you place much value upon the formative process on character which results from residence in a university?—I do, most assuredly.

28,410. Does that process go on in universities which are not residential to any extent?—Yes. Take my own university. The formative process began there at a very early stage of its history and has gone on more and more as the university life has developed. The students in Queen's University, Belfast, have now got a common home for the day time. They have a common room and they meet there. They have also all the societies almost which could be imagined in any university in which they meet and discuss things, and they have an Officers' Training Corps, on which I should like to lay very great stress, which teaches them habits of discipline and makes them feel they are citizens of an empire, and with the exception of the fact that they do not reside within the walls of a university they have in this university of which I have knowledge the real university life at the same high stage as they have in Oxford or Cambridge.

28,411. Do you think that any portion or degree of that process takes place in secondary or intermediate schools?—Part of it does, undoubtedly, in the public schools in England and the public schools that are modelled on them up to a certain extent, where the tradition which Arnold introduced is effective.

28,412. I am not talking of such schools. I am talking of the schools from which the second division clerk is drawn. Are you acquainted with the general characteristics of the second division of the public service?—Yes.

28,413. The schools to which I refer are those secondary schools which teach up to the age of 18 a good commercial education?—No. The discipline and training which men receive in a university are not represented in any large degree in those schools, and the man who goes into the public service from those schools goes in with the defect of wanting those advantages which university training gives.

28,414. On the subject of competitive examinations I would like to hear what your views are. Do you think that our present system of open competition is well adapted to get us the best class of public servants?—I believe that the open competitive system is, but not under present regulations. I believe that with all its defects the open competitive system is the best system which has yet been devised, but like all other systems it has to be watched and guarded and brought into conformity with the facts of life, and the facts of life with which it has to be brought into conformity here are the present trend of education of the universities from which the men come, so that the men from all universities may be able to go up with a fair prospect of taking a place.

28,415. That is dealing with a different aspect of the case from what I was contemplating. What I meant was whether the competitive system as now carried out is well adapted to give you men not only with memories well developed, and stored with book-learning, but also men endowed with the kind of mind, and the firmness of will, and the tact and the resolution which are required by those called on to deal with great public affairs?—I do. I think it is calculated to produce those men and

\* Vide Appendix XXXII.



21 February 1913.] Sir HIRSH WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

has produced them, and that the State has secured some of the very best men who are to be got in the universities through open competition.

28,416. Are you of opinion that success in the open competition gives grounds for thinking that a man who shows that he has made use of his time at school and college and acquired a wide range of information does possess those capacities which a competitive examination may not be able directly to test?—I do.

28,417. Kindly develop that answer a little?—The man who succeeds at a competitive examination may be placed in such circumstances that he has been compelled to go to a crammer. That is to be regretted. But even a man who can succeed with a crammer shows powers which in the public service are desirable. But I take it that that is one of the defects of the competition. The advantages are that the competition cannot be taken by men who cram and cram only, that it is taken by men who have had a university education of the best sort, who bring to the Service that they enter not merely the knowledge that they acquire, but who come to the Service after having gone through a certain university life which is associated with the knowledge of which the examination is intended to be evidence.

28,418. Do you think that anything in the way of personal interviews or any inquiry into the candidate's school and college life in addition to the written competition would be of any use in enabling you to form a forecast as to what the candidate would turn out to be?—I think that that is immeasurable; that is to say, I think an inquiry of that sort should be instituted in every case as a preliminary, but the extent of it, I should think, should only go to show that the man has been diligent at school, and that after he went to college he has shown himself not merely a clever pot hunter, if I may use the expression, but that he is a man who has through a high university life been able to secure the good opinion of his teachers and fellow-students. Up to that point I should think an inquiry might be instituted, but the moment you go beyond that you run the danger of introducing patronage, which I think would be a far greater evil than any incidental allowance of men not perfectly fitted entering the Service.

28,419. For the results of these inquiries and investigations, even to the limited extent of which you would approve, do you think any allowance should be made in the marking at the examinations?—No. I think that every man ought to be able to pass through, and the man who, for instance, at school received from his colleagues what is in many schools the prize for gentlemanly conduct, ought not to receive any allowance for that at the competitive examination. I should like to see him enter the Service and I think he would be a good man to be in the Service.

28,420. Would you restrict the competition to men who came from the schools and colleges with unblemished character?—That might shut out men. If a man was lazy at school and he made up for it in college I think that the former ought to be wiped out.

28,421. What I want to get at is, before the candidate sits down in the examination hall, would you practice any sifting process? Would the examination be open to all candidates or would it be open only to the persons whom you consider from their past characters would make good public servants?—I think the present system should be continued by which the Civil Service Commissioners test the character of the candidates, and, whether before they have passed or after they have passed, have marked them as eligible—that occurs in the reports over and over again.

28,422. Does it?—I could refer you to many reports, with a star against a man's name. He has passed but down below it is stated "this candidate was considered ineligible on the ground of character."

28,423. Might it not be that in the examination hall he was detected copying? Would it have any reference to the candidate's previous life?—I think it has reference to his previous life.

28,424. Further than that you would not go?—Further than that I would not go.

28,425. Do you think that the present character of the examination excludes poor men?—I do, most assuredly. I have written that memorandum to no

purpose at all if I have not shown that the examination is based upon the Oxford Greats, that the man who has not succeeded in getting up to the standard of Oxford Greats is at a very serious disadvantage indeed in going into that examination. A poor man who cannot send his son to Oxford to go through it, or cannot send him to the university for four years, is at a great disadvantage, and in the new universities I have not the slightest doubt but that the poor man's son is excluded from this examination for the reason that he cannot afford to give him four years' education. I have come in contact with many students whose fathers were of limited means, clergymen and others, and these sons of these men were well qualified to enter the public service, but they could not afford to give an additional year for it. They could not afford to go to Oxford and they could not afford to give the time to study for this examination, sure of the result that Lord Macaulay's Committee pointed out as desirable, that if they failed they would not regret the time that they had devoted to their studies. I say that poor men's sons are in many cases debarred from entering this examination with any prospect of success.

28,426. Is there any effort made in connection with the Belfast University to redress that disadvantage by the provision of scholarships leading from the primary through the secondary schools up to the university?—Yes. In the Belfast University we had the question of scholarships up before us. There are two points of view. One is the point of view that every man ought to be graded and that the prizes he received ought to be an indication of the place that he took in the examinations. The other point of view, in urging which, if I may say so, I took a strong part, was that, placed as that university is, to serve a district such as it does, it was the duty of those concerned to see that as many men of limited means as possible should obtain the means of getting through the college, and for that purpose we fixed our arts scholarships at a level amount, and an amount which though not sufficient to carry a man through without external assistance gave him very material help in passing through his college course. That was so far as the university itself could do. It had but a small amount at its disposal. After very mature consideration the university came to the conclusion that that was the direction in which their efforts should be applied. The question of men bridging the period from the primary school to the university has occupied the serious attention of the public mind in Ireland, and there is some provision. There are some independent public schools which provide scholarships for the first year or two.

28,427. What do you mean by "independent" public schools?—Not under the control of the Commissioners of Education.

28,428. Do you mean the Royal Schools?—No. The Royal Schools are under their control. I mean such schools as the Royal Academical Institution, Belfast, the Methodist College, and the Campbell College.

28,429. I was thinking more of the ordinary educational organisation of the country?—I was going to speak of these Royal Schools which are under the control of a national institution.

28,430. But I am anxious to know in the first instance whether any provision of scholarships is made by public bodies, such as the county councils, supported from the rates?—The county council scholarships do not commence earlier than the university scholarship, and I think there is no power to do it. They have power under the Irish Universities Act 1908 to provide scholarships in any universities in Ireland.

28,431. They have no power under the Local Government Act to strike a rate for the provision of scholarships?—Not at an earlier stage.

28,432. If not, do you think it desirable that they should provide themselves with such power?—I think it would be. Your Lordship is aware of the proposal which has been made to provide 12,000*l.* for scholarships between the primary school and the university, and that was put to the county councils with the idea that these scholarships could be associated with the scholarships which the county councils are authorised by the Act of 1908 to provide in the university itself, so that a man



21 February 1913.] Sir HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

of limited means who could not even run the risk of his son remaining at a secondary school without some hope of his obtaining a scholarship in the university, and so going on to a profession for which education is required, should be assured that his son's career should be secured so long as his son acquitted himself as he ought to do; but I regret that that has not matured.

28,433. The county councils at present have legal power to strike a rate for providing scholarships at the university for a certain number of clever boys?—Yes.

28,434. Who selects these boys? Would the scholarship go to the successful boy at a competitive examination?—Yes.

28,435. Have all counties in the north of Ireland, the district served by the Belfast university, struck this rate?—Not all yet, but they all have it under consideration. In the north the question came up later than it did in the south, but it is under consideration by all the county councils.

28,436. Was it in that connection that the chief secretary offered a grant of 12,000*l.* a year?—I understand so.

28,437. These scholarships supported from Government grants were to be on all fours with scholarships derived from the county council rate?—They were to begin at an earlier stage.

28,438. At what stage?—At the exit from the primary school.

28,439. They were to be held in the secondary schools?—Yes.

28,440. So, though the provision may not have been very great in the commencement, you had in it the nucleus of a scheme of scholarships leading from the primary school to the university?—Yes.

28,441. Was the offer of the 12,000*l.* not accepted then?—As I understand it is this. The Irish county councils in many cases limited their scholarships to one university. At the bottom of it was the question of Irish, and they limited the scholarships to the university that would make Irish compulsory.

28,442. For matriculation?—Yes. The proposal as I understand was that the 12,000*l.* should be given in proportion to every county council, subject to the condition that the scholarships to be given by the county council, and which should be associated with the Government scholarship by way of continuation, should be tenable in any university in Ireland.

28,443. Was it settled that the holder of the scholarship in the secondary school would also be the holder of a scholarship in the university when it came to his time?—That was the intention I believe.

28,444. The Government imposed the condition that if this scholarship were given the continuation scholarship should be tenable in any university?—That is what I understand.

28,445. And the county councils have not yet accepted that?—They have not accepted that condition.

28,446. Was the grant made conditional on being accepted by all the county councils, or could some county councils accept it?—That I am not quite sure of.

28,447. At all events the thing is in train—the creation of a ladder leading from the primary schools to the university?—I should have said so a fortnight ago, but I am afraid that the information which I have since received leads to the supposition that the ladder is broken, and I regret it. I may not be right, but there has been so much said about it that that is the conclusion at which I have arrived.

28,448. The thing is of such enormous importance to the youth of Ireland, especially to those not blessed with much means, that the common-sense of the country will insist, would you not say, upon the provision of such a ladder?—When it comes to a question of the common-sense of the country I feel in some difficulty. I have no doubt if I were asked as to what the country ought to do there is only one answer, and that is entirely in accord with your Lordship's intimation. I think it most lamentable that the opportunity of giving this great opportunity to the youth of Ireland should be thrown away.

28,449. Although you cannot predict it, a poet is to some extent a prophet; and a great poet has said "The common-sense of most shall hold a fretful world

in awe." We may look forward to the common-sense of most having its way?—I sincerely hope so.

28,450. In regard to the second question—the "suitability" of the open competitive examination to secure "a supply of candidates possessing the highest education, and giving the greatest promise of administrative capacity"—you are disposed to answer that in the affirmative, though, as I understand, you think the existing system of examination does not give a fair chance to students, not of Oxford or Cambridge?—Yes.

28,451. What is your ground for the limitation you insist on?—As a justification of the opinion which I hold, I wish to point out in some detail how under different regulations of the same system, Queen's College, Belfast, was most successful, on one occasion taking 25 per cent. of the places. What I argue is that we have got to look for some cause or other why that success has died away. It cannot be laid to the teaching of the university. The teaching is as high as ever it was. I turn then to the regulations, and one can only look into them for a short time to see the explanation of this great discrepancy.

28,452. Before you enter into that let me ask if you have considered whether the change in the age has not had some effect? At what age do men graduate as a rule in Belfast?—They have graduated at a later time than they did in the old days. I have a return showing the ages in which they entered in the old days. Of late years they have been entering at a later age. I think that is common all round the country.

28,453. At what age do they now enter as a rule?—I find here that in the year 1871 one man entered at the age of 14.

28,454. Restrict yourself, say to the ages after 1900?—17 to 19 is about the time.

28,455. How many years does the arts course take?—Three years.

28,456. So entering at 18 they would get their B.A. degree with honours at 21 years?—Yes.

28,457. Are the men who frequent the university of Belfast sufficiently well off from a worldly point of view to be able to spend a year or two after they graduate with honours in post-graduate work, or preparing for the examination?—One has got to consider the two sides of the university, that is, the professional and the arts side.

28,458. I am talking of the arts side?—In a great many cases they are not, and they would be tempted to take up scholastic work which would present itself to them say at 22; but any of them who had the ambition of going on for the India Civil Service, if they had a fair prospect of success at the examination, would certainly be willing even to take further classes and go on, or, if not to take further classes, at least to learn better the subjects that they had taken, and work for another year and go up at 22 for the examination.

28,459. Were not your greatest successes secured when the age for the Indian Civil Service did not exceed 22?—In 1866 the maximum age, which had been lowered from 23 to 22, was further lowered to 21. It was in 1866.

28,460. Your greatest successes were secured before 1866?—Yes.

28,461. Do you think that the fixing of the age for the Indian Civil Service in common with the Home Civil Service at 22–24 has had the effect of knocking Ireland out of the competition?—I think it tended in that direction.

28,462. The Belfast men graduate about 21 or so, and cannot afford to wait. They suffer if they are not permitted to go in for the examination at the time?—That is so.

28,463. Even if they graduate at 22 they are no match for Oxford or Cambridge men who graduate at 24?—That is the case.

28,464. Will you now tell us what you desire to say regarding the subjects of examination?—What I want to point out is, if one turns to page 6, and the comparative statement given there by the Civil Service Commissioners with regard to the subjects, it will be seen that the Oxford *littère humaniores* comprise English composition, Greek, Latin, Greek history, Roman history, logic,

21 February 1913.] SIR HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

psychology, moral and metaphysical philosophy, political economy, and political science. Those are almost the subjects of two honours schools in many of the universities, I think it will be found, and there is no honours school in the Belfast university which would cover anything like that ground. That it is necessary to cover that ground would seem to be not the case, because you have got the Cambridge classical tripos confined to English composition, Greek, Latin, Greek history, and Roman history, and Oxford goes in for a much longer course. Therefore, in saying that the new universities limit themselves very much in the same way that Cambridge does, there can be no reflection upon the new universities. Therefore I should propose that the number of subjects to be taken up should be limited, bearing in mind what the subjects are that Cambridge requires. At present it is suggested by the Commissioners that a Cambridge man after he has taken his honours school should add four extra subjects, and when he has taken four extra subjects he only gets 100 extra marks over the Oxford man, who has taken no extra subject. Four extra subjects seem to me, even for the Cambridge man—and they are proved so by the numbers—so severe a tax that I should suggest that the 6,000 marks allowed indicate too many subjects, and I would suggest that about 5,000 based upon the present basis would be about right. With regard to the consideration given to Oxford and Cambridge, if one turns to the table on page 5, it will be seen there that the new scheme of 1904 has been changed in 1909 in two directions. The modern languages were divided, giving 400 for translation, and 200 for history of the language and literature in each case. The object was, as stated by the Civil Service Commissioners, to enable a man who had a working knowledge, say of French, to take that subject up, and encourage him to take it up, and that he need not trouble himself with the history of the language and literature, which is a difficult subject. That handicaps the man who takes up the honours school in modern languages, because he is supposed to, and as a fact does, learn modern languages thoroughly according to the latest ideas on the subject; that is, going back to mediæval French or mediæval German, and into phonetics, and a great many other things that, when men of my age learned French, were very little heard of. So the tendency all along has been to encourage the student of Oxford. Again, come to the question of Greek and Latin verse, it was suggested at an earlier stage by the Civil Service Commissioners to give an advantage to verse composition, and Mr. Brodrick would not have anything to do with it. The Civil Service Commissioners consider that the best scholars are those who take Greek verse. Now, I deny that. I should not like, in a matter of that sort, in the presence, I have no doubt, of men who are as finished in that respect as any people would be, to deny for a moment that the very highest scholarship is consistent with a knowledge of Greek verse and Latin verse, but what I want to show is that the very lowest scholarship is consistent with a knowledge of it. I have no doubt that you have got the Civil Service Commissioners' examination paper for August 1912, and might I point out there that the 190th man took 20 for verse composition in Greek, and 48 in Latin verse composition, and failed in his English essay. There are several instances of that, and if you are not satisfied with my proposition I am prepared to go on. The serious point of it is this: Whatever opinion one might have with regard to Greek verse and Latin verse, in many of the universities it is not taken up at all. It is not taboo in any way; but the time and attention which it would require, it is felt, can be much better employed in learning what Greek and Latin, and Greek and Roman history, and everything concerned with them, have in store for a man who devotes his attention to them.

28,465. Should I be right in saying that what you want to impress upon this Commission is this—that as the examination for Class I. is at present fixed, and under the present syllabus, Belfast men compete at a disadvantage with Oxford and Cambridge?—Yes, at an enormous disadvantage.

28,466. Well, I don't think I need trouble you with any further questions on Head III., because you have fairly covered the point. The fourth point is the result

produced by examinations conducted by the Civil Service Commissioners upon the curriculum of the Universities and the schools?—Yes, the effect that they would have if they were brought together more. The division in the case of the new universities is so enormous now—the universities pay no regard to the Civil Service examinations, and the Civil Service examinations have no regard for the curriculum of the universities.

28,467. So that the examinations of the Civil Service Commissioners are not calculated to glean the best products of your University training?—That is my contention.

28,468. (Mr. Graham Wallas.) The main basis of the existing system was laid in the scheme adopted in 1904?—Yes.

28,469. You gave us some extracts from a letter written by the Civil Service Commissioners to the India Office in that year explaining the principles upon which that scheme was founded?—Yes.

28,470. This sentence occurs in the letter which you quote: "It is, of course, assumed that classical and mathematical studies have formed the basis of their education at school and the university"?—Yes.

28,471. And you contend that that "of course" will not be accepted by many students of higher education now in its present development?—Yes.

28,472. And you say that the Commissioners give certain specimen courses showing how the examinations fit into the courses of the Universities? Do these courses relate solely to Oxford and Cambridge?—Yes.

28,473. And in another sentence they speak of "the natural rivalry between the two ancient English universities, from which, of course, much the greater number of candidates is drawn"?—Yes.

28,474. And again you would say that not all people would accept that "of course"?—Yes.

(Chairman.) I think there is a statement of fact there.

28,475. (Mr. Graham Wallas.) Surely it is not a mere statement of fact. What do you say to it?—That is not the meaning that I put on it. I put the meaning on the "of course" "as it ought to be."

28,476. (Chairman.) Do you think so?—Yes, my Lord.

28,477. And you think that the majority of the successful candidates ought to be furnished by Oxford and Cambridge?—No, but I think that the Civil Service Commissioners think so.

(Chairman.) As a matter of fact, I think the greater number, the majority, do come from Oxford and Cambridge, and I understood the words "of course" to mean that.

28,478. (Mr. Graham Wallas.) And you infer that the meaning is "as it ought to be"?—In sending in my statement I think that that was my view, "as it ought to be."

28,479. And in another sentence they say that the scheme should be framed "to suit the different systems of training prevailing at the great universities"?—Yes, that is what the Commissioners say. In the original letter there were no italics. These italics got in by mistake.

28,480. You now say that the "great universities" means the two principal universities?—Yes, I have no doubt that their meaning is that the great universities are Oxford and Cambridge.

28,481. You point out that the scheme was modified in 1909?—Yes.

28,482. And the reasons for that modification were given in a letter of the Civil Service Commissioners to the Treasury on 18th December 1908?—Yes.

28,483. You point out that while that letter argued for the retention of Greek verse, and the marking of it separately from prose, it does in fact lead to the desirability of additional marks for Latin and Greek?—Yes, that the letters not published appear to have done so.

28,484. And that addition was made?—Yes. We have not got the whole correspondence there. It appears that there is a letter in which reference is made to letters which do not appear, and that in these letters

21 February 1913.] Sir HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

the question of the increase had been mentioned, because these letters are referred to as advocating the increase. I refer to the absence of any such letters as leaving out why it was that that increase was granted. What the arguments were we do not know.

28,485. That is to say, that in the arguments published for the change no argument is introduced showing the desirability of the increase of marks?—Yes.

28,486. At the same time certain changes in the direction of greater difficulty were made in the way of modern languages?—No, less difficulty. They lowered the difficulty because—that is the point I make out, that modern languages ought to be placed in such a position as to present a subject to the university man who wants to take up an extra subject in addition to his already large number of subjects, and that is what it now provides. It provides half a subject, and it distinctly points out that they ought to be made easier, and the man that knows French thoroughly has no means of showing all the knowledge in him. I think one paper should be made easy and another paper be left for the honours man.

28,487. Any additions of marks in that case?—The honours paper should have higher marks.

28,488. You propose to deal with the difficulty that is created by cutting down the maximum from 6,000 to some lower number?—Yes. I would propose the abolition or rescission of the decision arrived at in 1909 with regard to the two things—making the verse competition separate from the other subjects and the addition of marks to Greek and Latin, and also the lowering of the examination papers in French. I am in sympathy with the object of lowering it, up to a certain point. I think that every man that enters the public service ought to have what the Commissioners themselves call a working knowledge of a modern foreign language, and I think there ought to be an opportunity for every candidate showing that he has a working knowledge of that; but I want also to urge that separate examinations should be framed on a different scale to give to the man who has taken an honours course in modern languages an opportunity of showing what work he has performed.

28,489. You think that that difficulty would arise if the marks were cut down? You may take the high science specialist, or the linguistic specialist, who would not have any knowledge of special use to the Service?—I think some subjects should be made compulsory. One of them is arithmetic. In looking over the papers presented to this Commission, I have observed some remarks with regard to the first division being taught their business by the lower division. A similar case has occurred to me. I know that men, who were excellent in other directions, were called upon in the course of their duties in the public service to perform accountants' duty—and one particular case in my mind occurred to me on reading the memorial to you, where he could not do his ordinary accounts without assistance, and I know that the result of that was that one of the men under his control expressed contempt for him for not knowing it. I think that was unfair, because he knew things that the other man did not know, but I don't think it was quite fair to him that he was allowed into the Service without having that working knowledge of things that he would be compelled to know in the Service, and which he ought not to have to learn for these courses. That is the matter of arithmetic. My idea is that every man in the higher branches of the Service here, at home, and abroad ought to have at least a working knowledge of one modern language, and I think that that working knowledge should be secured in some way or other. I would make it a compulsory subject. There is another thing. Nowadays, both in the home Civil Service and the foreign Civil Service, there ought to be some stage of the examinations for the man to show some knowledge of economics. A man who now enters the public service without that is at a great disadvantage, and I don't think that without some knowledge of the trend of economics in late years, a man is fit to take the higher grades in the Service. These are three points that I think an examination might lead to.

28,490. Would you make an examination in modern history compulsory?—Well, I remember the case of two diplomats who were conversing—I will not say what nationality they belonged to, but one said of the other afterwards, "He knows everything that happened in Greece and Rome, and he knows nothing of what happened in the last century."

28,491. I did not gather from your evidence what is the actual position of secondary education in Ireland, and how boys at the present moment get into the intermediate?—Just as it is in England. The men that can afford to send their sons to secondary schools do so, but the secondary schools consist of what I refer to as the independent schools, that is to say, under no control at all, and those that are under the control of the Commissioners of Education in Ireland, who are quite distinct from the Commissioners of National Education. They are what are called the Royal Schools and other schools. Their system was framed under a scheme which was to settle some questions of dispute between Catholic and Protestant endowments.

28,492. (Chairman.) You are referring now to the endowed schools?—Yes.

28,493. But you said that the intermediate system of education is under no control. Is it not under the control of the Intermediate Commissioners?—But not the intermediate schools. That is to say, that intermediate schools can, by sending their students up to the examinations, obtain result fees which are of great value to them, but they are not yet under the same control as the endowed schools.

28,494. Oh no, I think that the intermediate schools fees are fixed for them. There are two bodies governing secondary education in Ireland—the Commissioners of Endowed Schools and the Intermediate Commissioners. In the intermediate schools you have a system of inspection gradually creeping in?—Yes.

28,495. (Mr. Boutwood.) And there is no provision for secondary education in Ireland by the local authorities?—No.

28,496. (Sir Donald MacAlister.) Is it clear that the exact proposal that you made before us, as regards the modifying of the examinations is, first, in order to diminish the advantage given to certain universities by reason of the large maximum, that you would cut down the maximum of marks to something like 5,000?—Yes.

28,497. And you would cut down Greek and Latin, which were recently increased by 200, by 200, or to the old marks?—Yes.

28,498. You would raise the modern languages to the full honours standard?—Yes.

28,499. And you would introduce a pass figure in modern languages, as distinct from an honours figure, to enable candidates to show a working knowledge of the subject?—Yes.

28,500. And you would introduce compulsory subjects to be taken by all candidates?—Yes.

28,501. These would include the branch of arithmetic, and a pass in a modern language?—Yes. One might, perhaps, assume a knowledge of English history but I would also include modern European history and the elements of economics. That would put them on the track of interesting themselves in the subjects and make them follow them up. There is an honours course of economics in the universities, and every man who has taken that course ought to be able to show himself proficient in that department.

28,502. Again, you say you would have a pass figure in economics?—Yes; and the full honours course could be taken up afterwards.

28,503. You rely upon the compulsory part of the examination to counteract the chances of the candidates who specialise in a very few subjects?—I would rely upon that to a certain extent; but I do not think that would be sufficient in every case. I can imagine a man going up in an honours course prepared to make a man a proficient mechanical or civil engineer, and he would not alone take these subjects, but he would not be allowed to take only mathematics and science subjects. There was a point on which there was a correspondence between the Civil Service Commissioners and the Treasury with regard to the chances of a mere mathematician going into the Civil Service without a know-

21 February 1913.] SIR HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

ledge almost of anything else, and that was the reason why the number of science subjects was limited to three subjects in addition to higher and lower mathematics, and they enabled them to take 4,200 altogether. It was limited to three subjects so that they would be compelled to take some other subject to show a general knowledge. A knowledge of arithmetic can scarcely be taken as evidence of a liberal knowledge of other subjects too. The test would be so low as to be an insufficient test of liberal education. I would have a restriction of marks to 5,000, with a reconstruction of the subjects on the mathematical and science side to see whether some literary subject ought not to take the place of one of the subjects in science.

28,504. If you cut down the Greek and Latin, would it not be reasonable to ask that the mathematics maximum should be cut down too?—I don't think the Greek and Latin had any business to be put up. They were put up without consultation with the universities. I think it would be quite fair to reduce the mathematics, but I don't think I could found my argument for it upon the reduction of the 200 that had no business to go in at all.

28,505. Then are you not satisfied with the present restrictions upon mathematical and science men?—Not if it were 5,000. The mathematical man can get 4,200 marks, but he would have often really only one subject to take in addition to them, and he can get up to 4,800 with another subject, which is near enough to the border line. I think that in some way the mathematics ought to be kept down, so that the number of science subjects should allow of some literary subjects taking their place.

28,506. So you go still further, in order to discourage narrow specialism?—Yes.

28,507. Would these changes throw open, not only to your university, but to the modern faculties of the older universities, an examination on fairer terms than at present?—Yes, first of all the cutting down of the mathematics and the raising of the foreign languages to honours standard, and then the reconsideration of the marks of the philosophical subjects.

28,508. That also?—What I have pointed out is that the Civil Service Commissioners considered that philosophical subjects would not get more than their due at 700 marks, but they put them down at 600 marks in obedience to Cambridge. In putting this forward I am only dealing with what has been said to me as to the desirability of these subjects getting higher marks, and also the importance that these subjects get in the reports of the Commissioners. I don't profess to be able to give a first-hand opinion whether 700 is the right marks or not. I merely say that this correspondence is such as to show that a reconsideration of these marks should take place.

28,509. If you increase the marks for the philosophical subjects are you not restoring the advantage of the Oxford man?—No, I think not, if the maximum marks are limited to 5,000, and the difficulty of the papers set in the subjects is increased. Then the other people who take the honours school in philosophy may compete on more favourable terms.

28,510. You have cut down his Greek and Latin by 400, and you propose to increase his philosophy by 200?—I hope you won't take it that I say it ought to be raised. I say that the conclusion that I draw from the correspondence is that the question of raising the marks in philosophy should be considered.

28,511. Have you considered the general question whether the particular kind of education that is usually described as a classical and philosophical one is, or is not, more adapted to develop Service qualities than the education and the studies which are described as modern?—I have the greatest opinion of classical studies, and I hope that nothing I have said will be taken as intended to depreciate them. I think that a man that studies Greek and Latin and Greek and Roman history as properly taught, acquires a knowledge of Greek and Latin affairs and of mankind, which is still the same as it was, has a wider knowledge than the man who studies merely scientific pursuits, and that is why I desire that the specialist in mathematics or in other subjects should not be able to go in without showing some

knowledge of these subjects. My own idea is that an appointment in the Civil Service ought not to be a research scholarship, and that you should not have on the one hand a specialist or, on the other hand, a sciolist. I think that the examinations should be so framed as to furnish a test that the man has had a liberal education, that he has devoted himself to his studies, and that he has a thorough knowledge in one or other department.

28,512. But you are satisfied that a liberal education can be obtained without Greek or Latin?—Yes. I think it is possible, but I have never advised any man who wanted a liberal education to leave these outside. In the school of modern languages I think that Latin should be associated with the Romanic languages. The question whether Greek should go or not is a moot one, and I can only express my feeling when I say I would see its departure with very great regret as a means of education.

28,513. But what you have said now would seem to lend some colour to the action of the Civil Service Commissioners in giving preference to classics?—Yes, preference I would say, but not preponderance.

28,514. I don't catch the distinction?—Well, then, perhaps I should put an adjective before preponderance, and say, "excessive preponderance."

28,515. (Mr. Shipley.) You think that the Civil Service as a whole does efficiently perform its functions?—Yes.

28,516. Have you any experience to guide you as to whether the Civil Service in India is better qualified to discharge its functions than the Civil Service in this Kingdom?—Well, I am speaking in the presence of your Chairman now.

28,517. (Chairman.) I should be delighted to hear you, but I understand that your description of the Indian Civil Service would be second-hand?—Yes, and I particularly desire to mark the limitation of my knowledge.

28,518. (Mr. Shipley.) Perhaps you can better compare the Home Civil Service and the Consular Service?—Yes, in a way. Forty years' absence has of course its defects. What I would like to point out is that a man in the East, and, of course, this applies to India, comes into contact with a different state of things from what he comes into contact with in a public office in England. His mind is widened and he learns things that a man who stays at home does not. It is not a matter of acquired knowledge. It is a matter of knowledge that cannot be measured, but it is still real knowledge, and an advantage.

28,519. If he gets into a position of responsibility does not it shape him sooner than the Home Service?—Yes.

28,520. You told us that it is admitted that the limit is too high, but you don't seem to think that it is too high for the Oxford and Cambridge men. If you lower the limit would you not miss some of the best men?—The limit is too high. I say that you would get as good men as the man who has gone through the Oxford course from the other universities who had not taken so many subjects as the Oxford man. It is not a matter of the number of subjects poured into a man. The limit would be really a limit in a great measure to the subjects that are studied in three years. I think that if a man could take four years all the better, but the fourth year would be best employed in learning more thoroughly the subjects already studied.

28,521. Have you considered the percentage of Oxford and Cambridge successes?—Well, I have read through 56 reports of the commissioners.

28,522. Have you considered the percentage of successes of Oxford and Cambridge. Cambridge sends less than half the number of men that Oxford sends, and the percentage of passes from Cambridge last year was slightly higher than from Oxford. That does not look as if Cambridge really were at much disadvantage?—When Oxford sends up so many more than Cambridge—

28,523. I don't think our men have the same craving to enter the Civil Service that Oxford men have. We have many established avenues which have only recently come into existence in Oxford; an engineering school, a big medical school, a big agricultural school, and our

21 February 1913.] SIR HIRAM WILKINSON, B.A., LL.D. (Mr. J. FINNEGAN, B.A., was in attendance.) [Continued.]

students go off in a variety of different ways. Have any of your students in Belfast gone in for the Egyptian and Sudanese service?—No.

28,524. Most of the candidates you examine have their career already settled for them before they graduate or before even they matriculate?—Take the Queen's College, Belfast: in the early days the fixing of a career began early too, and a boy then would look forward to the Indian Civil Service as a possible career, but in universities, as everywhere else, men's purposes are fixed by their belief in possibilities, and I am quite sure that men now do not talk of the Indian Civil Service there, because they look on it as something which they cannot attain, and therefore their careers are fixed for them in other directions.

(Mr. Shipley.) You say there is no interaction between your university and the Civil Service Commissioners, but that is the same evidence as we have had from every other university, so that in that particular you are in the same position as the other universities.

28,525. (Miss Haldane.) Have you any women students in the Belfast University?—A very large number, indeed. About one-fifth.

28,526. What careers are they looking forward to?—I believe that the majority of them look forward to a scholastic career.

28,527. Do they feel that there is a lack of opportunity of finding careers other than scholastic?—I believe they do. Sixteen of them are going in for medicine. One young lady, a relative of my own, is now established as a doctor near Dublin. Another career for a few is inspector of factories under the Factories Acts.

28,528. Have you any experience of women Civil servants?—No, except in quite subordinate positions.

28,529. You could not tell me whether the women who are now studying in the university are competent, on leaving, to undertake higher work in the Civil Service?—I am not in a position to say. My experience is experience in the East, and of course no person with responsibility would undertake such a wide departure from the existing practice there.

28,530. Does the scholarship system of which you spoke apply to girls as well as boys?—Yes. I am happy to say that the County Council of Donegal has scholarships some of which are tenable in Belfast University, and that the first scholar is a lady.

28,531. Those scholarships may be held by young men or young women?—Some may. I have not gone fully into it. I give an instance in which they certainly may, but the use of the word "boys" in some cases might, as I read it, possibly be against that.

28,532. You mean they are restricted to boys?—I think in some cases.

28,533. Can you tell me generally, are the opportunities for boys and girls equal?—In the universities they are quite equal.

28,534. From the point of view of scholarships?—Inside the university itself the scholarships are quite as available for women as for men, and a very large proportion of the scholarships are taken by women.

28,535. That applies to the endowments of the university as well as to the open scholarships by which they come in from outside?—Yes. I have not gone into the subject of whether the county council scholarships are open to women. I think in some cases they are not tenable by women. That was the impression left upon my mind by reading through without having that purpose in my mind.

28,536. What is the cost in fees per student attending the Queen's University?—About 12l. 12s. per annum. The total medical fees are about 105l., including hospitals.

28,537. Have you inclusive fees?—No. That is what they amount to. There is an inclusive fee for engineering.

28,538. Are external degrees now given in the Queen's University?—No. That is given up. There are some students who are still entitled to come for degrees under the old system, but that is dying out at present. No man commencing his university career now can go through it without going to the classes of the university.

28,539. I suppose you consider that a very important advance on your former system?—Yes. At first attendance in classes was necessary. Then, under the Royal University, it ceased to be compulsory. Now we have returned to the system with which we began, and that I look upon as an immense advantage.

28,540. Have you got the hostel system at all?—I am glad to say there are two ladies who have devoted a large sum of money for the building of a hostel for women. That is a beginning. We have not one for men yet. I hope we will get one. Women students at present have a separate common room provided.

28,541. (Mr. Graham Wallas.) What would be a fair estimate of the cost of board and lodging and maintenance for a student, outside of university fees for a year?—For ladies 11. 1s. a week, and men 15s. and upwards.

28,542. A man would do very well who spent on board and lodging about 40l. a year?—Yes.

28,543. So that an arts student would do well if he spent 40l., plus 12l. 12s. fees plus pocket money?—Yes.

28,544. A man might go through his course, paying his fees and board and lodging, and not be remarked for penury with about 80l. a year?—Yes.

28,545. (Miss Haldane.) That is inclusive of clubs and extras?—Yes.

28,546. (Mr. Shipley.) But not of clothes and travelling expenses?—The wants of the students in my days, however strong the desire, were very limited by the facts, and economy prevailed very largely in the university, and though, I believe, the standard has risen since then, economy is very prevalent in the university still.

(Witness.) I mentioned the question of student inter-preterships. I understand the Commission is not going into that subject now, but should you think I can give you evidence on the subject I shall be very happy to do so.

Rev. J. P. MAHAFFY, C.V.O., D.D., D.C.L., S.F.T.C.D., and Mr. ALTON called and examined.

28,547. (Chairman.) Dr. Mahaffy, the Commission are at a disadvantage in not having received from the Dublin University a reply to the paper of questions which they sent for the university's consideration. Your university is the only one in the United Kingdom which has not favoured us with such a reply, and, as I say, we are placed at a disadvantage in endeavouring to gain from you the assistance and advice which we have obtained from every other university. But I have no doubt you will give us most valuable assistance even without the preliminary paper which we had hoped to receive.

We addressed to all the universities four questions, which we thought would throw light upon the relations between the highest grade of education and the efficient discharge of their duties by the highest class of public officials. We have had a considerable body of evidence submitted to us with the object of showing that university education was not necessary for the public service; some witnesses even went so far as to say that the

type of officer recruited by the Class I. examination were unnecessary for the Civil Service of the State. You are familiar with the Class I. examination?—Yes.

28,548. It has been said that a thoroughly efficient officer, one who might be trusted to conduct the secretariat duties of any of the great departments of State, and fill, say, the position of Under-Secretary, might be ordinarily recruited by the second division examination, with which you are familiar. Moreover, it has been said that an officer recruited by that examination between the ages of 18 and 19, and placed in a Government office for four years would, at the end of the four years, give as good promise of being an efficient public servant as a young man who had spent four years in a university, and taken his degree with honours. I ask you whether that statement commends itself to your judgment?—Not in the least. I am altogether of the other opinion. I think the higher the education is, the much more valuable.



21 February 1913.]

Rev. J. P. MAHAFFY, C.V.O., D.D., D.C.L., S.F.T.C.D., and Mr. ALTON. [Continued.]

28,549. Kindly develop that view, and explain to us what your opinion is as to the influences in the university which make for the production of good character, tact, and judgment? What are the influences at work during university life which tend to produce the higher type of public officer?—In the first place there are educational influences. There is mature intellectual training. Not only does he learn certain more or less great subjects, but he is in contact with people who know them intellectually. There is then the social influence of living in a college like ours among students, playing games, giving and taking, learning the use of bodily activity, and altogether, when turned out at 22, he is a man, to my mind, far superior in every way to the other. He is very much more competent to turn his mind to perfectly new things.

28,550. In that your opinion coincides with that of the gentlemen sent to represent the great universities of England and Scotland. Do you think that the boy who has passed through the secondary school, or the intermediate school, is during his residence or attendance at these schools in any way influenced by those matters to which you refer as influencing boys in university life?—In Ireland very little. I cannot answer for the great English public schools, which may do something of the kind.

28,551. We are not thinking of the great English public schools, but of the system of secondary education which is generally controlled by religious bodies?—I think, naturally, in Ireland, for example, the schools worked by religious bodies, the Jesuits and those excellent religious bodies, there is not the same breadth of influence at all, even in their social life, that there is in the university.

28,552. Have you sufficient information regarding the Christian Brothers schools and the great Jesuit schools to be able to say whether they prepare students in Ireland for the public service?—They do; they prepare a great many for it.

28,553. Do they pass into the class of university students?—Yes.

28,554. Do they prepare to any extent candidates for the second division of the Civil Service in Ireland?—Yes.

28,555. So far there would be some, though not to the extent you mention, of that formative process at work while the boys were living at these schools?—Some.

28,556. I would like very much to have your opinion upon the competitive examination. Do you think that the competitive examination, as now conducted, is a good method of selecting men for the public service, and if it does not quite commend itself to you are there any suggestions you could make to us with a view of improving it?—First, with regard to its being the best method of choosing men for the public service, in the abstract I should say not. I should clearly prefer a system by which Oxford and Cambridge and ourselves were given the nominations of so many boys every year. We could say then to the Civil Service Commissioners, "Such and such a lad has been with us for four years, and so we recommend him to you." Then I think that the initial examination ought to be dispensed with, and then the boy should be put into training, say the training in Indian languages, or whatever else he had to do. I think that that would be the ideal thing.

28,557. Would you favour a limited competition among the men nominated by Oxford, Cambridge and yourselves, and some of the great Scotch universities?—Certainly that would be a very good thing, but the difficulty I see in carrying out that better system is that there are so many new universities, all of which would naturally make a claim, that the thing would become too complicated. If we had only the three to deal with it could be easily done.

28,558. It would also be open to the objection that outsiders who have not attended a university would thereby be debarred from competition?—That is true, but could not you let him join any one of the universities?

28,559. Does it seem to you that anything like limiting the area of competition in these democratic days is a proposition worthy of being discussed? If

any means could be devised by which that objection could be overcome the suggestion, which has been made by other academic witnesses also, is worthy of consideration?—I do not see why the candidate who shows evidence of great proficiency in some subjects might not be admitted to the examination. Under the intermediate system in Ireland all prizes, scholarships, etc., are confined to boys and girls who go to schools, and the boys or girls whose parents have brought up him or her most carefully at home are not allowed to compete.

28,560. Does the intermediate system exclude from examination all boys and girls who don't belong to particular schools?—Yes.

28,561. You were never an advocate of the payment by results?—Never.

28,562. You were the protagonist of inspection?—Certainly.

28,563. Do you think that any good is to be found from a personal interview with the candidates?—Certainly. It is most important.

28,564. Do you think that any advantage would result from an extension of the *viva voce* system of examination?—Yes. I have the highest opinion of *viva voce* examinations, and I think on the whole they are the best general test for after life.

28,565. It is very important to have that information from you because we have had the most diverse opinions on *viva voce* examinations. It has been told us by a very high authority that *viva voce* examinations are not fair to the candidate as he does not do himself justice?—If he does not do himself justice when called upon by the examiner is he likely to do himself justice when called upon suddenly in the world? Readiness is one of the first qualities you want in the Civil Service.

28,566. It would be most interesting if you would develop a little further the argument in favour of the extension of a *viva voce* system. At present in the Civil Service examination there is no *viva voce* examination except in regard to foreign languages for the purpose of testing conversation. Formerly at all events for the Indian Civil Service, there was a much more extensive employment of a *viva voce* system. Would you explain what are your arguments for thinking that an extension of the *viva voce* system would be advantageous for the purpose of a better selection of candidates for the public service?—I lived in a university which may be said to be the real home of *viva voce* examination. In the old times there was nothing but *viva voce* examinations, and they were held in public. The great men of the last generation were examined in that way for fellowships. People like George Salmon and Samuel Haughton were examined *viva voce* only for their fellowships, and it was thought the best test even in such subjects as mathematics. It was a public competition, and the public came in and scored down the marks for the answers. It was a great public affair. That was the fashion up almost to the time when I entered Trinity College. We then began to introduce examinations by papers. They afforded an additional test; and gradually, I think as much for convenience of the examiners as anything else, the papers got the pre-eminence, because a *viva voce* examination is a test not only for the candidate but for the examiner. Ever since then we have maintained a great deal of *viva voce* examination, and we think it most important. In our pass examination we are never satisfied, except of course in a thing like English composition, with a mark on paper. We always require a mark on *viva voce* also.

28,567. In all subjects in which there are written papers you also insist on a *viva voce*?—Yes.

28,568. (Sir Donald MacAlister.) In the pass examination?—Yes, also in many of the honours, and in the pass examination we pass on what is practically a very low percentage, but then when you consider that they have to answer *viva voce* as well as on paper the percentage is much higher than appears. I have examined for 35 years for fellowships in philosophy. My business was to set a paper and then to give an hour's *viva voce*, which for three or four candidates meant 70 or 80 questions. It was about the hardest intellectual work I ever had to do. During the whole of that period I never yet failed to find out the best man, except one.



21 February 1913.] Rev. J. P. MAHAFFY, C.V.O., D.D., D.C.L., S.F.T.O.D., and Mr. ALTON. [Continued.]

There was one case where there was a difference between the *viva voce* and the paper, but in every other case I was able to tell the best man before I looked at the paper.

28,569. (Chairman.) So your mature judgment is that the existing system of higher class examinations is defective, inasmuch as it excludes *viva voce* examinations?—Certainly.

28,570. Do you consider that a *viva voce* examination properly conducted will give you an insight into the powers of a man in facing the problems presented to him in life, and displaying initiative, readiness, tact, etc.?—Yes; for example, in translating Latin or Greek into English, you give a man a paper; and he sits down and looks at the paper, and writes out his translation; but at a *viva voce* you put a book into his hand and ask him to translate it into English, and the man who has any gift of speech, or is at all eloquent, will read his English fluently, and you will see at once the quality of being ready. It is a treat to hear a man of literary talent doing that sort of thing.

28,571. Has the University of Dublin been consulted in regard to the regulations which should govern examinations for the public service?—Yes. (Mr. Alton.) Mr. Stanley Leathes was over two years ago for three days in Dublin, and we put in documents.

28,572. Did he come over for the purpose of consulting the university authorities in reference to such a subject as *viva voce*, or with reference to the allocation of marks?—It was in reference chiefly to the Indian Civil Service, and I think at that time there was a question of extending the period of probation from one to two years, and he was consulting us chiefly on that point. He put questions to us regarding the examination and we made some suggestions.

28,573. I may take it that really you were not consulted in recent years in regard to such a question as the inclusion of *viva voce* in the method of conducting examinations, nor in regard to the allocation of marks?—No.

28,574. The marks for Latin and Greek were raised in 1909, the enhanced marks to come into operation in 1911. Were you consulted in reference to the raising of the marks?—Not to my knowledge.

28,575. And you were not consulted as to the division of Greek into translation, verse composition, and prose composition?—I think not.

28,576. That is a matter you could verify?—Yes. (Dr. Mahaffy.) Certainly it was not a matter of general policy, because it did not come before the Governing Board.\*

28,577. You very naturally think that the university is the best recruiting ground for men for the first class division?—Yes.

28,578. In order to reconcile that principle with the principle that the poor man's son should not be excluded from competition, it is desirable that there should be sufficient ladder established by which the clever boy in the primary school may be enabled, by scholarships and so on, to find his way to the secondary school, and from the secondary school find his way to the university?—I think that view is very much overdone. I think there ought to be several ladders for the best boy in the primary school. The top of his ladder should be to become a good farmer, a thing which is very badly wanted in this country, and then other boys should have other ladders. But to think there is only one ladder of education, like Jacob's ladder, is absurd.

28,579. We are not now dealing with the question of producing good farmers, we are dealing with the production of good Civil servants, and with a view to meeting the democratic objection which might be urged with great strength if some way for the poor man getting into the Service was not provided. I put that question whether you would not approve of such a policy?—We pursue that policy in Trinity College, Dublin. There are what we call sizarships, and any boy can walk in out of the

street and compete for a sizarship. We ask nothing about him, except that he is an educated boy.

28,580. But he has to get an education to win a sizarship?—Yes.

28,581. Boys attending national schools in Ireland pay no fees?—Yes.

28,582. Is the suggestion you make of this nature, that there should be provided for clever boys in the primary schools such bursaries or allowances as would enable them to go to a secondary school, and that from the secondary school there should be provided for them, not necessarily by the university, but by outside bodies, the county councils and local bodies of that description, scholarships that would enable them to attend a university? In that way, at all events, you will meet the objection that no provision is made for the sons of poor people?—That is met so far as we can meet it by the county councils, and by the prizes given by the intermediate system.

28,583. I am anxious to have an expression of your approval or dissent on that point?—I think it most unreasonable to prevent a boy with brilliant talents from getting a post under the State, but the great danger is that if you give too many of those prizes you will get a number of second-rate boys started from the lowest places who, when they get on, and get a certain amount of education in the university, will be put out of their natural positions, and will not be fit to take a higher position, and will not take a lower position, and they will be added to the large class of malcontents, which are most dangerous.

28,584. Is your university course in any way influenced by the Civil Service examinations?—Very little as yet, though I think the tendency is to make them agree a little, but as yet we have not modified it.

28,585. Do you think the ages for Civil Service examinations, 22 to 24, are suitable for the university?—I think so.

28,586. At what age do your students matriculate as a rule?—On that point an average is very delusive, because if one man matriculates at 40 or 50 you cannot get a baby on the other side to balance him, but the great majority would be from 17 to 19.

28,587. Should I be justified in taking the average as 18?—Yes.

28,588. How long is the honours course for the B.A. degree?—Three and a half years.

28,589. That would bring it to nearly 22?—Yes.

28,590. Can the honours graduate of Dublin University compete on equal terms with the honours man of Oxford of the age of 24?—I think so; the results show he can. (Mr. Alton.) This year, for instance, we had 12 candidates who went in for the open examination, and four were successful, six were offered Eastern cadetships and two of these six are under age for the open examination this year—two only were altogether unsuccessful.

28,591. You have nothing to complain of in this syllabus or scheme?—Not of the standard of the examination.

28,592. Have you anything to complain of in the most recent allocation of marks? Have you any complaint to make of the increase of marks for Latin and Greek from 900 to 1,100. (Dr. Mahaffy.) No.

28,593. You don't object to prominence being given to Latin and Greek verse?—Certainly not. Of course, we think it would be fair for other universities, such as ours, to be represented among the examiners more frequently than they are. There cannot but be some difference of style, and we think perhaps it has been run a little too much on the Oxford model.

28,594. You have a large number of ladies?—About 200.

28,595. Are they admitted to all your courses?—Yes.

28,596. Do they get degrees?—Yes, and scholarships and studentships, anything but fellowships.

28,597. You exclude them still from fellowships?—We do.

28,598. The number of fellowships is limited?—There is one every year.

\* Mr. Alton explained that he could not speak with certainty regarding events which happened prior to his appointment as Fellow. He has since ascertained that the Civil Service Commissioners did consult the college with regard to the changes mentioned in previous queries.—J.P.M.

28,599. Is there a total limit to the number of fellowships in the University?—We elect one every year. The average is 35.

28,600. Probably the ladies will monopolise the fellowships in course of time?—They don't go into the divinity classes—they are not allowed to preach yet—and the lawyers, of course, have kept them out of pleading in court, and therefore, they do not become law students.

28,601. (*Miss Haldane.*) May they become solicitors?—I don't know. I am not aware that there is any legal bar. They don't go in for the solicitors' examinations. I examine for that examination and I never saw a girl there.

28,602. I merely want to know whether it is possible?—I cannot answer that.

28,603. Have you any women teachers?—Yes. We have a girl who got a very high degree in history. We recently wanted help in our history school, we appointed her lecturer in history?—She lectures a class of boys and girls together with perfect success and order.

28,604. There is no difficulty in having the boys and girls together?—None whatever. We tend to separate them. If we have two lectures in Latin we generally give one to the girls and another to the boys, but that is merely a matter of convenience.

28,605. Do any of the women reside in college?—No. We have a hostel outside Trinity Hall, which I would strongly recommend you to go and look at. It is a women's hostel where the girls who attend our lectures live.

28,606. Do most of them live there?—No, a good many live with their parents. A good many of the girls go home to their own houses. We have a good many medical students, and the women have separate dissecting rooms. That is not done along with the men.

28,607. What is the future to which most of them look?—I think the majority of them look to be teachers.

28,608. Do you find there is a great desire among women to get other openings beside teaching?—Yes.

28,609. Have you knowledge of their wishing to go into the higher departments of the Civil Service?—I have not heard them speak of that.

28,610. Do you think that there are women who might suitably fill some of these positions were they open to them?—Certainly. There are some of them who practice as doctors very successfully in Dublin.

28,611. Have you any experience of their taking up administrative posts of any kind after they leave college?—Yes, inspectors of factories and heads of schools.

28,612. So you consider that they might suitably fill posts also in the Civil Service?—Certainly.

28,613. Could you tell me something about the cost of education in Trinity College, both of the fees and the cost of the hostel?—The entrance fee is 15*l.* and the yearly fees are 16 guineas for the arts course. The whole thing amounts to 83*l.*

28,614. For the year?—For the degree, spread over three and a half years.

28,615. Eighty-three pounds, is the complete sum for the degree course?—Yes.

28,616. How does a student enter?—By matriculation, or giving evidence that he has passed a similar examination in the subjects which we require.

28,617. At school?—Yes, a leaving examination, or at the intermediate examinations in those subjects which we require.

28,618. I don't quite understand about your intermediate examination?—It is a system by which all the secondary schools in Ireland are brought under one examination every year. The candidates are divided into junior, middle and senior grades, they are all examined in certain courses with many subjects and may go in merely for passes or honours. About 50,000*l.* a year is spent in scholarships and prizes. Suppose a student brings a certificate of having passed the senior intermediate examination, we ask him what subjects he passed in, and if he passed in our subjects we say that will do, but if he is deficient in any one we impose an examination in that subject.

28,619. Do a large proportion come to you in this way?—No, most of them come up to our own examinations which we hold several times a year.

28,620. Do only those attending schools go in for this great national examination?—Yes; for all this division of money under the intermediate system they must come from a school.

28,621. The schools are inspected?—We try to have them inspected but we only have six inspectors.

28,622. Are some of these women inspectors?—No, but we certainly will have women if we have more.

28,623. But they inspect girls' schools as well as boys'?—Certainly.

28,624. (*Sir Donald MacAlister.*) In the present Class I. examination, do you think the present allocation of marks and the present maximum which students may offer is very favourable indeed to the Oxford system of education, but is less favourable to the corresponding systems of other universities?—Yes.

28,625. Would that be the idea of Trinity College?—I think so.

28,626. Can a student who takes a classical degree also take up the philosophical subjects which are included in the Oxford Greats, or does he take them in a separate honours school?—A separate honours school. The nature of our examination in philosophy is much more accurate and severe than what you might call the talky-talky of Oxford.

28,627. So the student at Trinity College who proposed to enter for exactly the same subjects as a Greats man in the highest Civil Service examination would have to take two honours schools in order to cover the same ground?—He would.

28,628. Is not that a disadvantage to Trinity College?—(*Mr. Alton.*) Most of my own pupils take two schools. You rarely find a man confining himself to one school. The classical man takes up history or literature or philosophy.

28,629. Can he compass the two honours schools within the three and a half years?—He generally can. He won't get the first class probably in one of them; but it is a habit in Trinity to go in for two moderatorships. (*Dr. Mahaffy.*) We have a habit in Trinity College, from the beginning, of reading a number of subjects, and all who have got fellowships have got fellowships by knowing several subjects. We have never been much given to granting a special degree in one topic, and we require the honours man to answer in other topics during most of his course, so that the breadth of the examination does not trouble them much.

28,630. So you are able to say that the number of subjects included in the Oxford Greats in one honours school is commonly taken by your students in two honours schools in about the same time?—Yes.

28,631. Would that be equally true of more modern subjects—modern languages and history, combined with modern philosophy?—Yes. Classic and modern languages are often taken together. You cannot take more than two of them. Of course it is too heavy. Philosophy and history are sometimes taken together, and literature, and even pure mathematics and experimental science are taken together.

28,632. I gather from what you say that it would be equally true of Trinity College as it is of Oxford, that the combination of classics and philosophy is the most advantageous to offer in the Civil Service examination, other things being equal. Your arrangements are such that a combination of classics and philosophy would be the natural one to take?—Quite.

28,633. And much more profitable from the point of view of getting marks than a combination of modern languages and science?—I cannot answer that. I am not *au fait* at the marks.

28,634. I was wondering whether you have found it so?—(*Mr. Alton.*) You mean subjects like classics, mathematics and philosophy, and English literature.

28,635. (*Chairman.*) Can your students take the subjects corresponding to Oxford Greats in one year?—All except the last two subjects, political economy and political science. I imagine they can acquire sufficient knowledge in one year, but I am not conversant with either of them.

21 February 1913.] Rev. J. P. MAHAFFY, C.V.O., D.D., D.C.L., S.F.T.C.D., and Mr. ALTON. [Continued.]

28,636. (*Sir Donald MacAlister.*) If they took classics they would require fewer other subjects to make up the maximum?—(*Dr. Mahaffy.*) Yes.

28,637. To that extent they would have a handicap?—Yes.

28,638. Would you favour maintaining that handicap against the more modern subjects?—Yes. My experience of the more modern subjects is they are not as good education.

28,639. Would you say that was due to the fact that the subjects do not admit of being treated educationally up to the same standard, or because of a deficiency in the subjects themselves of something that you find in classics?—I think that some of these subjects, like pure mathematics, are so very special that, although they may exercise a student in mathematical thinking, they do not exercise him in the same wide manner.

28,640. Having regard to the duties which a Civil servant would have to perform—let us say that, e.g., history, modern languages, and economics were desirable things for him to know for their own sake—would that make it a more desirable thing in your view that these subjects should have considerable weight in the Civil Service examination?—I consider that a subject like history can be learned by a man after he has learned his classics and philosophy. He can read his history or English literature for himself.

28,641. Suppose he had chosen to read his history under great teachers in a university, should he be penalised in the examination on that account?—I don't think so, but I think the people who have read the great subjects which they cannot study at college are the better men.

28,642. The great teachers are not so necessary to enable them to take in the modern subjects?—No.

28,643. It has been suggested to us that it would be fairer if the maximum number of marks were reduced somewhat, so that the student would not be encouraged to spread himself so much over many subjects as at present?—He ought not to spread himself over too many. It is desirable that he should take up more than one or two, but I think very often there is a danger of taking up too many. The way I would cure that is by adopting a sliding scale in giving credit. I would take a subject of which the maximum is 100. If a student answers from 40 to 60 I would give him the marks which he has got for his answers. Over 60 I would begin to add half the difference between 60 and that amount, and if he went below 40 I would begin to subtract half the difference between that and 40.

28,644. What is the object which you desire to attain by that?—Supposing he answered 70 he gets 75, and if he answers 93 he would get full marks. The reason is that marks above 60 are very much harder to get than marks below that, and marks below 40 or 30 are so easily got that they are worth nothing. If you did that you would not require to limit the subjects.

28,645. (*Mr. Shipley.*) Has that ever been done?—I have been doing it constantly in fellowship examinations, and now the college have just adopted my principle. It has not become a law yet.

28,646-7. (*Sir Donald MacAlister.*) Is not the same idea at work in the present regulation, that no marks below 100 or 150 shall count at all?—Yes, but I think not so well, for a gradual principle is better than a hard and fast line; also, taking off 25 per cent, below takes no account of the greater excellence than the marks above 60 per cent.

28,648. So you would supplement the present system by a sliding scale?—Yes.

28,649. It has also been suggested that in order to prevent one effect of a diminished maximum, and not to encourage too narrow a specialisation, some subjects should be made compulsory in the Civil Service examination, such subjects as a modern language and a certain amount of history or economics, in order to prevent, for example, a distinguished mathematician, who also has done some experimental science, from getting in on these lines alone?—I think that is quite right. I think the pure mathematician or the experimentalist may be quite unfit to be a Civil servant.

28,650. Do you think a good classical man who also takes philosophy would be sure to be fit to be a Civil servant, even if he did not know arithmetic?—Yes, because thinking is general in classics, and it is not general in mathematics. Proving a proposition, for instance, is particular thinking, and not general thinking.

28,651. I recognise your position, but don't assent to it. Would you think it desirable in the interests of the Civil Service to ensure that every candidate, even if a distinguished classical man, could do accounts, for example?—Ordinary accounts, not double entry of the Italian method.

28,652. Practical arithmetic?—Yes.

28,653. There is no test at present, either at the university or outside it, in the case of a classical man?—A man has to pass a pretty strict arithmetical examination on matriculation whether he is a classical man or not.

28,654. Is he required to know for working purposes a single modern language?—No; with us he can take his choice. Instead of Latin and Greek he can take French and German.

28,655. But I am thinking of the classical man; is not it desirable that he should know something of a modern language?—I think it is.

28,656. Is he required at present to know any modern language?—Except he has to read books in many languages which are not translated for all these higher examinations.

28,657. He is not compelled to show a working knowledge of the language?—No, but I should be very much in favour of it.

28,658. It has been also represented to us that if he has not a knowledge at this moment of economics, for example, he is less likely to be an efficient public servant, even if he is a good classical man. Would you agree to that?—No, except in the particular department of public service where economics may be necessary.

28,659. In a word, you can see from the scale of marks that it is possible for a classical man to go through the schools and be a student of ancient literature, history and philosophy, and get in successfully on these alone without having touched on any modern subject whatever. Would you regard his educational qualifications as sufficient for the chief posts of the Civil Service?—Yes. He will adapt himself.

28,660. You think his education will enable him to acquire what is necessary afterwards?—Yes.

28,661. (*Sir Henry Primrose.*) In reference to what you said as to the desirability of a  *viva voce*  examination for the Civil Service, I gather that you spoke of it as an examination which should be supplementary to the written examination?—Yes.

28,662. Would not that be a great practical difficulty with very large numbers of candidates competing?—That is why we have not adopted it in the intermediate system in Ireland. There are 6,000 candidates. We would willingly adopt it if we could.

28,663. (*Mr. Boutwood.*) When you give 83l. as the total cost, that was the total amount of fees?—Yes.

28,664. What does a hostel cost?—Where the girls live costs 30s. a week.

28,665. Do the men who take the first place in the examination from Trinity College usually take your teaching or go to crammers?—(*Mr. Alton.*) They take it, as a rule, direct from the college. Very few go to crammers. Within the last five years, I think, only two men have gone to London.

28,666. For how long did they go?—One six months and another 12 months. Then, of course, we get men back from London. Men not connected with Trinity often come over to us. This year we have got two who were last year in London. They have decided to come to Dublin.

28,667. They have found you more successful crammers?—I don't know. Students often get curious ideas into their heads. One man gave me as a reason that he thought there was a very good lecturer in Law in Dublin. He is taking English and Roman Law.

28,668. In speaking of your proposals for nomination you rather pointedly limited them to three or four of the older universities; why did you exclude the modern ones?—(*Dr. Mahaffy.*) I suppose because there is not

the same college life in the modern ones. They are in a different sense universities. The boys live in lodgings in the town. They are universities without colleges, whereas we have a college life and the men live together.

28,669. Does that mean that you think that the modern universities would not be able to give such a certificate as you would give, or is there more behind it than that?—I think we would know the character and life of one of our students infinitely better than the heads of universities where the boy would live in the town, and where he was not under control, and where he came in for lectures. Take a place like Birmingham, what do they know about the private life of their students there?

28,670. (*Chairman.*) You have something like 1,100 students?—About 1,400.

28,671. You have only residential accommodation for about 300?—Yes.

28,672. Therefore the rest of them have to live in the town?—Yes, with their parents, but they come in to lectures every day, and many of them come to commons.

28,673. But with regard to the 1,100 students who cannot be accommodated in the college, you are in pretty much the same condition as Birmingham and many of the other universities?—Yet not so, because we have our playgrounds and clubs.

28,674. They are getting these up too in the other universities?—Yes, if they have them they will come into the same condition.

(*Mr. Alton.*) A student cannot reside in any lodgings in Dublin. We have licensed lodgings.

28,675. (*Miss Haldane.*) Or in his home?—Yes.

28,676. That applies to women also?—Yes.

28,677. (*Mr. Boutwood.*) In speaking of this system of scholarship for poor boys in universities, in one of your answers you said that the poor boy who came up to the university would not be fit to take the higher position. What did you mean by that? You were rather suggesting the limitation of access to the university. I gathered from your answer that you thought a great extension of the scholarship system might be bad, and one of the things you said was that a boy so introduced would not be fit to take the higher positions?—(*Dr. Mahaffy.*) It is very seldom that a boy risen absolutely from the people becomes fit to take the higher positions. We have remarkable instances to the contrary. Trinity College in Dublin had in one year the first Lord Plunket and the first Magee. One became Lord Chancellor and one Archbishop of York, and both began with sizarships.

28,678. (*Chairman.*) They came from the class of gentry who were not very well off?—I much doubt it.

28,679. What I understood you to say was, that if one of those boys, say a farmer's son, got a scholarship in a primary school and went on to the intermediate school and got a scholarship and came into Trinity College, he would in the beginning find himself a little out of his element with the generality of students. Exactly the same thing happens at Oxford and Cambridge, but they do settle down and assimilate?—The first-rate ones always come through very well, but the second-rate ones don't.

28,680. (*Mr. Graham Wallas.*) I have here the results of an examination for the Indian Civil Service, which was at that time the only competitive higher examination, for 1860. That shows that Oxford got 14 successful candidates, Cambridge 19, and Trinity College, Dublin, 13. I think there are other indications that at that time Trinity College, Dublin, was more nearly equal in success to Oxford and Cambridge than is now the case. Have you that impression?—I have, because I think the examination is quite a different examination. It was much less specialised and much less Oxfordy.

28,681. We also have had figures given to us that during the years 1906 to 1910 Oxford got 247 successes, Cambridge 142, and Trinity College, Dublin, 23. That shows a great falling off from what used to prevail?—A great falling off. I remember the time quite well, because I was within an ace of going up for the Indian examination myself; I was only prevented by an accident from doing so. In the first place there was a high age limit, and clever men about that time were able to compete at a higher age than they do now;

therefore, we had the field open to us, and I think there were some changes made in the examination after a few years that greatly damaged us.

28,682. You have indicated that even when, in Trinity College, Dublin, a man now makes a combination of classics and philosophy, he will meet in the examination papers with an Oxford type of classics and an Oxford type of philosophy?—Yes, and the slight disadvantage to us, I think, ought to be met by examiners being appointed who are not Oxford men, and who would not examine that way.

28,683. (*Chairman.*) And would you also suggest that there should be much more frequent discussion between the universities and the Civil Service Commissioners as regards the character of the examination?—Certainly. That would be very valuable. One reason why we are not zealous to examine is that the examiners are so very badly paid. It is all very well for Oxford and Cambridge men, whom a few shillings will take to London, to do that kind of work, but there are certain expenses in going to London, and if the pay is as poor as it is now many of us would not take it.

28,684. Would you think that in examining for the public service considerations like the difficulties in *viva voce* examinations ought not to be permitted to interfere?—Certainly not. At all events you might have a selected list of candidates, and if the papers were pretty well sifted you might examine all your better ones *viva voce*.

28,685. (*Mr. Graham Wallas.*) I understand that Trinity College, Dublin, is not residential to the extent that Oxford and Cambridge are?—That is true, though many students live in the town at Oxford and Cambridge, and not with their parents.

28,686. Quite a considerable portion of the students live with their parents in Dublin?—Yes, but they attend lectures and many of them come to commons.

28,687. Your opinion is that the formative effect on character of a university does not depend solely on the question whether a boy is living and sleeping in his parents' house or not, but on the question of the part he is induced to take in the corporate life of the university or its college?—That is right, and I think that a boy away from home influences, living in lodgings, is very much worse off than a boy living at home and also in the university every day.

28,688. (*Mr. Boutwood.*) With the modern tendency for universities to spring up in all the great districts, would you say that universities, mainly attended by students living at their parents' homes, might be highly organised as regards the corporate life of their students?—They might.

28,689. And under these circumstances might represent an ideal form of college or university influence?—I think so.

28,690. (*Mr. Shipley.*) Is there any special facility at Trinity College for preparing men for these examinations?—There is a special class with special lectures.

28,691. You do get students from England?—We do.

28,692. Are your lodgings inspected annually?—(*Mr. Alton.*) Yes; they are licensed, and we have got a doctor who inspects them from time to time.

28,693. If every examiner were allowed his railway fare to London for examining, that would get over the difficulty of examiners coming from a distance?—(*Dr. Mahaffy.*) Certainly.

28,694. At present fares are not allowed?—No.

28,695. Would you allow the college record in those examinations?—Oh, certainly. It is most important. The college record is the most important thing we could have.

28,696. (*Chairman.*) We were informed to-day by the gentleman who represented Belfast University here, that the age limit was now too high for these Civil Service examinations, that young men cannot afford to wait longer than the age of 21, and that they find themselves unable to compete with Oxford students at 22 or 24 for these examinations—do you think, that as far as Trinity College is concerned, there is anything in that?—No.

28,697. At what age do your honours men graduate?—At 21 or 22 years.

## SEVENTIETH DAY.

Saturday, 22nd February 1913.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
 Mr. ARTHUR BOUTWOOD.  
 Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.  
 Miss E. S. HALDANE.  
 Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. DENIS J. COFFEY, M.A., M.B., B.Ch., LL.D., called and examined.

28,698. (*Chairman*.) Dr. Coffey, in the letter from our secretary to the National University four points were stated on which an expression of opinion of the university was invited. The first was the relations between the higher education given at the university and the efficient discharge of their functions by members of the Civil Service. You are of the opinion, so far as I can gather from your paper,\* that a very intimate relation does exist between the higher education given at the university and the work of the officers selected by the Class I. examination for the public service?—Yes; when we had the matter before us in the Dublin College, we were satisfied that appointment to Class I. on the lines of an examination of high standard was most desirable.

28,699. Are you speaking here for the National University as a whole or for the University College, Dublin?—The questions which the Commissioners forwarded to the university were forwarded to the three colleges for report. The three colleges sent up substantially the views in the paper, and I am asked to speak on these matters.

28,700. I believe that Sir Bertram Windle looks at some of these questions from a point of view somewhat new to us. We have thought it right to ask Sir Bertram to come before us, and we have arranged that he should come on Wednesday next?—I am glad of that.

28,701. There is, so far as I understand, no contradiction between the views that you express in your paper and Sir Bertram Windle's views. But he seems to me to look at some of the matters that we are dealing with from a new point of view?—Yes.

28,702. Are you altogether satisfied with the grouping of subjects and with the marks allotted to each at the open competition for Class I.?—That is the principal point that we had under discussion.

28,703. Would you explain to the Commission what were the views you came to entertain upon this matter?—As the paper points out, in the universities there are groups of subjects appointed as courses for degrees with honours, and the best students do not all devote themselves to a particular group. In Class I. examination the greatest advantage appears to fall to the classical group, and after that to mathematics, so that a candidate who takes these courses will find that the arrangements for the examination correspond in a large degree with the courses for the university. Outside of classics and mathematics there is very little correspondence. We find that students of very considerable ability, men whose ability is quite as marked as those who succeed in obtaining honours in classical studies, take courses for degrees in experimental science, in modern languages, or in history and economics. Such men in the examination for Class I. find it very difficult to effect a grouping of subjects that will make a successful examination possible.

28,704. Would such a grouping, as you contemplate be from an educational point of view equally effective as, let me say, the Honour Greats course at Oxford?—One must be guided very much by the results of the present examination. Looking into the marks obtained at the Class I. examinations there is a very remarkable

difference in the marks obtained by those who are placed high and those who are placed low in a successful list. That is remarkable if the examination aims at an average standard of performance. There would be no such difference in the proportionate number of marks between men with first honours, and men with second honours in the university. Again, comparing it with another examination in the Civil Service—the junior appointments—there is in the latter examination a closer approximation as between the higher and the lower men. I take it then that in Class I. the men who get the places in the lower half of the successful list are on a very different footing with respect to standard in subjects from those who get the higher places in the examinations. I would gather from that that in the lower half of the list in Class I. examination it is not the man who has pursued a systematised group of studies for a university degree of high standard that has a chance, but the man of marked ability who has spread himself over a considerable number of subjects. It seems to me that, without interfering at all with a certain larger value to be attached to classics and to mathematics, an examination with a limited range of subjects, in which a larger proportion of marks would be assigned to subjects such as physics, biology, and modern history, would give you a larger average of the better men among the university graduates. I hope I make the point clear.

28,705. I see your point. Do you think that in the higher or more difficult subjects competition is keener and closer than it is in the subjects which can be prepared more speedily, the subjects, I mean, in which a passable knowledge can be acquired more easily?—I think competition must be higher in respect of these two large groups, mathematics and classics.

28,706. Touching your contrast between Class I. examinations and examinations for junior appointments, are the latter not examinations in the subjects of a good general commercial education, while, on the other hand, the examinations for Class I. appointments are in the higher region of classics and mathematics, and moral sciences, in which it is more difficult to mark? And would you not expect to have more equality in the lower grade than in the higher grade?—I was not thinking so much of the standard of the subject as of the character of the examination as a whole, judged by the number of subjects required and by the proportion of marks given to the respective subjects. In the type of examination for junior places you secure that the ability of the candidates is brought to a more common standard of test than in the case of Class I. With a limited number of subjects you get candidates who are able to find in the subjects a sufficient test to bring out a comparatively full knowledge, relative to the stage at which they are examined.

28,707. Would you admit the proposition that there are some subjects which are not suitable for competition at all; for example, arithmetic? In arithmetic the candidates must either tie or be far apart. There is only one way of adding a series of figures together. The addition must be either right or wrong. Those who add correctly will be equal. But if you take subjects which admit of a gradation in the test between utter failure and complete success, such as the classics, the higher mathematics and philosophy, do you

\* Vide Appendix LXV.



22 February 1913.]

Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

not think that the examination in such subjects affords an effective means of competition and of distinguishing the best candidates from the less good? And would not a competitive examination in such difficult subjects be a better test than in history or political science, which might be more easily worked up for the occasion?—I think the examination should be of a very advanced character in the case of the experimental sciences and in history, to test the ability to the same degree as in the case of classics.

28,708. Do you think that these groups of subjects are as good a mental exercise, and intellectual preparation for the higher work of administration as a classical education?—That is a large question, my Lord, and not an easy one to answer. I would rather suggest a point of view than answer the question directly. It is, I think, the case in professional training, that when students take up their professional studies in a university, that is when they come to a new study, provided they have had a good general education to start with, that the results frequently run in very different lines from their school records. They find the interest of a new subject, a new stimulus is given to the powers of mind, and not merely to the exercise of ability in acquiring knowledge, but also to character, and an initiative and something of an original bent is excited by these studies. Taking the leading men in the professions, whether in medicine or law or engineering, I don't know that it could be established that their success—not merely their professional success, but their power of dealing with men and general capacity would bear any special relation, if tested by numbers, to the question of an extended classical or mathematical education.

28,709. Are you uncertain as to whether the mathematical or the classical groundwork is the better, or whether the groundwork afforded by the more modern sciences to which you have referred furnishes an equally good preparation for success in life and professional work?—I think that as regards studies in classics, if not accompanied by a definite literary bent, the final effect of that type of study will vary very much with the individual.

28,710. Assume that he has taken the classics from natural bent; assume, also, that his inclinations have not been forced, do you think that that study is as likely to produce the high type of mind as the study of the other subjects?—I quite agree.

28,711. I want to find out whether from your experience and your observation you can tell me what is in your opinion the line of study most calculated to equip a man most efficiently for the public service? Is it possible to give a categorical answer?—Men who pursue the honours courses for degrees in the university generally will have had a very good record in respect of their secondary education before entering the university. Taking the case of such men, if they possess the ability to obtain a degree with first class honours in a group of science subjects, I should say that the advanced study of science does not render a man less efficient for the public service than the man whose advanced studies have been mainly classical.

28,712. Very good. Do you think from your experience in University College that young men of equal mental ability are attracted to the various schools in similar proportions, or do more gravitate to the classics, or more modern schools?—In Dublin they go in about equal proportions to the various schools of studies for their degrees, excepting philosophy and modern languages. I should point out that the courses of the first year are of a general character. Specialisation does not begin then, it comes after the first year. In the University College, Dublin, in the first examination in arts, out of more than 130 candidates that came up, 40 candidates entered for honours in all the subjects. The subjects are Latin, another language, either Greek, French, English or Irish, physics or mathematics, and logic. And of the 40 candidates that entered for honours the number that would go to the B.A. honours degree in classics, mathematics or history, and science groups would be about four in each. In philosophy, modern languages, and Celtic studies the number is larger.

28,713. I understand you to think, Dr. Coffey, that the maximum number of marks in the Class I. exami-

nation as at present arranged, namely 6,000, is rather hostile to effective competition than otherwise?—Well, to put the case of those that are in the lower half of the examination list, it would appear to me that their marks were made up rather by a low average over a long and considerable range of subjects. If a candidate could work out the maximum of marks on subjects corresponding to his degree course, and two other subjects not included in his degree, the examination would, I think, be effective in selecting men of ability, and you would get men of more pronounced interest in certain subjects.

28,714. And better grounded in certain subjects?—Yes, and on the whole a closer approximation to the best products of the universities.

28,715. You make the knowledge of Irish compulsory for the matriculation in the National University?—It will be compulsory at the next examination, but it is not so far.

28,716. It becomes compulsory next year?—The matriculation examination held later on this year.

28,717. Are the facilities for learning Irish in the preparatory and secondary schools throughout the country sufficient to admit of the class of men who come to the university preparing themselves in Irish for the matriculation examinations?—It is possible that some time ago the facilities were not sufficient. For a number of years, however, the study of Irish has been extending in the Intermediate Schools, and the figures published from time to time when the Intermediate examination results were declared went to show that Irish was extending rapidly in the schools. When the National University had the question of compulsory Irish for matriculation under consideration some three years ago, it was not considered possible at that time to make Irish compulsory, but the growth of Irish in the schools during the preceding seven or eight years went to show that within a very short time Irish would be in a position as good as that of other subjects in the schools.

28,718. That was the inference that you drew?—Yes.

28,719. We had Mr. John MacNeill before us as a witness. He is an authority on Irish learning?—Yes, he thoroughly understands the question of Irish in the schools.

28,720. We were told by him that there was, shall I say, no progress, at least that there was a marking of time in the Irish language movement for the last two years, and that no advance was made?—No progress in the schools?

28,721. I asked him why it was, and he gave me an explanation?—I am rather surprised to hear that Irish has not extended during the last few years.

28,722. What I asked him was, whether there was the same enthusiasm for the propagation of Irish as there had been some time ago?—That is, I think, a different question. I have no personal knowledge of the recent progress of the Gaelic League, but merely as an observer I should say that recently probably the public or social propaganda by the Gaelic League has been less pronounced than it used to be. On the other hand, the educational work in Irish has been more effective, and has been extending more steadily in the secondary schools.

28,723. Do you think so?—Yes.

28,724. And do you think now that the teaching of Irish in the secondary schools, from which I presume you draw this matriculation class of students, is sufficiently advanced as in no way to impede the progress of boys to the university, who before this question had arisen would naturally come to the university?—On the whole, yes. Of course, there is a certain risk in making Irish compulsory even at the present day, but I have no fear of it, and I do not think that we shall be injured by it.

28,725. Do you think that the requirement of Irish for matriculation will exclude from the National University any class, social or otherwise, of students who otherwise would have come?—I do not think it will exclude a class.

28,726. Will it exclude any section of a class?—Some people may take the view that the Irish language



22 February 1913.]

Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

is useless. Others may be prejudiced against the subject, regarding it as an innovation, and might refrain from entering the National University on account of that prejudice.

28,727. Would you say that that prejudice is commensurate with political prejudice?—I think it has no necessary relation to politics.

28,728. No relation?—Yes, I am perfectly clear about that.

28,729. But has it relation to people's perception of the usefulness or uselessness of Irish?—I think so. I think it depends on that.

28,730. Now is that perception entertained more by the better classes, say the smaller gentry, than by the mass of the commercial trading and farming population?—The prejudice, as such, might be held by individuals of any class.

28,731. They don't see any good in Irish?—No. That would probably represent their point of view.

28,732. Do you mean the commercial classes, or do you include the smaller gentry?—It is really difficult to define.

28,733. Do you think the smaller gentry participate in that feeling—men with, let me say, landed property giving 400*l.* or 500*l.* a year?—Amongst the gentry there appears to be a very mixed view with regard to Irish. Some of the gentry are among the strongest and warmest supporters of it. Some are opposed to it, and probably in that case they would take the line of politics, but the number of people among the best classes in the country who have shown sympathy with the Irish movement is remarkable.

28,734. But you are satisfied in your own mind that the cause of Irish is gradually gaining ground?—As an educational subject, but not in the direction of making it the language of the people to the exclusion of English. I think that is impossible.

28,735. You think that is impossible?—Yes.

28,736. Do you think that the Irish educational movement, if even entirely successful, would produce the revival of Gaelic speaking in the country?—I think it would be impossible to restore it to its ancient position.

28,737. You impose for your university matriculation a very moderate standard of Irish?—Yes.

28,738. You don't require any colloquial knowledge. The entrance examination is, I take it, a written examination?—Yes. All the professors of Irish are most anxious to introduce the *visà voce*, but the matriculation examination for the convenience of schools is held at a great many centres, so that it is impossible to hold an oral examination.

28,739. And you don't, owing to the difficulty which you mention, insist on an oral examination?—Not at matriculation.

28,740. When the student gets into the university is he under any compulsion to take the Irish classes afterwards?—The university has introduced Irish as an essential subject for matriculation, fixing the date at which it is to begin as 1913. A knowledge of Irish for matriculation becomes compulsory only this year, and that rule was adopted some three years ago. At the same time another rule was adopted, that in the intervening years, between 1910 and 1913, Irish not being compulsory at matriculation, students coming into the university who had not taken Irish as a voluntary subject of matriculation, should attend a course of instruction in Irish at some time during their university course, in the early years, if possible; but no range was assigned. It becomes very difficult on account of the pressure of other subjects, and timetable difficulties, to require students to take anything like a satisfactory course of instruction, inasmuch as such students have not studied Irish before. It thus becomes an introductory course of lectures for such students. That is all that has been done in that direction during the past two or three years. I should mention that our first university examination is a very good test at present of the growth of Irish in the schools. In the first university examination, at the end of the first year, after matriculation, Irish may be taken as an optional subject, in place of one or other of the modern languages. The students in the Faculty

of Arts of the first year, in the Dublin College, number about 130. All have to take Latin for the examination. They all take English or History, but may substitute Irish for a modern Continental language or Greek. Of the class of 130 students in 1910–11, 50 students took Irish voluntarily, as a substitute for some other language. In 1911–12, 67 took Irish voluntarily, out of 130, and this year I think over 80 will take it, although in no case is it compulsory on them.

28,741. Is the standard of Irish expected from the men who matriculate rising or not?—The pass standard in all subjects is, of course, fixed, and so far the answering in Irish has been satisfactory.

28,742. I do not want you to answer this question if you desire not to; but is it the intention of the University authorities to enforce a regular course of Irish upon students during their undergraduate time?—I may say definitely that that has not been the intention, that it has never been suggested or thought of in the university. On making Irish a compulsory subject for matriculation we leave it to the students afterwards.

28,743. You have appointed professors, and you allocate time for a course?—There are courses for degrees in Arts, so that students may include Irish if they wish. We have a special school of Celtic study. The course in Celtic studies for degrees, includes old Irish, Welsh, modern Irish, and Celtic archaeology. As well as that Irish can be taken for an honours degree, as part of a modern language course. Many of the women students take this group—German or French, English, and Irish.

28,744. I am curious to know if women take Irish as an optional subject more freely than men?—I should say they do, for the reason that most of our women students' studies are mainly in modern languages, and they look forward to becoming teachers.

28,745. (*Miss Haldane.*) They will be teaching Irish later on?—Yes.

28,746. Therefore they must know it?—Oh, yes, and it is very popular.

28,747. (*Chairman.*) What do you mean by "intermediate" class, because the word has different significations?—In the memorandum sent in it refers to the Civil Service class called junior appointments.

28,748. I understood you to say that the idea of a fusion of the intermediate class with Class I. would be desirable in the view of the university?—Of course on that question I am unable to say anything as to its possibility from the point of view of the Civil Service.

28,749. But the ages for recruitment would preclude the possibility of that. The age for recruiting the intermediate class is 19½ years, and I should say nothing would be further from the idea of the Government than to raise that age?—I cannot speak in regard to the Civil Service arrangements, but we have already lost two or three students—one of them a very good man—who, having spent a year and a half in the college, went in for that examination, passed, and are now in the Civil Service. If they had remained on they certainly would be candidates for Class I.

28,750. With regard to the examiners, do you think it is desirable that examiners for Class I. examinations should be chosen from University tutors?—It would help, I think, to bring about a closer relation between the universities and the Civil Service. In most universities there are extern examiners, who are professors in other universities. These extern examiners will often have experience of three or four universities, and, I think, a common standard is being established in that way, in respect of degrees all over the United Kingdom. I have since seen the list of examiners appointed by the Civil Service Commissioners, and a great many of them are university professors.

28,751. (*Miss Haldane.*) Does a secondary teacher in Ireland require to know Irish?—Not every teacher, but I should say that in all the schools established by Roman Catholics teachers of Irish are included in the staff.

28,752. Therefore it is extremely important for future teachers to study Irish?—Oh, very important.

28,753. What proportion of women students have you?—In the last session, 1911–12, out of 765 students 137 were women, that is a little over one-sixth.

22 February 1913.]

Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

28,754. Do you find there is a lack of some other outlet besides teaching for women?—Yes, and I think that women feel that. We have women professors, and they are most anxious to have some means put forward in reference to the admission of women to the Civil Service.

28,755. Can you speak for them?—Their point of view was that there was a desirability of admitting women to the Civil Service; but as to the particular offices or conditions of service they put forward no views. It was suggested that it should be stated to the Commission that the women professors, and women students, would consider it highly desirable that competition should be open to them.

28,756. That expresses all they wish to say?—I think so; and then we were not in a position to give them any information as to the arrangement of the Service.

28,757. They referred, of course, to the higher administrative posts?—I think to all posts.

28,758. Yes, but I mean university women would consider the higher posts?—Quite so.

28,759. You have women professors on your staff?—Yes. We have three professors and one lecturer.

28,760. Have you women on your senate?—Yes, there is one lady on the senate.

28,761. And does that apply to the governing body of the college?—We have two on the governing body of the college.

28,762. Does that apply to the other colleges connected with the university?—I think, as a result of the recent elections, there is one in Cork and one in Galway, so that there are ladies on all the governing bodies of the colleges.

28,763. Do men and women work together?—Yes.

28,764. You have no difficulties?—No; of course we pay attention to the question of discipline between men and women. We have no trouble of any kind.

28,765. You have, I suppose, the students meeting at unions?—Yes, the debating society is common to men and women, and there are women students on the committee.

28,766. Your students do not reside in the college?—No, but they have a great many students' societies, and the corporate life among the students is very strong in that way. The debating society is a very important one, and I think includes probably 180 students.

28,767. Is there anything in the nature of hostels in connection with the college?—Not controlled by the college. They are provided by orders of nuns, and there are 40 and 50 students in each hostel.

28,768. These are for women students who have not got homes in Dublin?—Yes.

28,769. Do the men; reside in hostels at all?—A very fine hostel was recently erected by the Jesuits and will provide for 70 students. A number of other colleges, secondary colleges, make arrangements for smaller groups of students.

28,770. Does that refer to men studying to be teachers?—At the present time we have nothing to do with the ordinary training of the teacher of the primary school. That is done in the training colleges under the Board of National Education, but, so far, no arrangements exist for sending students in training through the university course for degrees; but this year in Dublin arrangements have been made by which students who have already been at work teaching in the country can take a course for a diploma in education. It arose out of a provision made by the National Board by which these people could obtain further training. That training is now being taken in university work for the diploma. One large body has taken a house in Dublin, and there are some 20 teachers in residence.

28,771. A body of what?—A body controlling a training college in Waterford, the De la Salle Brothers. They have taken a house in Dublin, and they have in residence 20 teachers who have come to University College to take the diploma course in education.

28,772. Those are recognised by the Board of Education?—I understand so, as between the Board of National Education and the De la Salle Brothers.

28,773. Do you look forward to all your teachers having university degrees?—I think all the secondary teachers will have degrees.

28,774. (Chairman.) Are all those teachers who come to study primary or secondary teachers?—The men of the De la Salle house are all primary teachers. I think teachers of secondary schools will have degrees in future. A great many of them in the past have obtained degrees, but as regards the primary teachers at present, it is impossible to bring them into the university, unless the training colleges already established abandon their own teaching and send students to the university.

28,775. (Miss Haldane.) I understand that those primary teachers you mention have already gone through their own training college, and they are now taking this post-graduate course?—Yes.

28,776. Are they being paid?—I presume that they have got permission for their year of absence.

28,777. Does that apply to women?—Those are men.

28,778. No women are sent to be trained to the university?—So far, none.

28,779. The women who are studying are studying with a view to becoming secondary teachers?—Yes; many of them go to England.

28,780. Could you tell me something about the cost of your course?—The arts degree classes cost about 30*l.* for three years. Examination fees are extra.

28,781. What do you regard as the whole cost, including the living of a student attending the National University?—I think in respect of living, travelling, and purchase of books, that the average cost would be 60*l.*, and then fees are extra, and vary in the different faculties.

28,782. Is there sufficiency of scholarships to take young men and women to the university?—I think so, for those who have been through the secondary schools. In addition to County Council Scholarships there are College Scholarships. We have an average of 16 scholarships in arts each year.

28,783. Are you talking of university scholarships?—Yes. They are in the college for the purpose of the university. They are on the funds of the college.

28,784. Are they restricted to a certain area?—No. They are open to the competition of all students who come to the college. There are also at present 94 county council scholars in the Dublin College.

28,785. Are those 50*l.* a year?—The great majority are 50*l.* a year.

28,786. There is no difficulty in a poor boy coming on to the university?—I think not, provided that he has been able to get a good secondary education. There is a question however of scholarships for students in primary schools.

28,787. They are open to women as well as boys?—Yes.

28,788. (Mr. Shipley.) Have you many students going in for Class I. in the Civil Service?—Of course, the National University is only established for three years, and the Royal preceded it. Taking both, in the last 10 years, I think, about 20 students have entered.

28,789. Your idea would be to limit the number of subjects until a higher standard is reached?—That is my view. Take physics, chemistry, and a branch of biology, a man who presents all has but three subjects for a Class I. examination with a limited recognition in marks.

28,790. I am taking the large examination for what we used to call the I.C.S.—elementary physics and elementary chemistry obviously could be of a higher standard?—If the standard is that of a degree course with honours it is very sparingly rewarded in marks. Take the proportion of marks, 600 for chemistry or physics, as against 2,400 for higher and lower mathematics.

28,791. Yes, but take the three sciences?—On the honours degree standard the subjects would form a strong group.

28,792. Have your students licensed lodgings?—Yes, we have deans of residence, and the dean of residence has to visit the student in his lodgings.

28,793. The standard in Irish, I gather, would be fairly low?—I think the standard in Irish at the university examination is very good, but the results of the first matriculation examination in which Irish is compulsory may show some failures. Nothing has been

22 February 1913.]

| Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

done by the university to suggest that it should be lower in the first year.

28,794. Are there very many people in Ireland who don't speak anything but Irish?—I think the number of people who speak Irish only is very small, probably not more than 20,000.

28,795. I suppose there is an important literature as regards the subject?—The early and middle literature has attracted general attention.

28,796. Of course, I am not a scholar in Irish myself, and can hardly speak upon it. Does the same rule as to Irish which applies in Dublin also apply in Cork and Galway?—Yes.

28,797. If an Irish Catholic objects to sending his son to Trinity or to Belfast, and if that son knows no Irish, where can he get a university education in Ireland?—I don't quite understand.

28,798. Suppose a Catholic Bishop refused to allow his nephew to go to Belfast or Trinity College, and the boy knew no Irish, is there any place he can get a university education in Ireland?—It seems to me that the same question applies to Latin, or any other subject compulsory for matriculation. Why should the boy refuse to learn Irish?

28,799. Latin is more common than Irish?—I think our schools will be quite prepared for the teaching of Irish. I think they are prepared at present, and as time goes on it should have even a better place in the schools.

28,800. (*Sir Henry Primrose.*) What really was the motive of the governing body of the university in making Irish a compulsory subject of matriculation? That is a very large question.

28,801. Was it educational or political?—Of course I can only offer a personal view, and I cannot speak for the views of other members of the Senate. I am certain that there was no political question. Of the educational value of Irish for Irishmen I have no doubt. It also made a national appeal. For a great many years the spoken language had been declining. It became neglected in the schools and in every way a despised language. Some 20 years ago the Irish people began to take a different view of Irish. The Gaelic League and other bodies were formed, and in that way a great public opinion was built up in Ireland in favour of the restoration of Irish, more especially on the educational side. Now restoration was quite an easy matter for men whose fathers and mothers spoke Irish. In that case it would be incorrect to speak of it as restoration, because the subject should always have been taught to the children of those parents. In other parts of the country Irish had disappeared as a spoken language for two or three generations, and there restoration was more properly applied. In any case you can well understand how a great public opinion was built up that this national language deserved a place in the education of the country. The testimony of the intermediate or secondary schools examinations showed that Irish was extending and spreading in the schools. The new university was being founded in Ireland, a great deal of interest attached to it, and a great mass of Irish opinion, not merely the opinion of people who were propagandists of the Gaelic League, or advocates of the special study of Irish, but the opinion of the people of the whole country practically came to the university that it was desirable to make Irish one of the essential subjects of study in the new university.

28,802. (*Chairman.*) Would you say the whole country, or the Nationalist part of the country?—Well, the part of the country that was interested in the work of the National University. In these circumstances in considering what should constitute the subjects for entrance to the university the question of Irish was one of degree. Many people in the university held that there should be no subject compulsory for entrance. On the other hand, in view of the general circumstances of education in Ireland, also the training afforded by the secondary schools, the university decided that Latin, and a number of other subjects should be required for matriculation with certain modifications in respect of the different faculties. I should say that the only point in question in regard to making Irish compulsory was

not the educational value of Irish, for that is not alone high, but in Ireland has a special value, but that if Irish was made compulsory the number of students coming to the university would be influenced in any appreciable degree. If it were the case that the university could hope to matriculate 600 or 700 students in one year, but after making Irish compulsory 400 only matriculated in the year, then I think the university would not have made Irish compulsory. If it eliminated a small number then, I think, the position would be that we were losing nothing by making Irish compulsory, because the small number that may not come will be compensated for later on. Undoubtedly the National University did something to add to its prestige as a public institution, making a strong appeal to Irish enthusiasm by adopting Irish as one of its subjects for matriculation. On the other hand, if the National University, in the circumstances in which the appeal was made, refused to make Irish compulsory it would have, I think, by a formal act cut itself off from a great Irish tradition.

28,803. Would it have cut itself off by abstaining from making it compulsory?—From what you have said it would make very little difference one way or the other, and under these circumstances I think they might have let it alone. Of course, it is an extremely complex question.

28,804. (*Chairman.*) Have you any considerable section of Protestants among the students?—The number in Dublin is very small. We have not more than, I think, 15 out of some 850 students.

28,805. So that in Dublin the enormous bulk are Roman Catholic?—They are, but possibly in Cork and Galway they have a larger proportion.

28,806. (*Mr. Boutwood.*) Would it be true to say in connection with that question of compulsory Irish that a very potent factor in determining the position of the university was the county councils?—Except in so far as the county councils represent the general opinion of the country.

28,807. One or two witnesses before this Commission have urged very strongly that the examination for Class I. should be very closely adapted to some university honours course and the exclusion of extra subjects. I gather from your evidence that you do not object to one or two extra subjects?—I think they would be necessary.

28,808. Why?—Well, the examination is a competitive one. In a university course for a degree with honours there is specialisation in a particular group, and the examination is limited to that group. Owing to the competitive character of the examination for Class I., I think certain extra subjects, over and above the courses read for a particular degree, should be taken.

28,809. Do you think those extra subjects would have any particular educational value to the man?—I think they would have educational value. A man entering a university after a good secondary education will spend his first university year at, say, five subjects, and after that year pass on to an honours group. I think the best men in any honours group are quite capable of carrying on outside that honours group general reading in a second honours group, and I think it would be very well that they should keep up reading in such subjects.

28,810. I do not know whether I quite rightly understood your answers to the Chairman on the general question of classical education; but this was the impression left on my mind, and perhaps you will tell me if I am right. Practically, you thought that if a man had a good secondary basis it did not really matter very much, so far as his ultimate capacity went, on what line he developed in the university?—Quite so, with certain limitations. To my mind large experimental subjects, and all subjects that require a great deal of theory are, excellent subjects. In respect of literary subjects, history and economics and modern languages, if a man with a good secondary education specialises in any one of those he is, for general purposes, in intellectual power and in that kind of capacity required for administrative work, as likely to be as effective as any other. On the other hand, I do not wish to minimise classical education, but I assume that the man who takes history, and

[ 22 February 1913.]

Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

economics as a subject in the university has had a good grounding in Latin and Greek before entering on the study of history.

28,811. Have you any opinion yourself about holding examinations in Dublin?—Not as regards Class I., but I know generally as regards examinations for admission to another service—the army medical service—there is a feeling that it would be desirable to hold examinations in Dublin. I should say if a Civil Service examination were held in Dublin for Class I. it would direct the attention of the graduates in the Irish universities far more fully to the examinations than is the case now.

28,812. What is the average age at which men enter the National University?—18.

28,813. (Mr. Graham Wallas.) The definite proposals which you put forward are set out at page 4 of the memorandum?—Yes.

28,814. The first point is that maximum marks should be reduced to 5,000?—Yes.

28,815. Then that there should be six groups of study which should have equal marks assigned to them, which would involve, I understand, the effect of lowering the comparative marking in some and raising it in others?—I may say that the suggestion of 5,000 was tentative; that represents an average.

28,816. Might I put to you the relative marks at present in these six groups in order to see how you propose that those which are above the average in the relative marking at present should be lowered to it, and those below should be raised to it. At present of your six groups, classics have 2,200; modern languages, 1,800; history and economics, 1,900; economics and law, 1,600; mathematics, 2,400; and the three sciences, 1,800?—And ancient history 1,000, is it not, giving classics 3,200?

28,817. You would include ancient history as well as modern?—Yes.

28,818. Then history and economics, including ancient history—2,900?—Ancient history would be preferred by the students taking classics.

28,819. What I want to know is whether in your group which you set down here of history and economics you include ancient history or not?—Men going on to the degree in economics also take history in the university, but the curriculum varies in the different universities in the different subjects, included in one or the other head, very much in fact; so that any group of this character should be so arranged as to permit of advanced knowledge in special branches of history and not a general inclusion of all branches of history. The group should correspond roughly to what you find is the rule in the universities, and, as a group, should relatively be equal in marking with other groups. In marking, as I have said, I would attach slightly greater value to the classics than to the others, but roughly they should be equal.

28,820. What I put to you is that, speaking quite roughly, the effect of such equality would be that the relative positions of classics and mathematics would be somewhat lowered as compared with the others?—Yes.

28,821. History and economics would count very much the same, and the modern languages and experimental science would be nearly the same?—Yes.

28,822. That is rather what you intended?—Quite so.

28,823. Then you propose that having produced that equality each group should be given 3,000 marks?—Yes.

28,824. So that a man has to take three-fifths of his marks in his main subject?—Yes.

28,825. Of the remaining two-fifths—2,000—he is required to give 500 to English composition?—I assume they all would have that.

28,826. Then that leaves him 1,500 which you propose to divide into two subjects of 750 each—extra subjects?—Yes.

28,827. For which he may draw from the whole range of the examination. The effect of that would be slightly to equalise the various subjects of specialisation and considerably to raise the value of a specialised university course, would it not?—Yes, that is so.

28,828. As compared with a widely scattered university course?—That is quite clear.

28,829. Leaving the allocation of marks, I want to consider the method of study in these various subjects. You have, I suppose, a classical faculty?—Yes, a department of the Faculty of Arts.

28,830. In the Irish National University?—Yes.

28,831. In the classical faculty is there much attention paid to Greek and Latin verse composition?—We have introduced verse composition into the degree course, and it is included in the scholarship examination—the college entrance scholarship examination.

28,832. Does it in fact prevail at present?—It is a small section, but it is part of the programme.

28,833. So that as far as you are concerned the assigning of 400 marks to these two subjects, making them equal to two-thirds of the marks for the whole German language and literature, would represent a disproportionate amount?—It represents a very high standard of scholarship in Latin and Greek—the verse composition—but I think it is quite clear that there is no proportion in the 400 for verse composition, and the 600 for German.

28,834. Then in philosophy one may either study it in main relation to the great philosophers of antiquity or in main relation to the thinkers of the Middle Ages, or in relation to definitely modern thinkers of to-day?—Yes.

28,835. Now of these three types of the study of philosophy, which would you say mainly prevails in the Irish National University?—In the Dublin College the principles and matter of scholastic philosophy receive full treatment, and having got that, the principles of the other systems of philosophy are studied in relation thereto, and in general.

28,836. Therefore any examination in philosophy which took as its main basis the study of the philosophers of antiquity, would not correspond to your teaching of philosophy, which takes as its main basis the mediæval teachers?—I think our men would be found quite competent in ancient philosophy. I think we are very strong in philosophy.

28,837. You don't mind, although you mainly use mediæval thinkers as the basis, you think you are so strong?—I think we are quite strong in philosophy, and that our men would be prepared in respect of the various systems.

28,838. You think you would compete on an equality with those whose main line of approach is the philosophy of antiquity?—I am satisfied so. We have a very strong body of teachers of philosophy. They have all worked over the whole ground.

28,839. Taking history teaching in the National University, is there a tendency to lay special emphasis on the history of Ireland?—Not for the B.A. honours degree course. In the degree course, if anything our course in history is specialised in the direction of European History; for the degree course last year the special subject was the Empire and Papacy, and all that mediæval history studied from original sources. For the preceding year the special subject was the French Revolution. In addition there was general modern history.

28,840. And by specialisation you exclude specialisation on the history of Ireland?—Irish history is taken for the first university examination. It may also be taken as an ordinary subject for the pass B.A. degree. Further, a student who has pursued the history course for a B.A. degree with honours may proceed to M.A. degree by a research course in Irish history. Then ancient Irish history is taken in connection with courses for degrees in Celtic studies. Mr. John MacNeill is the professor of ancient Irish history, and he has done much original work in this subject.

28,841. Would you think it desirable in the Class I. examinations, that a student who had specialised in, among other things, Scotch or Welsh or Irish history, should be given an opportunity of showing his knowledge?—There should be options in respect of the special subjects of history.

28,842. Which would enable him to show his special knowledge?—Yes.

22 February 1913.]

Mr. DENIS J. COFFEY, M.A., M.B., B.CH., LL.D.

[Continued.]

28,843. (*Mr. Boutwood.*) You would not confine that to Irish?—No, any special branch of history.

28,844. (*Mr. Graham Wallas.*) How many matriculated students have you in the National University?—The number of matriculated students entering in 1910 was approximately 800; in 1911, 488; and in 1912, 685.

28,845. How many matriculated and graduate students have you at the present moment?—In the Dublin College about 850 students. Of that number about 80 are students who are taking diplomas, or students who are doing post-graduate courses. The number of undergraduates at present in the Dublin College is about 770.

28,846. Speaking roughly, in the case of the Cork and Galway Colleges, what would the figures be?—I think in Cork last year over 460, and in Galway over 150. In the present year the figures are higher.

28,847. Have you had experience of the corporate life of other universities besides your own?—Of continental universities, yes; but no special experience of English universities.

28,848. Would you say from your experience that the corporate influence of a university is not solely dependent upon residence in the university, in a definite group of university buildings?—I am quite satisfied it is not solely dependent on residence in a definite group of buildings, although I should like very much that we had residence for ease of working. But so far as corporate life is concerned, it can be developed in other ways. Our students have a great facility for forming societies, for having all sorts of organisations, and for free interchange of ideas.

28,849. You have in your university an administrative and clerical staff working probably under your directions?—I have nothing to do with the administrative staff of the university; we have a staff in the college.

28,850. Then taking administrative and clerical work as distinguished from the teaching work, do you employ women in that administrative and clerical work?—There are no women employed at present, but there is no reason why they should not. I mean there is nothing against it.

28,851. In many universities a good many women are employed in that way. What was the body which took

the actual decision, the effective decision with regard to the compulsory Irish for matriculation?—The Senate of the university.

28,852. How large a body is that?—Thirty-eight members.

28,853. There was a definite vote in the Senate?—Yes.

28,854. Therefore the decision must have been a decision of many men, at least 20?—Nearly all the members were present, I think, when the matter was discussed.

28,855. It must be presumed different members of that body had different motives?—Yes, there were different views.

28,856. (*Mr. Shipley.*) One or two questions about finance. It seems to me the university is extremely well provided with professors for the number of students. Are the professors paid from 600*l.* or 800*l.* a year?—An average of the full-time professors in the Dublin College is less than 600*l.* The number of the professors is merely commensurate with the faculties which the charter of the University provided for.

28,857. You have a very fair number of good scholarships. Where does the money for the National University come from—is it voted by the State?—The Parliamentary Vote to the Dublin College is 32,000*l.*; Cork, 20,000*l.*; and Galway 12,000*l.*

28,858. The State gives these sums?—Yes.

28,859. The fees the students pay are presumably not high?—The fees are similar in standard to the Scottish universities and the University of Belfast.

28,860. Are there any other sources of income?—The county scholarships which provide, in respect of revenue, only the fees of the students holding the scholarships.

28,861. Is there any endowment?—No private endowment. Endowments for scholarships and special prizes are growing up, they may come in in a larger way later on.

28,862. (*Miss Haldane.*) As to the county scholarships, is the university prescribed?—Each county makes its own arrangement. A great many limit the scholarships to the National University, and according to the locality of the county some are limited to a particular college as well. But on the other hand there are, I think, five or six counties that do not limit their scholarships to one university.

## SEVENTY-FIRST DAY.

Monday, 24th February 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WARWICK, F.S.I., called and examined.

28,863. (*Chairman.*) You, Mr. Lyons, belong to the Boundary Survey and Valuation Department?—(*Mr. Lyons.*) Yes.

28,864. You are a surveyor?—A valuer and surveyor.

28,865. How long have you been in that office?—About nineteen years.

28,866. Were you recruited by open competition?—Yes.

28,867. Had you expert qualifications?—Yes. I was a graduate in civil engineering of Dublin University, and I had practised for four years before I entered the Valuation Office. I am a Fellow of the Surveyors' Institution, and so is Mr. Warwick.

28,868. When, Mr. Warwick, were you recruited?—(*Mr. Warwick.*) About twelve years ago.

28,869. What qualifications had you?—I was a member of the Surveyors' Institution.

28,870. Were you recruited on your professional qualifications or did you submit yourself to public competition?—(*Mr. Lyons.*) I was appointed by open competition, after an open competitive examination.

28,871. With gentlemen of qualifications similar to those of yourself?—Yes.

28,872. Was that also the case with Mr. Warwick?—(*Mr. Warwick.*) I was appointed in the same way. (*Mr. Lyons.*) We are a special technical professional body.



24 February 1913.] Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WARWICK, F.S.I. [Continued.]

28,873. Did you enter on a particular scale of pay?  
—Yes.

28,874. What did you begin with?—100*l*.

28,875. What is the maximum of the scale?—It has been altered several times.

28,876. What is the existing maximum?—The existing maximum is 500*l*., but in order to explain, I should tell you what has happened. Before 1893 the valuers and surveyors were appointed by the head of the department without any professional examination, except a mere certificate obtained from a local engineer that the man knew how to use a chain and had a satisfactory knowledge of surveying. When Sir John Barton was appointed Commissioner of Valuation on the 1st of July 1892, he thought after a year that he would like to have better qualified men. The men who had been taken under the old system were second division clerks, whom the former head of the department made his valuers at the starting salary of 80*l*. a year. Sir John Barton at the end of 1892 got the Treasury to institute the open competition system of a special examination for men professionally qualified, and I was one of the first body of men who came in by open competition as a professional man. The salary then offered by the Treasury was 100*l*., rising by 10*l*. a year to 300*l*. for the second section valuers; and 315*l*., rising by 15*l*. to 450*l*. for the first section. There was a break at the 300*l*. At the examination at which I came in, there were 18 candidates for five posts. After some years capable candidates began to fall off, and Sir John Barton applied to the Treasury for leave to raise the minimum salary from 100*l*. to 120*l*., which permission the Treasury gave. The result was rather curious, I might almost say without precedent in the Civil Service. A man about two years junior to me was appointed in December 1894 at 100*l*. a year. Consequently in the normal course of events he did not reach the 120*l*. until December 1896. It was in 1896 that the Treasury sanctioned the increase of minimum from 100*l*. to 120*l*. The result was that another man was appointed in 1896 at 120*l*. a year, and he actually gets a higher salary than the man who is almost two years longer in the Service. Mr. Ryan had a little under two years' service when the other man, Mr. Murphy, was appointed. We have pointed that out in the written memorandum which we have placed before the Commission.

28,877. You point that out as an abnormality, but not as the basis of any particular claim you make now?—We do in this way, that of course it is the most striking anomaly in the salaries of the valuers. There are others, but that is the most striking.

28,878. But it will not occur again?—No. It cannot occur again now.

28,879. It occurred in 1896 on the occasion of the raising of the pay?—Then the pay has been raised since.

28,880. The minimum pay?—Yes. It was raised in the year 1901 from 120*l*. to 150*l*.

28,881. That is not an uncommon incident of the public service?—We look on it in this way. We have equal qualifications to men who came in at the higher minimum salary. We can give written evidence of that if you like. The result has been that the men in what I may call the middle of the valuers are at a disadvantage in salary in reference to their length of service when compared with the junior and senior men.

28,882. But they are not at an absolute disadvantage. They get all the salary which they bargained for when they entered the Service, though the other men who entered later may perhaps get a better salary. The same thing happened, I think, to the men recruited by the Class I. examination some time ago for the Local Government Board. The minimum was 150*l*., and afterwards, for certain reasons, it was raised to 200*l*. The same sort of difficulty would present itself there as in your case, but it would not be a general difficulty. It would only be an inequality in reference to particular gentlemen who happened to enter at that particular time. The hardship, if you can call it a hardship, is relative between you and the men who entered at the higher pay. It does not affect the Service as a whole in the future. You have not been

worse treated than you bargained for?—No, we have not, but there is another point which I was going to explain. I told you a moment ago that the minimum was raised to 150*l*. Then there would still remain two sections, first section valuers and second section valuers. The Superannuation Act of 1890 had a curious effect on our department. Our department had more men in it over 65 in 1890 than any other department in Ireland. I was not in it at the time, but I believe I am right in saying that there were 15 men over 65 who were retired compulsorily in 1890 under the Act. The result was that a number of very junior men got put up much higher in the second section than otherwise they would have had any expectation or chance of for years. The result was that after I came into the department those men who were put up from the second section to the first section by promotion got an enormous jump in their salaries. One man, I think, got an increase of about 106*l*. when he was moved from the second to the first section, but the men who were further down on the list, that is, the two or three men at the bottom of the non-competitive examination men, and the first seven or eight men at the top of the competitive men, were, if I may say so, between the devil and the deep sea. We have seen the men above us getting things by luck and the men below us getting things by luck, and we have got nothing.

28,883. Still, the way was cleared for you to a certain extent. The compulsory retirement of those 15 gentlemen led to the promotion of a number of young men who must have made room for you. They would have blocked you if these gentlemen had not been retired?—If these gentlemen had not been retired there would have been no vacancies, no competitive examination at all.

28,884. Their retirement made room for the promotion of 15 or 16 men, which must have facilitated the flow of promotion in which, I presume, you must have participated?—No, because none of us were in the department in those days.

28,885. Do you mean to say that certain young men got promotion to upper grades and there they remain? They are young men and will remain there until they are 65, blocking your promotion?—No. They don't block promotion, because early in 1910, as a result of a memorial we presented to the Treasury, the Treasury amalgamated the two sections, and they made the salary 150*l*., rising by 15*l*. to 500*l*., so that there is no possibility of any of us ever getting a jump. The sections are amalgamated, so that there is no promotion from one section to another. We are all in the one boat.

28,886. Is 500*l*. the furthest you can hope to reach?  
—Yes.

28,887. But you get your increment of 15*l*. every year?—Yes.

28,888. What pay are you now drawing?—301*l*. 17*s*.

28,889. You have got a run to 500*l*.?—Yes. As regards the position of the men below us, the result is that a man entering the Service at 150*l*. attains the same salary after 10 years that it has taken me 20 years to attain.

28,890. But you forget the proper reading of the parable?—We have heard that before. At the same time we have looked at it in this way: The labourer who came in at the eleventh hour only got a penny, whereas in our department the labourer who came in at the eleventh hour got three half-pence. That is where we think the parable does not apply to our case.

28,891. What remedy do you think should be applied to that state of things? You would not deprive the men who entered on the higher wages of their luck?—Certainly we would not.

28,892. Would you ask the Government to give you an addition in order to equalise it?—Yes; we have already applied to the Treasury a few times on that point.

28,893. What justification could you offer the Treasury for an increase of wages, not because of the work you do, but because of the better luck of other men?—We thought it a more or less recognised thing that salaries in the Civil Service should approximate propor-



24 February 1913.] Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WARWICK, F.S.I. [Continued.]

tionately in some way to the length of service, and the present condition of things in the Valuation Office is not in accordance with that principle. I have pointed to the case of Mr. Ryan and Mr. Murphy, which is a gross violation of that principle.

28,894. Is that the substance of the representation you wish to make to us?—Yes, as regards the pressing grievance of seven or eight men in the middle compared with their seniors and juniors, but as regards our body as a whole there is a much more important point than that. The second point in our memorandum is what we lay most stress on, and that is the fact of our being compelled to make valuations under the Finance Act. That duty has been imposed on us without our consent, although we were appointed long before the passing of that Act to carry out the provisions of the Irish Valuation Acts only.

28,895. Your complaint is that these duties, imposed on you by recent legislation, are in addition to the duties which you had previously discharged?—Yes.

28,896. Do you claim an enhancement of pay on that ground?—I don't think it is quite correct to say that they have been imposed on us by legislation.

28,897. Certain functions consequent upon recent legislation have fallen to your lot?—Yes.

28,898. And because they have fallen to your lot you claim extra pay?—Yes, because they were not in the bond when we entered the Service. They were not part of our duties.

28,899. Do you work more than seven hours a day?—We do.

28,900. There may be presses of work, but do you say that, as a rule, these additional duties caused you to work longer hours than the Government are entitled to claim?—Yes, because since this other work has been thrown on us, when we value an urban district, the head of our department insists upon our making the gross and full site valuations of every tenement whose rating valuation we alter, and he expects the district to be completed in the same time as formerly, so that no special time is allowed for the Finance Act valuations.

28,901. It compresses the work?—Yes, and we have to work a greater number of hours per day.

28,902. How long will this valuation last?—In the county boroughs and urban districts of Ireland—I speak now as an ex-Finance Act valuer, because I was the first district valuer for Dublin under the Finance Act—there are 335,000 tenements, leaving out altogether towns in the rural districts and rural districts themselves, and I believe that there are some 35,000 of the 335,000 provisional valuations issued up to date.

28,903. How long will it take to have the whole of this work finished?—It depends very much on the staff.

28,904. With the staff which you have now how soon does Sir John Barton expect to have the work done?—That I cannot say.

28,905. Can you form any estimate yourself?—I have not thought over it, but with the present staff I should think it would take 20 or 25 years at least. You are aware that Sir John Barton is employing a brand new staff for doing the Finance Act work in Ireland, but we at the beginning did a certain amount of Finance Act work for him, and we are still doing it. There are four of us at present in the country, one in the south and one in the west, and two in the north, making valuations for increment value duty and estate duty. There were six until the other day, two are back, but there are still four at it. When we go to our districts every year we make all the Finance Act valuations for every house we touch in our urban districts.

28,906. Do you work much more than seven hours a day?—I should say, that taking one day with another, we work fully one hour to one hour and a half over, and in saying one and a half hours I would be under the mark.

28,907. But is it work that falls naturally within your duties?—No, my Lord. We submit that it does not, because our warrants, which each of us has given to him on appointment, define our duties. The warrant certifies that I have "been appointed in pursuance of " an Act passed in the session of Parliament held in the

" fifteenth and sixteenth years of Her present Majesty, " and of Acts amending the same for the general valuation of Ireland, and of an Act passed in the session of " Parliament held in the seventeenth year of Her present " Majesty, and Acts amending the same for the survey of " Ireland," and I am " authorised to enter upon all lands " and buildings to value them, and do all necessary acts " to perform those duties." That is dated the 10th day of May 1894, or 15 years before the Finance Act, and we submit therefore that the valuations under the Finance Act, which we are directed and compelled to do, is outside the scope of our duties, and, as we have been compelled to do them, we ought to be paid for them.

28,908. But might not a critical objector say that under that warrant you are entitled to no more pay than is fixed by it?—Yes, if other duties were not imposed.

28,909. Yet your maximum pay is higher now than when you entered the Service?—Yes, our maximum is higher, but it has been recognised by the Treasury that we have got no extra pay for doing the present work.

28,910. I assume that; but the critic might urge that the warrant appointed you for certain purposes at a certain rate of pay, the maximum of which is higher now than when you entered the Service. In raising the maximum the Government conferred on you a benefit, while, the critic might urge, in objecting to this extra work you are in return treating the Government badly?—No, because that increase was given long before the working of the Finance Act began.

28,911. And therefore you say the Government cannot hold you to the exact terms?—No, and the Secretary of the Treasury has already informed the House of Commons that no extra remuneration has been given to us. On Thursday, 11th July 1912, Mr. Horner, the member for South Tyrone, asked a question regarding the remuneration granted to the surveyors and valuers for this work, which is outside the scope of their duties under the Irish Valuation Acts, and Mr. Masterman, the Financial Secretary, gave as his reply that "no extra remuneration has been paid for the " valuation work in question, which did not involve " an extra hour's work."

28,912. An extra hour's?—Yes, but we do not say that. We have been asked over and over again by the Commissioner of Valuation, and pressed to do the districts in the same time as formerly.

28,913. Is there any other point of view that you wish to bring under our notice?—Yes, there is the first clause in our memorandum, that our transfers or promotion to other posts was blocked by the Department by agreement with the Board of Inland Revenue.

28,914. What have you to say on that matter?—There are a number of men in our Department who are Englishmen, and who are anxious to get back to England. When the Valuation Department of the Inland Revenue was created in England for the purpose of the Finance Act, several of us—and I myself, although I am not an Englishman—made application to be transferred, and were told at first that our transfers would be sanctioned, but an agreement was arrived at between Sir John Barton and Sir Robert Chalmers, the then Chairman of the Board of Inland Revenue, and the transfers did not take place.

28,915. Are you speaking from hearsay?—I am quoting what Sir John Barton told me and what I learned from Sir Robert Thompson, the late chief valuer of the Board of Inland Revenue. Sir John Barton told me himself that he had made arrangements with Sir Robert Chalmers that he should not take any men from this side of the water on the ground that Sir John Barton would want all the staff he had in Ireland and could not spare them. Several of us—I myself among the number—had been promised appointments. I had been promised a post under that Act worth from 550l. to 700l., and but for that block I would have got it. There are two or three other cases in the Department of men whom the block affected in the same way. One of them has now gone to Bombay, and though I wrote to him I have not been able to get his letter as evidence, as it has not arrived. But I can show you a letter that I had myself, proving the statement that

24 February 1913.]

Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WÆRWICK, F.S.I.

[Continued.]

I have made, and we think that if, on account of the circumstances of the public service, it was found necessary to prevent our promotion to England, we should be rewarded in some way or other, and receive some *quid pro quo* in exchange for the prohibition that was enforced against us.

28,916. Most of us who have served the State know of instances of the kind that pressed hard on the individual. The exigences of the public service often do inflict hardship of that sort?—We recognise that, and it is for that reason we feel that the really important point that we submit to you is the second, that the making of these Finance Act valuations was not in the bond that we were appointed under.

28,917. The important point is the time. Is this work an addition that compels you to work over the seven hours?—It is.

28,918. You would not object, I gather from your evidence here to-day, to giving an additional hour or so to the public service, if it were for a limited time?—No, my Lord, I have worked at short stretches fourteen hours a day, until I burst a blood vessel.

28,919. No doubt most of us have done that sort of thing, but you say that it does impose a very great addition to your work, that it is not temporary, and the result of it is that you cannot finish your work within the seven hours, and you think you are entitled to some consideration at the hands of the Government?—Yes.

28,920. Is there any other point?—I wish to put one point before you. When you referred to the fact of the maximum salary having been raised from 450*l.* to 500*l.* did you remember that that was done before the Finance Act was in operation here?

28,921. Please do not ask me a question. I put the matter before you as a view which a critical objector might put forward?—Well, I think I have met it by saying that that increase was made by the Treasury before the Finance Act work was in operation. So the Treasury have said in their reply, and Mr. Masterman in the House of Commons stated that we do not get the least remuneration for this extra work.

28,922. His answer was, that while you had derived no increase of emoluments there was no increase of labour imposed upon you compelling you to do more than the seven hours a day?—We dispute that altogether. There is one other little point that occurs to me. I may tell you that in the nineteen years I have been in the Department we memorialised the Treasury seven times. We memorialised them since the Finance Act was passed in 1911 and 1912, and neither time did they give us anything though we asked to be paid for this Finance Act work. But in our memorial of the 21st May 1912, we asked for an inquiry into the working of the Department, and the Treasury in their reply did not say that they would grant an inquiry or would not grant an inquiry. They merely said that they would not give us any extra pay, and we thought, perhaps as Civil servants are apt to think, that our memorial did not receive adequate attention; in fact, we thought it had not been read, if I may say so, because if the memorial had been read the very first point in it is a request for an inquiry, and not for an increase of pay. We asked for an inquiry into our salaries and conditions of service.

28,923. Are you satisfied with the conditions of service—leave and pension?—Yes, my Lord, we are. We don't grumble about our pension, which is the ordinary pension of the Civil Service. We were all given the option of the exchange from the sixtieth to the eightieth, and most of us took it, except the men who are nearly 60 years of age; and, as regards leave, I think we are fairly treated.

28,924. And what is there about the conditions that you express dissatisfaction with?—I would say that the chief would be the compulsion upon us to make these Finance Act valuations.

28,925. Oh, that is what you mean. Without that explanation I should not have understood it?—The Treasury, in their letter of the 8th August 1912, did not say whether they would grant an inquiry or whether they would not.

28,926. (Mr. Boutwood.) The only question I want to ask you is this: When your scale of pay was revised two or three times was any change made in the character of the examinations?—A slight change was made for a short time, and then the change was abolished again. For a short time there was a stipulation that every man going up for examination should have served two years in a surveyor's office. That did not hold good at first; it held good for a few years and it was abolished; and it does not hold good now if a man has other professional qualifications which are equivalent. As a matter of fact, it was a matter of very little importance for this reason, that, as a fact, the men who came in before that little alteration was insisted on had rather longer professional experience and higher qualifications than the men in whose time that alteration was enforced, so there is nothing in that point. A university engineering degree or a college diploma is considered as a full equivalent, and accepted as such, and all the men who got in before the rule, except one, had either of these, and experience with a surveyor as well.

28,927. (Mr. Graham Wallas.) When you came into the Service I understand your maximum was 300*l.*?—Yes.

28,928. And if you were promoted to vacancies on the high scale your maximum went to 450*l.*?—Yes. Of course we were really all the one class. I mean there was nobody else to be promoted. When a vacancy occurred in the first class we must be promoted. The bar was only put there so as to give the head of the Department a convenient lever for not promoting a man whom he did not think fit to fill the higher office.

28,929. Do all the Finance Act valuations take place in the country?—Well, in the early days we were engaged in the City of Dublin. We fixed 13,000 gross and full site valuations.

28,930. And the valuations now take place in the country?—Yes.

28,931. What allowance do you get doing that work?—We get a subsistence allowance of 12*s.* 6*d.* a night.

28,932. Is it the fact or the custom that you don't spend the whole of that 12*s.* 6*d.* a night during the whole of your stay in the country?—Well, the increase in the cost of living in Ireland has been very great in the last 10 years. When I became a revising valuer, as we are called, the scale of charges in the hotels was 25 per cent. less.

28,933. You don't contend that you all spend the whole of that 12*s.* 6*d.* a day on your subsistence?—Well, we don't contend that we all spend it, but some years ago we asked the Treasury to give us 15*s.* a night, the same as they give to the assistant surveyors in the Post Office. Other officers were drawing 15*s.* a night with approximately the same salaries, and we asked to be put on the same basis, and they said to us: "Your work lasts for a large proportion of the year, and, as a rule, you stay for a good while in one centre, and we think that your 12*s.* 6*d.* a night is as good as the 15*s.* a night of the man who does not stay beyond a night or two in the same place." We don't grumble when we are some time in the one centre, but we don't think it fair when we are constantly moving about. I found when I was sent down to County Armagh last year, to make valuations under the Finance Act, that, by running about, I went beyond the subsistence allowance of 12*s.* 6*d.* a night.

28,934. If it was declared that none of the group of valuers and surveyors to which you belong should, in future, be employed on the Finance Act valuations, would that satisfy you?—Yes, certainly, if we are not to be paid for Finance Act valuations.

28,935. And you would be quite satisfied if you were to lose that work, and the subsistence allowance, and everything connected with it?—Of course, we get a subsistence allowance when doing the Finance Act work, but there is a loss. If I am sent to the country to-morrow on Finance Act work I am a loser. As a matter of fact, at this very moment there is a Treasury memorial in process of manufacture amongst us in the Department, asking to be relieved of this work.

28,936. (Mr. Shipley.) At what age did you enter the Service?—At 27. I was 46 yesterday,

24 February 1913.] Mr. F. OLIVER LYONS, F.S.I., and Mr. GEORGE WARWICK, F.S.I. [Continued.]

28,937. Will you just give me an account of a day's work in the country?—We usually begin about nine and not later than half-past nine. Of course, it depends upon the time of the year, but in summer time it is nearly half-past six or seven before we stop. Of course, in winter time we don't stay out so much.

28,938. I want to know what you do in the country—whether you are measuring fields, or what? I want you to give me an idea of your country work quite shortly?—The whole of Ireland was valued by Sir Richard Griffiths between the years 1853 and 1865, and the last county valued was Armagh in 1865. This is a valuation for rating which has to be kept up to date.

28,939. (*Chairman.*) Sir Richard Griffiths's tenement valuation has to be kept up to date?—Yes.

28,940. The town land valuation was corrected afterwards?—Yes, and was made into a tenement valuation. The valuation that holds now is a tenement valuation. Tenements get altered and lands get divided and sold, and new buildings are put up and old buildings thrown down, and there is the work of the Congested Districts Board, what is known as "striping," which has changed the whole face of the country. All this has effected changes, and that forms the work for us. It is the rate collector's business to report to his urban district council or his county council as to these changes, and put them on the list for us before the 15th of June. Under the Valuation Act they are open for inspection from the 15th to the 27th of June, and on the 27th of June they are sent to our office, and consequently our country work begins every year about the first week in July. We must have the work finished before the 1st of March, according to the Valuation Act, so that some years I have had to work 14 hours a day. It has happened when the work has been very heavy that we have on occasion to do 12 and 14 hours a day in order that the revision should be completed in time, and this was altogether apart from the Finance Act.

28,941. Now give us a statement of the additional work that is thrown upon you by the Finance Act?—The foregoing applies mostly to the country work—the farmhouses and the division of lands and that class of work. In some parts of the country, though, you have large factories and mills that take a long time to do. We do the rural districts first, and so get the worst part of the driving work over before the depth of winter. Then we do the urban centres for new buildings put up and old buildings thrown down, and inspect the gas works and water works and railway stations and everything that is subject to valuation. The work that we do at present under the Finance Act is this. In every case of a tenement which we value for rating we make out the gross and full site value, which is practically making the entire Finance Act valuation. The only reason we are not asked to complete it is that Form 4 is not yet issued, and the fixed charges, if any, consequently not known. When Form 4 is issued and returned these can be easily calculated, so that we have practically done the Finance Act valuation.

28,942. Take an ordinary town tenement, how long do you take to value it?—Well, my Lord, the best idea I can give you is this. When we make valuations in the country we not only make them in our note-books but we enter them upon the valua-

tion lists. We send up our books and maps, and we put all the alterations on the maps.

28,943. Do you not put them on the maps when you come to head-quarters?—No. We must have the maps with us in the country to enable us to identify the tenements. I think 42 list cases is certainly a revising valuer's work a week. He certainly does not do less work. That is about six list cases a day—that is six cases on the lists furnished us by the county councils.

28,944. Well, what addition to the day's work would you have to put in on account of the Finance Act valuations?—I think it would take up at least from an hour to an hour and a half. I don't think I am overstating when I say that it would do that.

28,945. Would you say that 12 per cent. is added to your work by that?—Yes, and more.

28,946. (*Miss Haldane.*) Is it not the case that there have been other recent cases in which additional work has been thrown on Civil servants without their being paid more?—No, I don't think so, unless it was in their agreements when they entered the Service.

28,947. I had in my mind the Customs and Excise under the Insurance Act. I merely want to arrive at whether your class is the only one or whether there may be other classes of persons with a similar grievance?—You will understand the point I am making is this. Since I entered the Department 19 years ago, our ordinary duties have increased to a great extent, and we might not complain about that because it was in our bond, but this Finance Act valuation is work that we say was not in our bond when we entered the Service.

28,948. I was speaking of cases in which additional work was thrown on the Customs and Excise officers in connection with the Insurance Act?—It may be. We submit that our duties are contained in that warrant, and if we are asked to do any work that is not in that bond, we are asked to do work that is not in our agreement when we entered the Service.

28,949. I merely wanted to know whether you are the only class that is treated in this manner?—I have never known of a case in Ireland where extra duties have been imposed upon Civil servants that were not in the original bond of service where the Civil servants have not received extra pay.

28,950. (*Chairman.*) You speak of an original bond, do you know there is no bond?—You know what I mean, my Lord.

28,951. Yes, but let us be clear. If we are going to talk about a bond, let us realise what we are saying. In the strict interpretation there is no contract whatever. You know a Civil servant may be dismissed at a moment's notice without reason given. There is no bond, but there is an honourable understanding?—I thought that as long as he was efficient—

28,952. The Government makes itself the judge of the efficiency. We will attend to your case, Mr. Lyons, and the case of the other gentleman. I suppose you are both exactly in the same position?—(*Mr. Warwick.*) I am exactly in the same position, except that I am somewhat junior. I was just sent here to say, first, that we have no recompense for working the Finance Act; and, secondly, that there is no extra prospect, no outlet by way of promotion, no co-operation between this Department and the English Department.

(*Chairman.*) We will give the matter our attention.

Mr. E. J. O'SULLIVAN, called and examined.

28,953. (*Chairman.*) You come here to represent the assistant clerks of the Valuation Office?—Yes, my Lord.

28,954. How did you become an assistant clerk?—I first passed the boy clerks' examination.

28,955. Were you a boy clerk originally?—I was, my Lord. I first served in London as a boy clerk, and then I passed the assistant clerks' examination.

28,956. When?—In 1898.

28,957. You are an Irishman?—I am, my Lord.

28,958. What do you complain of?—The Treasury held out that, after four years' service as an abstractor, should our conduct be satisfactory and our work satis-

factory, we would be eligible for promotion to the second division. I have had upwards of 14 years' service.

28,959. Was that the precise condition of things?—Yes.

28,960. There was a period within which your promotion could not be considered?—Not before four years.

28,961. After those years had passed your promotion to the second division became possible, provided otherwise you were eligible?—Yes.

28,962. You know, don't you, that the promotion from the assistant clerk's class to the second division was, under the Orders in Council, to be an exceptional

24 February 1913.]

Mr. E. J. O'SULLIVAN.

[Continued.]

matter?—No, but hope was held out to us that after four years' service in that grade, provided our work and behaviour was satisfactory—

28,963. No, pardon me, that was not the hope held out to you. The position is this: no matter how distinguished your service was as an assistant clerk you were not eligible for promotion until you had spent six years in the Service. When six years' service was completed then, if your service was specially meritorious, you might be promoted. The words of the Order in Council are: "A permanent Civil servant of a rank below the second division may be appointed to that division on the ground of special merit, with a certificate from the Commissioners under clause 7 of this Order, but such certificate shall only be granted exceptionally after no less than six years established service, towards which not less than one year, and not more than two years of registered service in the boy clerks may be allowed." So the position is this, that you could not be considered for promotion until you had served six years. Having served those six years, if your merit was of an exceptional character, then the head of the department could promote you, but you must consider this: the examination for entering into the second division is of a much higher kind than the examination for assistant clerks. If every assistant clerk who was well conducted and whose service was meritorious could claim promotion into the second division there would be little room for men to enter that division by examination?—I would respectfully suggest that a fourth of the vacancies should be apportioned.

28,964. I am prepared to hear your opinion on that point, but at the present time there is no precise number of places in the second division earmarked for the assistant clerks?—You say the examination for the second division is much harder. Of course it is, but if an assistant clerk is intended for the second division by the head of a department, he has to pass a qualifying examination.

28,965. He gets a certificate from the Civil Service Commissioners, but they very rarely examine him?—He has to pass a certain number of subjects, my Lord.

28,966. Is that necessary?—It is, my Lord. I have never known an instance where they were not examined.

28,967. Yes, but they also may dispense with the examination. It rests with the Civil Service Commissioners doesn't it?—They have to sit for an examination and must qualify in the second division subjects.

28,968. You have had an opportunity of sitting for the second division examinations?—Yes, I have had an opportunity.

28,969. Why did you not take advantage of it?—I was up, and qualified, but subsequent events precluded me.

28,970. Other persons were deemed better than you?—I could not stand after that.

28,971. If a large proportion of assistant clerks were promoted to the second division, there would be very little left for men passing in by the higher examinations?—In the office I am employed in, there were 14 vacancies in nine years, and I think two were promoted from the assistant clerks, and one of these was a temporary clerk.

28,972. (Mr. Boutwood.) Is that the table in front of your appendix?—Yes, there was one appointment made out of 14 in nine years.

28,973. (Chairman.) How many are there?—There are 13 assistant clerks.

28,974. That was at the rate of one a year?—I believe I have the longest service of any of the new class in Dublin, and I have not been promoted although my work has been satisfactory and my conduct also.

28,975. Have you taken out any evening lectures at the university?—No, my Lord.

28,976. Your complaint is that the assistant clerks don't get sufficient promotion in the second division?—Yes.

28,977. You say about one-fourth or 25 per cent.—do you really claim that one-fourth of the appointments to the second division should be reserved for assistant clerks?—I would suggest that, my Lord, because there are a number of us doing the work that second division men should do.

28,978. What do you mean by the work that second division men should do?—Well, checking office copy.

28,979. You consider that second division work?—That is work which the second division men do.

28,980. I should have thought they did higher work than that—don't they draft letters?—No.

28,981. Checking is only mechanical?—Yes, of course, and copying is only mechanical too. The assistant to the accountant is only an assistant clerk, and he does the work of the accountant during the latter's absence. Then there is an assistant to the registrar. He is also an assistant clerk, and he does his work while the registrar is away, and he receives less than one-third of his salary.

28,982. But that is only for a short time?—He does it for a month, and it shows he is able to do the work.

28,983. (Mr. Shipley.) You don't complain of the rate of pay?—It is want of promotion I complain of, and I think the maximum is rather low.

28,984. The maximum is 150l.?—Yes.

28,985. (Mr. Graham Wallas.) There have been 14 vacancies, and if the rule you apply here had been in action there would have been three appointments out of 14?—Yes.

28,986. And 11 assistant clerks during that time were both competent and deserving of promotion?—Yes.

28,987. But only three of the eleven men would have been promoted to the second division?—Yes.

28,988. (Mr. Boutwood.) What class of work is it in your office?—Checking office copy and county copy, and checking lists of changes.

28,989. So they put second division clerks on that?—Yes.

28,990. In the section of your paper headed "The Commissioner's Absolute Power," I gather that your commissioner has refused to recommend for the consideration of the Treasury eligible men. Does that mean that he did not regard those particular men as eligible, or had he some general policy? Did he give any indication of that?—He did not wish to promote anybody at all.

28,991. Let us assume, for the purposes of the next question, that it is true that you have a chief who will not exercise the powers under the Order in Council, how would you remedy that?—I don't know what we could do. We have petitioned him more than once, but he turned a deaf ear to all our entreaties. He does not wish to promote anyone.

28,992. (Chairman.) Is there anything else?—I think it is very hard that I have not been promoted after 14 years service.

28,993. I don't want to make any personal allusions at all, but you will admit that promotions cannot go by seniority. Under the rules that exist at the present time promotion must go by exceptional merit?—I don't see any difference from the point of view of ability between the second division men and the assistant clerks. I do second division men's work, fairly frequently, and I am quite prepared to sit for an examination, as I told the Commissioner, if he would nominate me.

## SEVENTY-SECOND DAY.

Tuesday, 25th February 1913.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).Mr. ARTHUR BOUTWOOD.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.Mr. GRAHAM WALLAS.  
Miss HALDANE.  
Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. GEORGE A. STEVENSON, C.B., C.V.O., called and examined.

28,994. (*Chairman*.) You are a Commissioner of the Public Works Department in Ireland?—Yes.

28,995. How long have you been a commissioner?—Since 1892.

28,996. Previous to that you were in the Civil Service?—Yes. I entered the Civil Service in open competition under what is called the Class I. scheme.

28,997. Was that the existing Class I. scheme?—I have not followed the changes, but it was the highest form of competition.

28,998. The highest examination, common to the Indian Civil Service?—The highest of all.

28,999. In what year did you enter?—In 1880.

29,000. Were you in the Treasury between 1880 and your appointment as commissioner?—Yes, except in 1892, when I was away from the Treasury to serve as private secretary to the Chief Secretary for Ireland.

29,001. Did any interval exist between your service as private secretary and your appointment as commissioner?—No.

29,002. Please give us in brief outline a sketch of the organisation of the Board of Public Works?—There are three commissioners appointed by royal sign manual on the nomination of the Treasury. In that warrant the three commissioners are named equally. Then the Treasury selects from them one to be chairman, and he is the medium of communication with the Treasury on all semi-official matters, and generally on similar matters with the Irish Government and other departments.

29,003. He represents the Board?—Yes, and he presides at the Board meetings.

29,004. For the purpose of conducting business do you divide the country between you, or do you divide the subjects?—We divide it by districts. Each commissioner has a district assigned, and in that district, with some exception, he deals with all business which comes into the office relating to the district or originating from it.

29,005. A district may consist of several counties?—Yes.

29,006. In your paper you mention that the districts are determined by two lines drawn from Dublin to Limerick and from Dublin to Sligo?—Roughly that is the line. It follows the county boundaries.

29,007. One of the commissioners takes the northern and the other the southern portion, and I am right in thinking that the chairman usually takes the central district?—Yes.

29,008. In addition to that allocation of districts you also allocate among yourselves the city of Dublin and its surroundings?—Yes, by division into three districts. Then following that division we have for the architects staff a division of surveyors and assistants for each district, and dealing directly with each commissioner.

28,009. You have given me an instructive paper which has been circulated among my colleagues and I will follow the general outline of it. You divide the duties of the Board into four classes; please mention the classes?—Duties based on engineering works, duties based on architectural works, finance duties including loans, and miscellaneous administrative, consultative, or advisory duties.

29,010. You enumerate here under 14 heads the duties based on engineering works; could you not

group them broadly under Harbours, Piers, Drainage, and Railways?—Generally speaking, that is so.

29,011. Each commissioner has these subjects fully represented in his jurisdiction?—Yes. I gave them here in detail because, generally speaking, every separate item is under a different Act of Parliament.

29,012. It is very useful to have them in detail. Passing on to duties based on architectural works, those are buildings of some kind or description?—Yes.

29,013. Do you deal with roads at all?—We have roads of our own in the Phoenix Park, a fair mileage, but outside that we don't deal with roads, unless that a local authority might come to us for a loan for making roads.

29,014. But it would not be a proper description to class any part of your work as Roads and Buildings?—It would not.

29,015. There are no main trunk roads kept up by the Government in Ireland?—No. In the early years of the commissioners, in the early 'thirties, I see from reading the old reports, that they had a good deal to do with the making of new roads.

29,016. Coming to your financial duties. You make loans in Ireland for all manner of purposes?—Yes.

29,017. You make loans to public authorities in connection with roads and bridges, and you make loans for drainage and land improvement, all under separate Acts of Parliament?—Yes. When I say we make loans for all classes of purposes, I mean purposes based on works. We don't make loans for industries.

29,018. You don't make reproductive loans?—One time we had a small fund which was managed by us and which has since been transferred to the Congested Districts Board. It was called the Irish Reproductive Loan Fund. That we have ceased to deal with.

29,019. Will your loans for drainage come under loans secured by undertakings?—No. They come under loans secured on lands. That is Class III.

29,020. What kind of loans are those secured on undertakings?—Loans for railways, harbours, docks, labourers' dwellings in towns, the housing of the working classes, i.e. where buildings are put up by private owners, or public companies as distinguished from localities.

29,021. Before you make the loan you inspect the site and generally you form some sort of conception as to whether it is desirable to make the loan or not?—Certainly. In some cases, of course, we make loans to existing harbour boards whose financial position is perfectly well known, and it is a mere matter of seeing what the receipts are and the surplus revenue to judge what the security is, but in the case of a new railway or the extension of an existing line, we should have a very careful inquiry both by an engineer and a specially appointed railway expert.

29,022. Then when application is made to you, say for a loan of 100,000*l.* and when you have made your inquiries, is it within your power to say, "No; we don't think we can lend 100,000*l.* on this; we will lend "75,000*l.*"; is that a usual procedure of yours?—It has not happened in my experience because loans for railways are of infrequent occurrence now. The only one I remember in recent years, is one to the Cork,



25 February 1913.]

MR. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

Blackrock and Passage Railway Company, when we were satisfied after inspection that we had security for it. I think, however, it would be quite competent for us to say, "We don't see security for 100,000*l.* We see security for 60,000*l.* or for 70,000*l.* and we will offer you that."

29,023. If that be not your usual practice in regard to loans secured on undertakings, would it be a more usual practice with you regarding loans for such purposes as drainage?—Drainage loans are of different kinds. There are loans to drainage boards formed to carry out large works in new districts, where the security is the agricultural improvement that will be derived from the work, and we have an estimate made by an inspecting engineer, and we also put one of our own experienced land inspectors on it, and unless the estimated improvements from the work is more than sufficient to cover the statutory rate charged on the money that the district will have to pay, that is, an annuity of 6*l.* 10*s.* per cent. for 22 years or of 5*l.* per cent. for 35 years, the case does not proceed.

29,024. You say unless the income from the improvement is likely to reach a certain sum you exercise your judgment in keeping down the amount of the loan. Is the loan secured by mortgage on all the lands or is it merely secured upon the increasing value which may be expected to accrue?—It is now, under the Act of 1863, secured on any lands of the same proprietor in the same townland. It is not solely on the little plot that may be improved.

29,025. It is a general mortgage on the property?—Yes, in the same townland.

29,026. Are there any such loans as that now being made?—Yes, generally speaking for comparatively small amounts, that is to say, running from 700*l.* to 8,500*l.* In the old times loans sometimes ran up to a 100,000*l.* or more.

29,027. But in the old days you had considerable landlords clubbing together?—And in the old times the charge was on the landlord, and we collected the money due to us from them generally in large amounts.

29,028. Has that kind of loan fallen into desuetude since the land purchase scheme has come into operation?—Except for some half dozen instances within the last few years.

29,029. Of course the whole of the land of Ireland has not been sold yet, but are they landlords mostly who apply for loans of that description. I want to bring into contradistinction loans given to landlords and loans given to tenants?—Under the Drainage Acts no loans were given to tenants at all. They were given entirely on the landlord's interest.

29,030. Would not they be given to the tenants now if for other reasons you were satisfied?—Under the Land Purchase scheme the tenant now would be a proprietor, and he is an owner and comes in as a landlord. But I should mention that in an Act in 1892 power was given under certain conditions to substitute tenants for landlords where the landlord did not want to agree, but the tenant wanted to agree and was willing to take on the burden of the landlord. That has not been of very frequent application.

29,031. Many of those loans were for the drainage of a large tract of country. You remember the Suck?—I have good reason.

29,032. In connection with the overflowing of the Suck and the water-logging of the country, you know the landlords clubbed together, made out their scheme, presented it to you, and borrowed a large amount of money. Is it possible in a country where land purchase has largely extended to proceed still in that way, seeing that for one landlord whom you had in the old days you may have 500 tenant purchasers now?—Yes, there are so many land purchasers that it is extremely difficult for them to unite on these matters.

29,033. Is there any legal provision by which tenant purchasers can borrow a drainage loan from the Board of Works on condition that if the Government grants the loan, it will itself carry out the whole drainage project at the tenant's expense and charge the land benefited with the interest and sinking fund on the loan?—No, there is no provision for that at present.

29,034. Do you think it would be desirable that some such provision as that should be made, having regard to the enormous extent to which inundation and water-logging goes on throughout the river valleys of Ireland?—That would be a reversion to the original scheme of land drainage in Ireland where the Board of Works carried out the work themselves and imposed a charge on the landlords.

29,035. Precisely?—Then in 1863 that system was given up and the initiation and the carrying out was left to persons locally interested. What has been proposed in recent discussions about drainage of lands in Ireland is that local government bodies should be allowed to take the initiative and impose the charge as an addition to the local rates.

29,036. Does it not seem to you that with this enormous multiplication of tenant proprietors in Ireland any large scheme of drainage, especially of main drainage, which proceeds upon any other principle than the execution of the work by an official authority is unlikely to succeed. In the first place, you will hardly ever get unanimity?—You will never get any large schemes. As regards the charging of annuities on tenants, the River Suck was a special case. It was originally started on the basis of the landlords paying the charge, but as it went on special legislation was introduced, charging on the occupiers the proportion according to the improvement of what was called the occupiers' annuity, which was never to exceed the estimated improvement on that particular land. The result was in the end the expenditure was divided almost equally between the landlords and tenants, and the landlords' expenditure was entirely infructuous, and about 2,000 occupiers were charged; and, as showing the complications that the mere numbers of such people lead to, I had to hold the inquiry as to the apportionment of the charge among these occupiers; 1,100 of them appeared and gave evidence, and I had to inspect and practically to walk the whole River Suck district, about 56 miles long, wherever there was a question of fact, to see for myself. Of course that took me a month on the inquiry and a long time after it.

29,037. Would you be inclined to agree to this proposition that the drainage of the great river valleys in Ireland is very necessary?—Yes.

29,038. And that a main drainage scheme commensurate with the evil that exists cannot be carried out by agreement among the tenant purchasers, and can only be effectually carried out by the Government?—Or, I should add, by some representative body.

29,039. Some great representative body?—Yes.

29,040. My own experience in India points that way altogether. What are the loans you make on rates?—Generally speaking, either to the county councils for county works or to other local bodies for public health.

29,041. From what source do you get your funds for loans?—From the Local Loans Fund, which gets its money from the National Debt Commissioners by the issue of Local Loans stock.

29,042. Are these the Local Loans Commissioners whom we examined in London?—No, you examined the Public Works Loan Commissioners; they are a body corresponding to us in our lending capacity, but they are confined now to Great Britain.

29,043. Do you get your money through the Treasury?—We are authorised by Act of Parliament each year to draw a certain amount from the Local Loans Fund, and then when we want money write to the National Debt Commissioners.

29,044. What is the Local Loans Fund?—It is a fund established by Mr. Goschen, as he then was, when he was Chancellor of the Exchequer, to separate local loan finance entirely from the finance of the year, before that there was a great deal of confusion between receipts from loans and other receipts. He established a separate fund which was created with all the existing loans then outstanding, and there was power given to issue local loans stock to the public to raise the money, and we are the agents of that fund in Ireland.

29,045. Who are the administrators of the fund, are there commissioners?—No, the National Debt Commissioners finance it. The Public Works Loans Board in London would be supplied in precisely the same way.



25 February 1913.]

Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

29,046. What you have said gives us in broad outline a statement of the functions you discharge. We come now to your statistical table showing the staff by which you discharge them. After the commissioners the secretary is at the head of your office?—Yes.

29,047. He entered the Service as a third-class clerk in 1868 after limited competition, and was promoted from a first class clerkship. I don't understand what you mean by promoted from a first class clerkship?—That has reference to an old classification. The secretary is the sole survivor of the pre-Playfair system.

29,048. Your accountant entered the Service as a lower division clerk after open competition and has been promoted?—Yes.

29,049. Your assistant secretary was appointed under clause 7. Was he brought from outside?—Yes, he was brought from outside in 1896. There was a vacancy in the post of chairman. The Government was about to enter on some active railway schemes and appointed Mr. Thomas Robertson, general manager of the Great Northern Railway, to be chairman; and in view of the possible development of railway work and the necessity of somebody conversant with the technical details to advise, Mr. Shanahan was taken from the Great Northern Railway Company and appointed assistant secretary.

29,050. Mr. Robertson, in fact, brought him with him?—He came shortly after Mr. Robertson was appointed.

29,051. And he has remained?—Yes.

29,052. In Group III., you have a clerical assistant, engineer's department, also appointed under clause 7. Was he taken from outside?—Yes.

29,053. Was he appointed in your time?—Yes. He was a technical assistant with experience of contractors' accounts and works, and general commercial and banking experience too.

29,054. Could you not have found a man suitable for the post in the office and promoted him?—No, I think not.

29,055. Then you have a "cost-of-works" clerk in the engineer's department. He was promoted from a registered copyist, and entered after open competition. What is the style of competition you have for copyists?—That would date some time back.

29,056. Have you copyists any longer?—No.

29,057. It is a survival from some early stage of organisation?—At that time the engineering and architect's branches had clerks assigned to them more or less outside the secretariat, and they were supposed to be doing this semi-technical work. That was the origin of this type cost-of-works clerk. He was supposed to be occupied in keeping the accounts of the cost of works as they progressed.

29,058. What is meant by the three heads of divisions?—In the accountant's department the word "division" is used for "sub-department." In the secretary's departments we don't use the word "division"; we have a staff clerk at the head of each branch.

29,059. I am striving to see if I can identify your organisation with anything that I have seen elsewhere. Your organisation seems to have gradually grown up on a plan of your own?—It is based on the work to be done.

29,060. Do you start on the basis of a first division or a second division? Do you provide your staff clerks and other superior officers from the second division on promotion?—Yes, I should say that it is entirely a second division office clerically.

29,061. The first division clerk is not here at all, there is no trace of him?—There is no first division in the office. There are staff clerks and what are called heads of divisions.

29,062. Were these heads of divisions promoted from second division clerks?—All.

29,063. They all entered the public service as lower division clerks after open competition. Do you mean by lower division clerks what we call second division now?—Yes.

29,064. Would you regard these heads of divisions as staff clerks?—Yes.

29,065. This Group IV. represents your accountant's section, and the three heads of divisions that are shown

in this statement are the staff clerks at the head of each branch of the accountant's department?—That is so.

29,066. In Group V. your staff clerks were all promoted from the second division?—Yes.

29,067. May one of those promoted second division men hope to become the Assistant Secretary?—The post of Assistant Secretary is marked by the Treasury to be reconsidered on a vacancy.

29,068. As matters stand, may a second division man in your office hope to get promotion to any higher grade appointment in the office, not being of a technical character?—I think he may reasonably hope to have a chance of going to the secretariat. The Treasury would not be bound to appoint one in the office, but he would certainly have a chance.

29,069. In the same way you get your assistant clerks by examination from the boy clerks?—We get them from the Civil Service Commissioners in the usual way.

29,070. What is your opinion regarding boy clerks? Do you think they serve a useful purpose in your office?—I think they are troublesome to train. Personally, I don't see their work very closely. I occasionally come across it, but I should say that a boy cannot do anything like a man's work. He has to be trained, and then in three years or so he goes out, and unless he comes back as an assistant clerk or a second division clerk all his training is wasted.

29,071. Do you think that the system by which he goes out of the Government's service at the age of 18, unless he previously gets a permanent appointment, is a bad system, and that it would be better to recruit for permanent service at a somewhat older age than you do now?—May I speak personally, and not as representing the Board? I think it a great hardship. I read the evidence which has been given before the Commission, and I can see the extent of the hardship. I had no idea there were such numbers.

29,072. Have you any personal experience?—I have seen cases of hardship of boys having to go out.

29,073. As far as the work of the office is concerned, do you think it would be more satisfactory if the boys, instead of being recruited at the age of 15 or 16, were recruited later for permanent service and fused or amalgamated with the assistant clerks class?—I think that would be very desirable. What we have to guard against is allowing a standard of education which would not be suitable for doing the better work.

29,074. That is a difficulty. If such a system were adopted and carried out would you be disposed to adhere to the existing rule that promotion from the lowest grade of clerks, the assistant clerks, to the next or second division, should be of rare occurrence and only for exceptional merit, or would you be inclined to make a wider ladder?—It occurred to me that if you could have a boy of thoroughly good primary school education to begin with, and then a qualifying examination for the combined class, and after approved service and showing he was fit for the clerical work of the Government, which is rather distinct from ordinary clerical work—if followed by a subsequent examination in higher subjects, it would be quite possible for such a clerk to continue his studies and improve his education, and so get on and qualify himself for higher promotion.

29,075. You would recruit clerks at the age of 16 or 17 for the lowest grade of clerkship in the office. Recruited at such an age, your clerk recruit would be a person who had passed not only through the primary stage of education, but through a considerable portion of the secondary stage?—Yes.

29,076. And therefore you would get into the lowest class of the service a better educated boy?—Yes.

29,077. Then you would give that better educated boy a permanent tenure and encourage him to look, if he showed himself exceptionally meritorious, to promotion to a higher class. Do you think you would thereby get the stamp of clerk you want?—I should doubt whether you would get the educational test. I should like to have the additional further educational test.

29,078. Do you think it is the part of the Government after they have recruited boys for this sort of service to educate them for the higher offices?—No, but

25 February 1913.]

Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

I think the Government might require the boy to supply the better education.

29,079. The higher grade—the second division—is recruited by a higher examination for which a boy must have completed the secondary course. That is a very different thing from the course by which a boy is recruited for the lower class. If you promote boys from the lowest grade in large numbers to the second division you will have a second division which is educationally unfit?—That is the danger, certainly.

29,080. Do you agree that the main entrance to the second division must always be by examination, and not by special promotion from a lower grade?—Yes, I agree with that.

29,081. Well, let us pass on. All your surveyors come to you with professional qualifications?—Yes.

29,082. How do you recruit them?—They used to be recruited by Civil Service competitive examination.

29,083. In professional subjects?—Yes. Then on particular occasions we wanted a couple and the examination was advertised and nobody appeared. The Civil Service Commission could not supply us with candidates.

29,084. What was the reason of that?—I don't know. We then applied to the Treasury, and said "If you cannot supply us we must supply ourselves." Since then we have adopted a system under which we advertise vacancies in the Irish papers and the technical papers in England and elsewhere, stating the qualifications we want, and inviting people to apply for nomination, and send in their testimonials, diplomas, etc. Out of that we get a considerable number of applicants. Those are all carefully considered, and we nominate generally five or six for each vacancy for a competitive examination conducted by the Civil Service Commissioners.

29,085. Do they conduct it here in Ireland?—No, in London. It is open to people coming from England and Scotland, and those who are examined apply to us from all parts.

29,086. Are all your surveyors and assistant surveyors now recruited in that way by competitive examination?—Except on a sudden vacancy or a sudden increase of staff, when we have had to take single men on our own responsibility and present them for certificates under clause 7.

29,087. The general rule is that your expert officers, your surveyors at all events, are recruited by competitive examination among men having these professional qualifications?—Yes.

29,088. Subject to the exception that you supply yourselves when urgent necessity arises?—Yes, only then.

29,089. That covers the architectural staff. Now about the engineering staff?—The engineering staff of the Board has only three engineers, an engineer and two assistants. Those were all appointed separately without competitive examination.

29,090. On their certificates?—On their professional records, and in the case of the two assistants after considerable training and experience on the actual work of the Board of Works. One, for instance, was in charge of fishery piers and harbours for some years. There is another branch of technical officer called the land loans inspectors.

29,091. Are the draftsmen appointed by competitive examination?—Two of them were. At present we select our own. For future entries there will be a qualifying examination.

29,092. You select them first and submit them to a qualifying examination?—Yes, if a vacancy should arise.

29,093. Would there be any difficulty in applying to them the same rule that you apply to the assistant surveyors, that is, issue a notification inviting those who have the requisite qualifications to present themselves for a competitive examination?—We think the other simpler, quicker, and more direct.

29,094. Very likely; but public opinion may demand that there should be a fair field and no favour and nothing like nomination?—Of course, if nomination includes the idea of favouritism, then, I think, it is objectionable; but speaking as the head of a depart-

ment I should say that our objection is to having to appoint people at all, the trouble and difficulty of selecting people.

29,095. Would not you get rid of that difficulty and trouble and save yourself a lot of worry if you were, for example, to say: there are vacancies for three draftsmen, and a competition would be held on such and such a day between candidates who possess the requisite qualifications (*mentioning the qualifications*)?—I think we would have to adopt the same plan as with the assistant surveyors. We should have to select them beforehand. A mere examination would not be sufficient. A draftsman has to deal with a large body of surveyors, and he must also be capable of taking hints and instructions and sketches.

29,096. Do you say the surveyors are nominated and that there is a limited competition among the nominated men?—Yes, there is a competition generally between four or five men for each vacancy.

29,097. You think that is better than open competition?—I think so. Every nominated man has to be inspected either by a member of the Board, or by the secretary to see whether on the view he is suitable for the work he would have to do. Then we satisfy ourselves generally from the professional record that he is able for the work, and then by competition among the men who are selected we get the best man.

29,098. You will probably admit that system is not free from the possible objection that only those are nominated whom the department likes. You understand that my remarks are perfectly impersonal?—I see the point, but I think the advantages of the system outweigh that objection. Our surveyors have to deal with contractors and managers of national schools all over Ireland, and with representatives of other departments all over the country, and we want a man who will be able to represent us.

29,099. A great deal of pressure may be brought to bear upon the men having the power of nomination. We have had it represented to us by many witnesses that pressure is brought to bear upon them to procure either a nomination or an appointment?—I can understand that where there is a direct appointment, but I think where a man has only one chance out of six there is not the same amount of pressure to get the nomination, and it has less effect.

29,100. That system of "limited competition" was one of the phases through which the open competition system struggled into its present position in public estimation?—We only have limited competition for these professional posts, where besides the professional qualifications a great deal depends on the personal qualifications of the man.

29,101. Exactly the same thing may be said of competition generally. We are told that the great objection to open competition is that it may tell you what a man knows, but it cannot tell you what he is capable of doing, still less what he will be capable of doing 10 or 15 years hence, or how he will turn out, whether he will be a good, all-round, practical man of business or merely a book-worm?—I think the personal inspection gives us a very good security that we will get the right sort of man for our work. We cannot afford to nominate an unsuitable man.

29,102. Well, let us pass on. The land loan inspector is selected in the same way as the principal surveyor, that is to say, by limited competition?—He is nominated for a qualifying examination.

29,103. Is there a different system of selection applied to them?—Yes.

29,104. How are they selected?—They are selected after a publication of the vacancy, and an examination of all the applicants' certificates and an inspection by the Board.

29,105. What sort of an examination?—An examination of the professional record.

29,106. What do you require in these land loan inspectors?—General engineering training combined with some knowledge of farming and farm buildings, and some agricultural chemistry.

29,107. Is not it possible that you would get these men from the College of Science? They pass through their courses and get their certificates in natural science,

25 February 1913.]

• Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

or whatever it may be. Don't you think they would give you very good material from which to choose?—I have no doubt we could get the professional qualifications, but there again we are face to face with the difficulty of finding a man who is suitable for dealing with the people he will have to deal with. These men have to go on farms of any size, farmed by men of different classes, and have to be able to deal with them firmly and courteously, and at the same time keep their heads.

29,108. I inspected the College of Science yesterday with Mr. Shipley and saw there some clever-looking, respectable young men, and was told they were the sons of gentlemen farmers who had been sent up to the College of Science to get a professional education in matters connected with agriculture. I am only thinking that they would be of the class you might select from?—The work of these men has to do with inspecting the security for making loans, and on their report we must largely depend as to whether the works are suitable, and as to the value of the security.

29,109. (*Mr. Boutwood.*) Does that mean that you want a practical qualification rather than a merely academic one?—Yes, as far as we can get it. Of course, we cannot expect to get a trained farmer, because he would not have the engineering knowledge. We must get some one who has had acquaintance with land, either by doing a little farming himself or from having had opportunities of observing the farming operations of others.

29,110. (*Chairman.*) You make loans for land improvements?—Yes.

29,111. And loans for drainage, and all these agricultural loans. What amount do you lend in the year in that way?—In the year ended 31st March 1912, we lent for improvement of lands, including the second kind of drainage which I omitted to mention before, that is a minor drainage as distinguished from arterial drainage, a sum of 58,000*l.* This was advanced under the Land Improvement Act to owners of land, including tenant purchasers, and 45,000*l.* was advanced under the Land Law Act of 1881, which covers loans to occupiers, and in our annual report we have outstanding 8,153 loans under the Land Improvements Act, and 12,572 loans under the Land Law Act.

29,112. What would be the value of these?—The total outstanding, which is not the original amount, was 742,534*l.* under the Land Improvements Act, and 481,437*l.* under the Land Law Act.

29,113. Have you read the Government of Ireland Bill which passed through the House of Commons and was rejected by the House of Lords?—Not the final edition of it.

29,114. Could you tell me whether there is a provision made in it for providing funds for loans of this description?—My general impression is that the issue of loans by the Treasury through us would cease in Ireland on the passing of the Act.

29,115. If that be so, no loans could be made in Ireland unless the new Irish Government put itself in possession of funds from which to make them?—Yes.

29,116. It would have to borrow the money?—Yes.

29,117. It would be a serious thing in the interests of Ireland if these loans were suddenly checked?—I think it would be a great loss to the agricultural community not to be able to get this money, because not merely is the money lent, but our inspectors are advisers and see that the work of building, and so on, is thoroughly well done.

29,118. Are the loans punctually repaid, or have you many bad debts?—We have a great deal of unpunctuality and a good deal of arrears.

29,119. May I sum up? The impression left on my mind by your evidence is that your Board's functions are very various, that they confer great advantages on the country generally, that for the performance of these functions your office is based on the second division, and that the second division clerks may look forward in the ordinary course to promotion to any appointment under the commissionerships; that in several instances men from outside have been brought into the office over the heads of the existing staff; and that your expert appointments are made on the basis of a limited competition. I think that is the gist of

what you have said?—Yes. About the second division clerks I might give an interesting account. Since the year 1876 we have had 96 second division clerks appointed to the office. Of these 18 have resigned or been pensioned, or died, 21 have left for other departments, either by transfer or to take up better posts, and we have 57 left, one of them is a head of a department, that is the accountant, 14 have staff posts, 7 have minor staff posts, 3 of the old higher grade second division have risen to 350*l.* a year, and 32 are on the ordinary scale. I mention that to show the career which the second division clerk coming into our office has before him, and that he has a chance of rising in the office.

29,120. (*Mr. Boutwood.*) You said something I did not catch when you were talking about the River Suck—about the landlord's expenditure being unproductive?—Infructuous.

29,121. What did you mean?—I meant that the whole estimated annual benefit derived from the work amounted to so much, and it fell short of the annual cost—interest and sinking fund—by the amount of the landlord's contribution.

29,122. I see. There is another thing which I do not quite understand: miscellaneous loans to non-vested schools and training colleges. What does "non-vested" mean?—There are three classes of schools in Ireland—vested schools, that is, vested in the Commissioners of National Education, and those vested in local trustees, and there is the third class, non-vested, that is, practically owned by private persons who have undertaken the expense of building, and had endowed the schools. The schools vested in the Education Board and maintained as public buildings are nearly 800 in number. The schools vested in trustees are maintained by the trustees, and the non-vested schools are maintained by private contributions in some way we know nothing about. The training colleges, of course, are different; they are for training national school teachers.

29,123. Is the examination for your surveyors a competitive examination in technical subjects?—Yes.

29,124. In technical subjects only?—I have no doubt there are general subjects, such as English composition. They have to satisfy the Civil Service Commissioners in English composition and drawing; all the other subjects are technical.

29,125. I do not understand about your land loans inspectors. Is the selection in this case followed by inspection?—Oh, yes, they are put to a very severe scrutiny and practical test. After two years' service, if we are satisfied they are fit for their work they are presented to the Civil Service Commissioners for strict examination in the subjects special to their class.

29,126. Is that competitive or qualifying?—Qualifying.

29,127. Their period of two years is one of probation?—Yes.

29,128. Is the work of your office at all fluctuating?—It fluctuates in different subjects, but apart from large schemes of government, such as railway legislation, and so on, I should say, on the whole, it presents a very fair average amount and quantity taking it together.

29,129. Is that the reason why you have not many temporary clerks?—Some of the offices whose representatives we have examined seemed to have a lot of temporary clerks. As far as I can make out, you have only two temporary assistant drainage clerks?—Yes, only two.

29,130. Why are they temporary?—Because that works fluctuates in that department. At the present time it has increased owing to land purchase operations; One of the duties of this branch is to apportion between the different occupiers purchasing their holdings any drainage maintenance charges upon the land before the sale. The landlord may have had one drainage charge upon a large area of ground; that has to be divided and apportioned between the purchasers, and that has to be done by this drainage department.

29,131. That sounds as if it may go on for years and years?—Well, yes; it may.

25 February 1913.]

MR. GEORGE STEVENSON, C.B., C.V.O. °

[Continued.]

29,132. Well, if that is so, why should they be temporary?—They were taken on at a time when we did not know how long the work would last.

29,133. (*Mr. Graham Wallas.*) The leaders of your Board meet from time to time to do its work in its collective capacity as a Board? That is to say, papers are circulated, and the Board comes to a decision?—Yes, once a week we have a meeting.

29,134. In case of divergence of opinion on a matter which is the collective concern of the Board, can a vote be taken?—In my experience, I have known of no instance when a vote was necessary. The thing is done either by consent or, perhaps, after modifications are made. I have never known a division necessitating a vote.

29,135. There is no binding rule, either of law or publicly accepted custom, which would prevent any two members of the Board outvoting the third?—No.

29,136. And the chairman of the Board, in these circumstances, if there was a vote, would only have one vote as against the other two?—The practical way of working would be this. Theoretically, any commissioner who is in a minority, supposing there was such an acute difference of opinion as to necessitating a vote, would have the right to go to the Treasury and state his case, but I think that is very unlikely to happen. If the chairman was outvoted, he would certainly appeal to the Chancellor of the Exchequer.

29,137. Your are aware that in many of these departments in England, such, for instance, as the Board of Trade, every member was equally responsible, but as time went on, a division became very unusual, and, finally, it was frankly agreed that the principal member of the Board, the chairman or president, after receiving advice, was to be responsible in the name of the whole Board?—Yes, generally speaking, I agree, but in the case of the Board of Trade it was not so much that they did not agree, as that the members did not attend.

29,138. Yes, but you have had considerable experience now of one system in which you have an avowed chairman who acts, after receiving the advice of his colleagues, and is publicly and definitely responsible, and of another where the Board retains its legal power to vote, although voting is not usual. I should like to ask you, have you formed any opinion as to whether that, or the English system of having one responsible head, is the better plan?—The comparison is scarcely fair, as a comparison of the two kinds of Boards. The members of the English Boards, except the chief man, have no duties to perform, and no familiarity with the work. In our Board, each member of the Board has, every day and all day, the duties and business of the department to look after, and he is daily in consultation on matters with his colleagues, and in addition there is the weekly Board meeting at which matters are dealt with which require to be dealt with by the Board. We have occasionally to produce a definite order of the Board in courts of justice.

29,139. I am comparing your Board, not with the more or less imaginary Board of Trade, of which, I believe, the Archbishop of Canterbury is a member, but with the system where the permanent non-political chief of the Board of Trade is the highest official and the head of a definite hierarchy in constant consultation. Your Board is at least nominally a Board of persons of equal power, who can outvote each other?—Yes, you would like my opinion upon the general question.

29,140. Yes, on the general question?—Historically, it was carefully considered by what was called the Crichton Commission in 1878, whether there should be a Board of Works. That was a commission which was appointed in consequence of complaints about certain actions of the Board of Works, and it was a very thorough and quite exhaustive inquiry. They came to the conclusion, which they expressed in their report, that, considering the whole question, in a case like the Board of Works, with all its varied duties, some of which are not great in quantity although important in quality, dealing with all classes of people in Ireland, the Board was best organised when it was a working Board such as ours is, and, I presume, the Treasury accepted that view, because they have never

taken any action to change the constitution of the Board, although they might have had the opportunity in 1883, when General Sankey was appointed, shortly after this report. Again, in 1891, under the Age Clauses of the Civil Service Order in Council, a unique opportunity occurred of making any change they thought desirable, because at that time two members of the Board retired within a short interval, and there was only the chairman left, and if the Treasury wanted to change to a one-man system, that was the time at which they could have done so. There have been two other appointments as chairman since, and two appointments of commissioners, and, therefore, I presume that the Treasury satisfied themselves the Board is a good organisation for the work we have to do. If I may go on to other points, I think that in Ireland people like to be able to get at a responsible head, and to be able to do business with him, and that power is certainly given by the existence of our Board. For instance, if we have business with a harbour board, or a railway company, or a public body, one of the commissioners would go down and interview the members of the body, and deal with them on terms of equality, as responsible persons, and would largely, if not entirely, decide what is to be done.

29,141. (*Chairman.*) On the spot?—Yes, on the spot, quickly. I negotiated, for instance, as you will remember, a grant to the Tralee and Dingle Railway, which had to be negotiated on the spot, with representatives of the county council and local bodies and persons interested. I spent two days there, and, by interview, settled the whole thing. The terms of the Order in Council were settled in my sitting-room in the hotel. I do not think that would be practical under the other system. A single head of a Board would, I think, scarcely ever be able to get away. He would have Treasury business, parliamentary business, and the decision of a number of questions, and very important questions in his office, and he would be always tied there. The people under him would be subordinate, and I do not think the public would feel the same confidence when dealing with them, as when dealing with the members of our Board.

29,142. When you went down on that occasion—and that is only a type of many similar occasions—you made quite sure your views were acquiesced in by your colleagues?—Oh, certainly.

29,143. (*Mr. Graham Wallas.*) Can you see no objection, from the point of view of public and definite responsibility, to a corporate responsibility of three men who are equally responsible in the eyes of the public for a corporate decision, but who, as a matter of fact, never put such matters to the vote?—We settle matters by agreement.

29,144. (*Chairman.*) Your orders would be orders of the Board in the case you mentioned?—Yes, I did not do anything which would not be confirmed formally by the Board.

29,145. (*Mr. Graham Wallas.*) You deal directly with the Treasury, and not through the Chief Secretary?—Yes, and there I come to another branch of the same subject. In dealing with the Treasury we have to act very carefully, and to consider reports on a great variety of subjects. I think it is a protection to the Treasury and to the Irish Government, when they get these reports, to know that they are the considered reports of three men who carefully discuss them, instead of being the opinion of one man. I should also like to mention that we have a very large professional staff. Some of these men are highly paid. I am quite certain, without undervaluing an organisation such as you describe, that professional men would be much more difficult to work with under it than under the present system, by which they come to the commissioners and discuss things with them. Where there are professional executive officers and clerical secretarial work there is always a tendency to a little friction between the control of the secretarial and the professional men. That is minimised by our present system, where the professional officers are dealing with members of the Board. Then, again, it seems to me, that a Board of three men is a great protection to the staff, and that the claims and merits of men are much more likely to be fairly dealt with when you have

25 February 1913.]

Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

the knowledge that three men will take them into account before a decision is come to. I am, of course, now only talking of my own experience of the Board of Works, which is a comparatively small department, and where we are able to know a good deal about everything that goes on. I am not thinking of other departments.

29.146. (*Chairman.*) Neither. I take it, are you desirous of suggesting that, although a Board may usefully work in the circumstances you have now detailed, a similar Board would be useful for the control, for instance, of the Department of Education?—No. I have nothing to do with any department except my own, with its peculiar circumstances.

29.147. (*Mr. Graham Wallis.*) Would the system work equally well if, instead of three members of the Board, you have seven?—I think it would be grossly extravagant to have seven.

29.148. Well, if you had a smaller number than seven?—I have not considered the point, because there have never been more than three. You must have a minimum of three, but at the present there is no need for more.

29.149. In your view, do you think you develop the second division system rather more highly than in other offices? You carry your men on, advancing them from the second division? Do you give your second division clerk any varying occupation or anything that would prepare him for higher administration?—It is almost impossible to prevent a man getting into a groove. If a man gets into the accountants' department, the effect on his mind is such that it is scarcely likely he will get out of it, but in each department we move a man about as far as possible so that he may get varying experience.

29.150. That is to say, a promising young man is moved about from each section to another?—Yes.

29.151. Do you send these men out of the office ever, to superintend or to see your work done in the country?—Not to supervise the work, but we occasionally send a clerk, for instance, with an inspector. When the inspector of the Shannon is making an inspection we may send a clerk to travel with him in order that he may see the work he is dealing with on paper in the office, and, similarly, if we are building a railway, we might take the opportunity of sending a clerk to go over the work when the engineer is making an inspection, so that he would know what it is he is dealing with on paper.

29.152. You consider it important, and you make it part of your duty, to train him for wider and larger duties?—Yes, we encourage heads of divisions, if there is a promising young man, who is looked upon as a good clerk, to take some opportunity of sending such a man to a personal interview with the Commissioner. A little encouragement goes a long way with young men.

29.153. You use direct verbal communication rather than written, as compared with most other offices?—Yes, with heads of divisions and staff clerks, and in communication with the Commissioners, taking down directions upon important questions as to the action to be taken in the writing of drafts and so on.

29.154. You have been for some time in the English Treasury?—Yes, 12 years.

29.155. There the higher work of the office is done by first division clerks, and in practice the second division clerks are not promoted at any time of their career?—I saw that statement.

29.156. Do you think, comparing your smaller office with the bigger ones, that if your office had been staffed upon that line of verbal communication, the general intellectual life in the office would have been made more difficult if the clerks had been divided by a line between the various divisions which in practice was never overstepped?—Yes, I think so.

29.157. If you had freer promotion from one section of the work to another, you would get easier intellectual intercourse in the office?—If there was the sub-division you mention, into two classes, probably then it would be difficult for the Commissioners to become acquainted with the men of the lower class. At present we see them in all grades, staff clerks and ordinary clerks, and know something more or less about every one of them.

29.158. You have one sharp division, that is the

division between assistant clerks and the second division clerks?—Yes.

29.159. Do you find it, in practice, in an office of your type, easy to separate the work of the second division clerk from the assistant clerk?—When there are two classes, it is always difficult to keep members of each class down to a particular work. I think in practice you cannot help overlapping, but our objects ever are to keep the assistant clerks to the business they are intended to do under the Order in Council.

29.160. (*Chairman.*) Have you seen their representation to us?—Yes.

29.161. Do you think that representation expresses a real grievance?—No.

29.162. (*Mr. Graham Wallis.*) Let us put it in two parts. They make certain statements of fact as to the overlapping of their work with second division clerks. Is that on the whole accurate?—After going through it carefully, I find there is only one case in which an assistant clerk is doing work also done in the same department by a second division clerk, and the explanation is, that the second division clerk in that department is a junior second division man, and he will not be kept very long at that particular work.

29.163. If you get a very promising assistant clerk, an unusually able young fellow, do you give him any chance of showing his ability in doing what would be second division work?—Of course, personally, I should not come across him, but the secretary or accountant would deal with him, but I should say he would get second division clerk's work if he showed special ability, and his case would be considered when the time came.

29.164. Your assistant clerks point out that at one time a very great amount of routine work was saved by the use of particular envelopes, that is transparent envelopes, through which the addresses could be seen. Do you happen to know where the suggestion of using them as a labour-saving device came from?—I am not sure. It might be that I myself got such an envelope from some business man down the country. I remember I did mention it, but whether that was the originating cause or not I do not know.

29.165. So far as you know the Government of the United Kingdom has no department by which these suggestions of labour-saving devices are made?—No.

29.166. (*Chairman.*) About the assistant clerks. You say you call to mind only one instance in which an assistant clerk is doing the work of a second division clerk, and you explain that?—I think I put it slightly different. I recall one case in which an assistant clerk and a second division clerk were doing similar work in the same branch. I am not saying that the work that second division clerk was doing was second division work, because he is a junior.

29.167. He may have been doing work that would fall to an assistant clerk, and not that the assistant clerk was doing second division clerk's work. Broadly speaking, would you say that the assistant clerks in your office are doing, and still do, the work that should be done by their grade?—Broadly speaking, I would say they are, and that where a second division clerk is doing similar work is where there is responsibility placed upon the second division clerk to check that work.

29.168. Of course, the work of both divisions may overlap?—It is almost impossible sometimes to prevent it.

29.169. Yes, it is almost impossible. There must be a point where one class of work dovetails into the other?—Yes.

29.170. (*Mr. Shipley.*) Was your department responsible for the building of the Royal College of Science?—Yes.

29.171. There is always divergence, so far as my experience goes, which is very considerable at Cambridge, when people are erecting a building, between the wish of those who are to use it to have more windows, and the wish of the builder to have a beautiful architectural façade. Had you any difficulty of that sort?—It was all settled in conference with the professors of the college and the representatives of the Department of Agriculture.

29.172. And did the professors get their way, or did



25 February 1913.]

Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

the architect?—I never heard of any dispute or disagreement between them.

29,173. I will not press that point; I only wanted to know whether your Board acted as mediator?—The architect had already done similar work for South Kensington, and also had built a college, so he had great experience of work of that kind.

29,174. What is a glebe residence loan?—The loans for glebe residences are loans for private houses and a certain amount of land for clergymen of any denomination. They are made to owners or trustees, or to the person who takes the responsibility for the loan, on the security of the land and buildings, and also on the security of three sureties.

29,175. Of any denomination?—Oh, yes. I can give the exact figures if you like to have them. On the 31st of March there were 1,010 loans outstanding to Roman Catholic clergymen.

29,176. (*Chairman.*) To Roman Catholic clergymen?—Yes.

29,177. You provide for them also?—Yes, they are more than half. There are 323 for clergymen of the Protestant Church of Ireland, 232 to Presbyterians, and 105 to Wesleyans. The total amount advanced is 697,000*l.*, of which 440,000*l.* is for Catholic clergymen.

29,178. (*Mr. Shipley.*) You do not administer the sum that came when the Irish Church was disendowed?—At a certain time, under the Relief of Distress Act, 43rd Victoria—I think that was in 1880 or thereabouts—certain funds were advanced to us from the Irish Church surplus fund. We made loans under that Act for the relief of distress. These have since ceased to be made. Such loans are not made now, but we have in addition a sum of 50,000*l.* coming from the Irish Church Fund for the endowment and conservation of ancient national monuments taken over from the Church.

29,179. To some extent that is like Queen Anne's Bounty in England?—That is a new theory to me. I never heard that before.

29,180. You look after a good many of the fishery piers. Do you overlap at all with the Department of Agriculture?—No. We do not look after them in the sense of maintaining them, except the recent ones. The older procedure was, we built them with funds partly provided by the locality and partly by the Government, and when we built them we transferred them for maintenance to the grand juries or the county councils. Under a later Act of 1902, the Marine Works Act, we have not only to build them, but to maintain them. The Department of Agriculture occasionally builds them, though I do not know whether it has any power to transfer for maintenance as we have.

29,181. It struck me as a little odd?—It is; I think really that is a case of overlapping, and the Government sooner or later will have to deal with it; the Department does similar work.

29,182. If two Government departments in England overlap, that is, if two Government offices differ and could not be brought into line, the Cabinet would ultimately interfere. Is that the case here, or would the Lord Lieutenant or the Chief Secretary settle it?—Well, I think it would rest between the Chief Secretary and the Treasury.

29,183. It seems a little odd you should run one steamer from Sligo to Belmullet?—That was substituted for a railway. We had not funds for a railway, and this small service was substituted, and is running still. In fact the funds were not sufficient, and it was found that a railway would not maintain itself.

29,184. You do not find that there is any profound or widespread feeling of discontent in the office you preside over?—No, I think they are fairly content and united.

29,185. (*Miss Haldane.*) I want to know how you get the inspection of your multifarious work done. For instance, take the example of "checking, designing, fitting," and so on, schools up to a certain size. How do you get the necessary skill for this work which is done in England and Scotland by the Educational Department?—We have a large architectural staff, and we get the educational side from the Education Department, and the officers of the different departments work together.

29,186. You work in conjunction with the officers of the Education Department?—Yes. In the Post Office it is the same way.

29,187. Does that apply to prisons and criminal lunatic asylums?—Yes, always in conference with the medical superintendent, as regards the Dundrum Asylum; we do not deal with prisons.

29,188. You don't send your people to look after vested schools?—Oh yes, we maintain nearly 800 national schools; that is, keep up the fabric and make any necessary alterations. Then we do all the planning for the new schools.

29,189. Supposing a new school is to be erected, what happens?—The manager first of all provides a site, and when he has got the site the National Board asks us to inspect it as to suitability from every point of view. Then after that difficulty is got over he gets a grant if the Education Board approve of having the school for so many children. That grant is based upon what we call a standard plan; that is, there is a standard estimate for so many children, and if it is a school for which we have no standard plan the manager's architect prepares the plan, and this plan is criticised by our architect not merely from the professional point of view, but from his knowledge of educational requirements.

29,190. Is he an expert in educational requirements, which are very complicated?—I think so. Our architects are continually operating on plans, and they deal with national school inspection throughout the country.

29,191. The plans generally come before the Education Office?—Yes, the Education Office looks at them from their point of view.

29,192. Are they inspected by both departments?—Yes, ours from the point of view of the architectural and structural side, and the question of education from the Education Department point of view.

29,193. Your office sends them to the Education Department?—Or *vice versa*.

29,194. And they go back approved to the local manager?—Yes, and he carries them out through his architect.

29,195. You deal also with the fittings?—Yes, it is furniture.

29,196. Is that checked also by the Education Department?—We decide in conjunction with them.

29,197. You own property; does that mean working class property?—Oh, no; it is land and buildings and harbours.

29,198. Do you deal with dispensaries?—Yes, the Local Government Board there deal with the plans from the point of view of the suitability of the dispensary; we deal with the architectural and structural side.

29,199. What does this mean on page 13: "In recent years our responsibility has been greatly increased by the fair wages resolution and the National Health Insurance Act"?—Every one of our workmen (between 300 and 400) has to be insured, and we have had to answer elaborate questions arising on that.

29,200. Not more than they have to answer in any other employment?—Not more than other employers, but the difficulties of accounting in the Government departments are rather more than in the ordinary employers' case.

29,201. How many women do you employ altogether?—We have four typists in the secretary's office.

29,202. And a housekeeper?—Yes, a housekeeper and maid.

29,203. You employ one man typist on a higher rate. Does he do a different sort of work?—He is a survival; he is supposed to do a higher rate of speed; he would attend the Commissioners instead of the lady typists.

29,204. If he retired would you find a woman in his place?—I think probably, yes.

29,205. Do you find the work done satisfactorily by the women?—I don't see it; it is supervised by the secretary.

29,206. Are the typists appointed by nomination and subsequent examination?—Yes.



25 February 1913.]

Mr. GEORGE STEVENSON, C.B., C.V.O.

[Continued.]

29,207. Have you had any demand for promotion amongst the women?—No, not that I know of; of course, the whole scales of pay are arranged by the Treasury.

29,208. Do you think there is scope for a higher kind of work for women in your office?—I think it would be very difficult to work it in with the present staff. There are difficulties of accommodation, and so on. Then there is no work in our office like the postal order business and so on.

29,209. I was thinking of the higher work, and whether there would be work for more educated women of the higher clerical class?—No, I think not.

29,210. (Chairman.) You have 23 surveyors and assistant surveyors of buildings, but you have only one engineer and two assistant engineers on your staff?—Yes.

29,211. Are surveyors ever engaged in engineering work?—No, never.

29,212. If you had to construct a railway you would give the work out under contract?—Yes, but if we had to supervise it we would take on a resident engineer temporarily just the same as an ordinary man in the profession is taken on for a job.

29,213. What is the exact work of a surveyor?—The assistant surveyors are responsible for the proper maintenance of the buildings in their charge and the surveyors for doing what is called new work.

29,214. They do dovetail in that way into the engineers' department?—No, there are no new architectural works in the engineers' department.

29,215. That is the distinction. You have very much more in the way of maintenance of buildings than in the way of new works?—Yes, I think we have over 1,800 public buildings to maintain, and in that

number the College of Science would go as one, and the museum as one; over 700 of them are national schools, and there are post offices, coast guard stations, etc.

29,216. (Mr. Boutwood.) Who answers for you in Parliament?—The Financial Secretary to the Treasury.

29,217. (Mr. Graham Wallas.) I understand you provide furniture for schools, including the provision of infants' desks. Do you originate the design as to the size and shape, and having made them do you submit them to the Education Department?—I would not say that; we settle with the Board of Education the type of furniture that is required, and they approve, and then we are responsible to see that that type is supplied by the manufacturer. We don't settle it ourselves. The schools are built by the manager who is the contractor; it is our business to see that the fittings that are supplied are in accordance with what was agreed upon between us and the Board of Education.

29,218. Don't you think this is a somewhat clumsy arrangement, that the question of the shaping of desks for infants should originate with you, and should be submitted to the Board of Education?—It is not so formidable as it sounds. After all, one child is like another child, and when you settle the fittings for a child of a certain age or size, it would be the same all over the country.

29,219. Oh, but there has been a great deal of very serious medical controversy in England and America, as to the very serious effect on children's spines of desks?—That is for the Education department.

29,220. (Miss Haldane.) They would be the persons responsible for the badly designed furniture?—We are responsible for the construction.

Mr. F. J. DONNELLAN, Mr. BRENNAN and Mr. MALONEY, called and examined.

29,221. (Chairman.) Mr. Donnellan, you are an assistant clerk in the department of Board of Works?—Yes.

29,222. Did you join as a boy clerk?—Yes.

29,223. How long since did you pass your examination for assistant clerk?—It was in 1900.

29,224. Have you been the whole time in Ireland?—No, I spent seven years and four months in the Admiralty in London, and the remainder of the time at the Board of Works.

29,225. Were the two other gentlemen with you, also boy clerks?—Yes.

29,226. Did you, Mr. Maloney, serve any time in England?—(Mr. Maloney.) Yes, I served two years in the Custom House in Liverpool, and spent the rest of my time in the Board of Works.

29,227. How long?—Since the 28th of October 1901.

29,228. And you, Mr. Brennan?—(Mr. Brennan.) Since the 28th of October 1901.

29,229. You all have about the same service?—Yes.

29,230. Now, what is your complaint?—(Mr. Donnellan.) The real complaint is this, we claim that we are doing the same work as second division men in the same room with us, and we should get some promotion to the second division class, as we do practically the same work side by side.

29,231. You know the second division is ordinarily reached by an examination of a much more difficult kind than the examination you passed for the assistant clerkship?—I am aware of that, but there are some of the assistant clerks who got more marks in the second division examination than some of the men who succeeded in the second division.

29,232. Did you stand for the second division examination?—Yes.

29,233. You were not successful?—No.

29,234. But at your examination you got more marks than some of the successful second division men got in later examinations?—Yes.

29,235. The subsequent examination might have been more difficult than the preceding one?—That is so, my Lord.

29,236. At all events, you did not succeed, and now you are in the assistant clerks' class?—Yes.

29,237. And you can only get into the second division either by exceptionally good and effective work in your class, or by passing the second division examination if your age still permits you, which I suppose it does not?—It does not.

29,238. What do you mean by saying you are doing practically the same sort of work as the second division men? Do you mean to say you are doing the same sort of work as the generality of second division men, or of junior second division men?—In my room there are two second division men. One is a man of the higher grade of the second division, and the other is a man who is comparatively a junior. I claim, and my colleagues claim, that we do the same work as these men, one of them a junior but of considerable service.

29,239. How many years' service has the junior second division man to whom you refer?—In my room the junior second division man has about eleven years' service.

29,240. What sort of work do you do? Do you draft letters?—My own work is largely under the head of land law service and land improvement service; it is set out in our statement more completely. I have written some letters—I think I can claim that I have written some letters—but you will find it all on page 7 of our statement.

29,241. You write letters, let us say under the land law loans. Do you draft the letters that issue from the office in connection with that grant?—I have done so.

29,242. What was the nature of these letters?—Letters notifying a defaulting borrower that he is in arrear on his loan, and requesting him to make payment by a certain date.

29,243. As a rule, is not that form of letter a printed form with blanks that you have to fill in?—Oh no, that letter is not a printed letter.

29,244. I have a number of letter forms here before me; they are printed forms with blanks for figures, dates, and so on. Is it not the fact that the clerk has to fill in these particulars, and then issue the letters from the office?—That is a fact, my Lord, but the point I was trying to explain was, that I have written letters

25 February 1913.]

Mr. F. J. DONNELLAN, Mr. BRENNAN and Mr. MALONEY.

[Continued.]

requiring a certain amount of initiative, stating the fact that a borrower is in arrear with his instalments, and that he must pay by a certain day.

29,245. You get instructions upon which you write these letters?—Yes.

29,246. The instructions come down from the second division clerks?—They come from the staff officer.

29,247. And you submit your draft to the staff officer?—Yes.

29,248. Do you mean to say that the bulk of the work you do is exactly of the same description as the second division work? Do you mean to say that?—I do on my own service.

29,249. We have been assured by the head of your department that that is not the case. It is admitted that your work does in certain instances dovetail into the second division work. Work of every class must dovetail into the class above or below it. Where both join there is a blurred line; but the substantial work of your division is different from the substantial work of the higher division, otherwise the higher division would probably be abolished?—I don't altogether agree with that, that the two join, because this is work I have been doing daily for the land law loans, and it is done by a second division clerk indiscriminately with me; and, furthermore, upon the land improvement service, there are no assistant clerks borne upon the normal complement, therefore, it logically follows that second division men are doing on one service similar work to what assistant clerks are doing upon another service. I could go further, and state that in the land law loans division, a second division clerk is doing in one room similar work to what an assistant clerk is doing in another. In the land loans division the "even number" loans are dealt with in one room and the "odd number" loans in another, and the officers do similar work in each room, yet in one room there are two second division clerks, and in the other a second division clerk and an assistant clerk, so I maintain that the assistant clerk there is doing the same work as the second division clerk.

29,250. If the head of the office thinks that a particular sort of work is suitable for an assistant clerk, and may also be suitable for a second division clerk, may he not distribute it as he thinks fit amongst both?—Certainly; but I think that is an admission that the assistant clerk is as good a man as the second division man.

29,251. Even if that is so, does it entitle the assistant clerk to claim a higher rate of pay than the pay for which he contracted?—Well, it does; if two men do similar work, I think they are entitled to similar rates of pay.

29,252. (Mr. Boutwood.) Before you leave that point, can you tell me the length of service of the four clerks to whom you referred? You said there are two second division men in one room, and in another one second division man and one assistant clerk. Can you tell me the length of service of each?—The assistant clerk has 17 years' service and the three second division men have an average of 11 years' service, I think. I am certain of the assistant clerk's service.

29,253. (Chairman.) Have you anything else to say? I understand the gravamen of your complaint is that you are called upon to do work which is really second division work, and that being so, you ask to have an increase in pay. You doubtless know that you can only be promoted to the second division under the rules of the Civil Service. These lay down that an assistant clerk can only be promoted to the second division if he is of exceptional merit. I do not suggest that you are not of exceptional merit, but that is the sole ground at present upon which an assistant clerk can be promoted?—I would like to add this, that beside the matter of exceptional merit, the assistant clerk has also to pass a qualifying examination. If you get a man of exceptional merit he must also have the educational qualification.

29,254. The examination he passes is a qualifying test, and is not competitive?—No, it is qualifying. The contention I make is, that if this man has got to pass a qualifying examination he must naturally be of a

superior educational type, and at all events he must be up to the same level as the second division man.

29,255. (Miss Haldane.) It is not as hard an examination as the second division man has to pass. All you want is a qualifying examination?—A qualifying examination, which is usually in one or two subjects which the assistant clerk has not taken at his former examination. That forms part of the educational test which is required for the examination of assistant clerks on promotion.

29,256. (Chairman.) If you were chosen now, what two subjects would you take?—If I were chosen, I could claim exemption, because I have already got the qualifying examination.

29,257. What subjects did you take?—Indexing and précis writing, and a language—French.

29,258. (Miss Haldane.) How was the typist promoted? Did he enter with a qualifying examination?—I am not quite sure of the qualifying examination. I understand he has qualified in typing, but I am open to correction on that point.

29,259. I want to know the nature of the examination—you are not acquainted with it—which a typist would have to pass on entering. He would have to pass a qualifying examination?—You refer to the typists.

29,260. To the typist you speak of who was promoted?—He qualified in the subjects of assistant clerk, with the exception of "digesting"—I think typing was substituted.

29,261. (Mr. Graham Wallas.) You spoke of four clerks, both assistant clerks and second division clerks, working in two rooms, and you said of the second division clerks the average service was 11 years. I want to know the exact service of the junior second division clerk in the room where there were only two second division clerks working?—I think it is 11 years.

29,262. Is the service of the three of these second division clerks 11 years?—Yes; but there is this curious position, that one of them has recently been transferred from London, and, from the office point of view, he is the junior.

29,263. This man, doing work in one room done by an assistant clerk in another room, is a man who has just arrived from London, and he might be expected to have to learn the routine part of his job and of the work in which he is engaged on his arrival?—I think every man who comes into the Service, no matter in what position, must learn the routine of the office. I would like to add that that work has always been done by a second division man, that is, I mean the work in that room.

29,264. (Chairman.) While doing that work, does he supervise the assistant clerk?—There is no assistant clerk in that room. There are three men in each room. In one there is a staff officer and two second division men. In the other there is a staff officer, a second division man, and an assistant clerk. There is a senior second division man, of course, in each room.

29,265. (Mr. Boutwood.) About the middle of page 5 of your statement you say, as to the state of things in your office, that 22 second division clerks have been appointed, but there has been only one promotion of an assistant clerk since 1902?—Yes, that is the point we want to bring out. In the Irish Land Commission which is reputed to be the second worst office in Dublin—ours is the worst—there were 97 second division appointments created since 1903, and in that 97, 11 assistant clerks were promoted to the second division. In our office 22 second division clerks were appointed, and only one assistant clerk was promoted.

29,266. (Chairman.) But during that period did not the Land Commission create a new department? Was it not during that period—1903—that the Estates Commissioners were appointed and had to get together their establishment? They took the most promising of the assistant clerks and put them into the second division? Was not that so?—Yes, but I respectfully submit if you are appointing a new man in any of the divisions of our own office that a man of mature age with considerable service, in some cases 12, 13, 16, 17, years, would be more suitable for the work than a youngster.

25 February 1913.]

Mr. F. J. DONNELLAN, Mr. BRENNAN and Mr. MALONEY.

[Continued.]

29,267. In this particular instance what you suggest is that the senior men in your office might have been taken up to the Land Commission, but the fact that they were not so taken was your misfortune?—Taken from the Board of Works?

29,268. When the Land Commission was creating its new department in 1908, it looked about for second division clerks and it took some men from the assistant clerks and promoted them. If you had been sufficiently fortunate to have had your name brought to the Commissioners' notice you might have been appointed?—It is not usual to promote an assistant clerk outside his own office.

29,269. When creating a new office you get your men from where you can. When the Labour Exchange and Insurance offices were created they got their men from where they could?—The Land Commission clerks were serving in the office of the Land Commission, and I wish to make a similar claim on behalf of our office, that the men in our office who are more suitable from official experience and from being older should get promotion.

29,270. What I want to point out to you is that there is a difference between the creation of a new office and ordinary promotion. In the case of the Land

Commission, a new office was being created and new men were wanted. That is a different thing from ordinary promotion, and you can hardly quote the promotion given at that time as a precedent for ordinary promotion or a departure from rules?—In every office in town—treating the Land Commission as an exception—the assistant clerks are promoted. Take the Department of Agriculture. There were 14 promotions there; in the Local Government Board there were 12, in the Stamps and Taxes office there were 6, although there were only 11 assistant clerks on the establishment. Our office, the Board of Works, as regards the promotion of assistant clerks, has an unenviable record. It is a harsh statement to make, but nevertheless it is true, my Lord.

29,271. I see what you mean?—Some of us have been recommended, and it seems very hard that a man of 16 or 17 years' service when a vacancy occurs in his own room should be ignored, and a youngster, practically taken from school, should be put in his place. It seems hard that a youngster of 19 to 20 should be put over a man of 30, who had done the work and done it satisfactorily.

(Chairman.) I think we quite understand your position now.

Mr. MAX GREEN, called and examined.

29,272. (Chairman.) Mr. Green, you are Chairman of the Prisons Board?—Yes.

29,273. You were appointed at a comparatively recent period?—About six months ago.

29,274. From what time does your Government service date?—21st January 1897. I have had 16 years' service.

29,275. In what situation did you serve first?—As engineering inspector in the prisons service.

29,276. Will you tell me how the Prisons Board is constituted?—It is constituted by Act of Parliament of 1877, and it took over the prisons which were then administered by the county authorities, and also the convict prisons which were administered by the convict authorities. Subsequently the Inebriates Act was passed in 1898, establishing a State Reformatory, and in 1908 the Prevention of Crime Act creating a Borstal Institution, both of these Acts placing the administration of these institutions under the Prisons Board.

29,277. That is the Borstal institution at Clonmel?—Yes.

29,278. At the present moment you are the chairman. Is there also a vice-chairman?—Yes.

29,279. Is the vice-chairman an old prison officer?—Yes.

29,280. What length of service has he?—He was 10 years an inspector of prisons.

29,281. And there is also a medical member?—Yes.

29,282. Is the medical member a whole time member?—No. He gets 250*l.* a year as advisory member. He is also an inspector of reformatories and industrial schools.

29,283. He is not a whole time officer?—No; a part time officer.

29,284. But he is a member of the Board?—Yes.

29,285. And also an inspector of reformatories and industrial schools?—Yes.

29,286. Does he give you much of his time?—We make very considerable demands on his time, and he gives us as much as he can spare from his other work.

29,287. Does he go on tour inspecting the industrial schools and reformatories?—Yes; he is a very busy man.

29,288. He occupies the place which Dr. Fagan held?—Yes, he succeeded Dr. Fagan.

29,289. Then he is a whole time officer. Do you have Board meetings?—Yes, regular meetings of the Board are held, but not at any set time; there is a Board meeting whenever there is anything special to consider.

29,290. Do you sit under the same roof?—Yes.

29,291. And do you distribute the work amongst yourselves?—Yes.

29,292. Will you please tell us what is the character of the work you take, and also the character of the

work of the vice-chairman?—The work is arranged by the Lord Lieutenant, and I deal with all matters of discipline and transfer of officers; the preparation of the annual estimates and reports, and the other matters that require to be dealt with by the chairman or the accounting officer, such as the annual appropriation account and the annual statement of the manufacturing department for the audit office, superannuation claims, and the classification of prisoners.

29,293. And the vice-chairman?—He has the ordinary papers in connection with the accounts and stores and prison industries, ordinary repairs, and the supply of materials, the transfer of prisoners, the salaries of prison officers, etc.

29,294. When a paper raises questions of importance, is it marked for the Board?—Yes, any question of policy or administration is marked for the Board, and full consideration is given to it.

29,295. Do letters that emanate from you or from the vice-chairman issue from the Board or from yourselves?—They issue from the Board through the secretary.

29,296. You have a common secretary?—Yes.

29,297. And in issuing the letters he states, "I am directed by the Board?"—Yes.

29,298. The secretary was promoted from a lower division, but he entered the service by open competition?—Yes.

29,299. Was he a second division man?—Yes.

29,300. Is your office based on the second division?—It is practically a second division office. I think every one of them is in the second division.

29,301. I don't see that you have any officer recruited by Class I. ?—No.

29,302. Well, then, it must be a second division office. Now, was the clerk in charge of the accounts promoted from the second division?—Yes.

29,303. And was the comptroller of industries promoted from the second division?—He entered previous to the second division being established, from old Class II.

29,304. Well, they must be second division men?—Yes.

29,305. Would you say that the prison clerk is a second division officer?—No, he is not a second division officer.

29,306. Now, the clerks of the habitual criminals register; were they policemen?—They were policemen with special knowledge, and have been since made part of the permanent establishment.

29,307. They were brought in on account of their special knowledge in connection with finger prints?—Yes.

29,308. Now let us pass on to Group V. You have a staff clerk who was a second division man?—Yes.

25 February 1913.]

Mr. MAX GREEN.

[Continued.]

29,309. And the minor staff clerk was a boy clerk who entered by open competition?—Yes.

29,310. But he passed into the assistant clerks class?—He entered the second division by promotion from the abstractor class.

29,311. Did he become an abstractor?—Yes, and he entered the second division afterwards.

29,312. Therefore, he would be quite in order. Your highest appointments all came from the second division?—Yes.

29,313. Then you have two second division men on the regular scale, and you have three on the new scale and one second. Then you have two assistant clerks?—Yes.

29,314. Did you get them from the Civil Service Commissioners?—We got them by transfer.

29,315. But they entered by open competition?—Yes. They entered as boy clerks.

29,316. Let us come to the Group XI.; your inspector of prisons. How was he appointed?—He was appointed under section 5 of the General Prisons (Ireland) Act, 1877, and his office is scheduled under section 4 of the Superannuation Act.

29,317. But was he taken from outside?—He was taken from outside. He was originally a deputy-governor.

29,318. Well then, he can scarcely be considered to be taken from outside. You took him from the staff?—Well, in that way he has been taken from the staff.

29,319. How long was he a deputy-governor?—He was appointed in 1904 for Mountjoy Prison.

29,320. How long did he remain there?—He was there for practically two years, and he was transferred to Dundalk and made a second class governor. Ultimately he was made a first class governor of Mountjoy Prison, and he was selected as inspector of prisons.

29,321. Your clerk of works was promoted from the ranks of prison warders?—Yes.

29,322. We now come to your governors. How are your governors selected?—All the superior officers of the prison are appointed by the Lord Lieutenant.

29,323. You have 17 altogether?—Yes.

29,324. It is noted that nine of these had already served as subordinate officers in the prisons' service?—Yes.

29,325. Had they been warders?—Yes, they had come in as warders or clerks.

29,326. Were they, before promotion, submitted to any examination test, qualifying or otherwise?—I think not. I think they were selected as being the best men in the service. One or two had been promoted from clerks, and as clerks they must have shown Civil Service qualifications.

29,327. Is there a gradation in your gaols?—Yes; there are three grades, proportionately to population. We have three first class prisons, with the salaries of the governors rising from 360*l.* by 10*l.* a year to 450*l.* with free quarters and free medical attendance.

29,328. How many have you in the first class?—Three.

29,329. And the second class?—Two.

29,330. And the third class?—They are the balance of the 17.

29,331. Then in five prisons you have deputy-governors?—Yes.

29,332. Do you promote from the third class to the second class and then on to the first class?—That has been the practice.

29,333. When an officer becomes a deputy-governor, does he on promotion get into the third class?—There are two classes of deputy-governors—the first class with salaries of 200*l.* rising by 10*l.* to 300*l.* with quarters, and the second class, local deputy-governors, have salaries of 130*l.* a year with quarters and allowances.

29,334. What I am anxious to know is the way you promote them. Does promotion go from the deputy-governor into the third class governor, or may the deputy-governor become a second class or first class?—It is open to the Lord Lieutenant to promote to any grade.

29,335. But what has been the practice?—The deputy-governor of the first class has the same emolu-

ments as the third class governor, and it is simply the transfer of a man who has had second charge of a prison to sole charge of a prison.

29,336. You have five deputy-governors, and I suppose they are in the most important prisons?—Yes.

29,337. Take Mountjoy prison: if the governor is removed does the deputy-governor succeed?—Not in Mountjoy.

29,338. Would you take a more experienced man?—Yes, Mountjoy is practically a training ground for governors—Mountjoy and Maryborough are on the same lines.

29,339. Is your medical officer a full time officer?—We have three full time medical officers—two at Mountjoy and one at Maryborough. They are appointed by the Lord Lieutenant, and merely taken on their record. There is no qualifying examination.

29,340. The appointments are by the Lord Lieutenant's patronage?—Yes.

29,341. Take your clerks of prisons: is that a graded clerical service or a prison service of clerks?—There are two classes. One begins at 75*l.* and rises to 110*l.*, and Class I. goes from 110*l.* to 130*l.*

29,342. Do they pass a qualifying examination?—They are promoted from warders to clerks, and if they are selected they have to pass a qualifying examination by the Civil Service Commissioners.

29,343. Has that been the invariable rule—that these men were selected from warders?—Yes, for many years past, but formerly clerks were sometimes appointed from outside the service.

29,344. Is it laid down by order of the Lord Lieutenant?—No, it has been the practice for very many years, but the men selected must satisfy the Civil Service Commissioners that they are able to pass in certain subjects.

29,345. Do the warders enter under any competitive test?—No.

29,346. They are merely appointed, but how?—Upon their physical and general fitness for the position.

29,347. Are they required to pass a minimum examination of some sort?—Yes, they have to pass a qualifying examination.

29,348. What are the subjects?—They are writing, copying manuscript, and arithmetic.

29,349. They are nominated first and then submitted to that examination?—Yes.

29,350. How are they nominated?—According to regulations. Any man can practically apply for a nomination. We get a large number of applications every year—between 350 and 400 every year. In 1912 there were 340 applications received. In the same year 31 were placed on the candidates book, of these 31 27 were nominated. Of the 27 nominated 8 withdrew, 7 failed to pass the examination, and 7 passed the examination, and 5 are still awaiting disposal.

29,351. Well, there is no lack of candidates?—No, we have a very large number of applications, but they are reduced to practically a few by the elimination of the unsuitable.

29,352. You register the names of the residuum?—Yes.

29,353. And do you take them in the order in which their names occur on the register when vacancies occur?—No, not necessarily. We select the best on the register.

29,354. Say there is a vacancy, and you pass four or five men under review, if you take the fifth do you exclude the other four from the register then?—Not necessarily.

29,355. From what class of people do the warders come?—The warders are as a rule ex-soldiers, ex-police-men, tradesmen, clerks, teachers, men-servants like grooms, shop assistants, and farmer's sons. We do not require many warders every year. The average is about eleven.

29,356. But you have a large staff of them—357?—Yes, we have about 357.

29,357. And they are all pensionable?—Yes.

29,358. Who is the superintendent? Is that a superintendent of warders?—No. That is a woman superintendent.

25 February 1913.]

Mr. MAX GREEN.

[Continued.]

29,359. You have 101 matrons and assistant matrons?—Yes.

29,360. They begin at a salary of 40*l.*?—Yes, 40*l.*, rising to 50*l.*

29,361. And then they go up to 100*l.* as the maximum?—Yes, there is only one getting the 100*l.*

29,362. What class of women take up the position of wardresses in your prisons?—Dressmakers and laundresses, nurses, domestic servants, shop assistants, asylum attendants, and farmers' daughters.

29,363. Do you have as many applicants for the post of assistant matron as you have for warders?—Practically the same number, but more in proportion to vacancies.

29,364. That is in proportion to the women population in the gaols?—Yes.

29,365. Do you find that the service is at all popular with them?—It is popular when they are coming in, but when they are in for a little time they find that it is not quite what they expected.

29,366. And is there often an exodus?—No, there is no exodus. The number of resignations from the service is very few. I am talking now of the male officers. It is only about one per cent. It is larger among the women, because a number of them resign to get married. There are just 100 women in the service, and about four per cent. of them resign every year with a gratuity to get married. After six years' service the matron gets a month's salary for every year's service when she is going out on marriage. She must resign when she is getting married.

29,367. What is the full time for qualifying for a pension?—Forty years. The same as under the ordinary Civil Service rules.

29,368. Do the assistant matrons live in the gaols?—Yes.

29,369. Within the walls?—Yes. They are practically in prison the whole time except when on leave.

29,370. And do the warders also live within the walls?—Yes, a certain proportion of them. All the unmarried men live within them. A certain number of married men live outside in private houses, or in prison cottages.

29,371. What is the criminal population at the present time?—The daily average is 2,462.

29,372. In how many gaols are they confined?—16.

29,373. Is that a larger figure than 10 years ago?—No, it is less. It is gradually falling.

29,374. Has it fallen within the last five years?—Speaking from memory, it has. In 1907 the number of commitals to local prisons was 32,240; in 1911 the number was 26,572. The daily averages were 2,466 and 2,250.

29,375. Do your statistics enable you to say what the daily averages are as for terms over a year and for terms over six months?—The persons sentenced to 12 months and over are less than 2 per cent. of the whole. There are 10 per cent. sentences for three months.

29,376. I want to know whether the crime is of a heinous character, or is it light?—Oh, it is very light.

29,377. Is your office staff fairly contented?—They are fairly contented, as a rule; but they have great difficulties as regards the future. The staff is a peculiar one. It is a small department, and there is small chance of promotion.

29,378. You have only nine second division clerks and assistant clerks all told, and even then you have five staff appointments to which they may look. You have the secretary, the clerk in charge of accounts, the comptroller of industries, a staff clerk, and a minor staff clerk?—That is so, but they are filled by men of practically the same age as the men who might hope to succeed them and who are their understudies.

29,379. That may be for a time, but you will not deny that for a department which has five staff posts, with nine second class clerks, the chances of promotion are fair?—Looking at it like that you would say so. But the Prisons Department is in reality a miniature of one of the great departments of the State. We have every year 26,000 prisoners, every one of whom has to be examined and the record taken just like a recruit for the army. There is no routine work in our office in

the ordinary sense; the clerks have to do special work of a very varied character. We have to do as is done in the army or in the Admiralty. We have the auditing of accounts; we have got the administration affecting the 26,000 prisoners; we have the maintenance of a high order of discipline amongst the prisoners and staff and the 500 officers required for their control; we have the task of providing the prisoners with suitable industries and finding a market for their work. There is the work of building construction, and improvements involved in providing for the housing and safe custody of the prisoners committed to prison, etc. The proof of the excellence of the training which the staff receives is to be found in the success of the men who have obtained transfers out of the Department.

29,380. Yes, quite so. Sir James Dougherty told us that he regards your Department and the other 10 or 11 departments that acknowledge the control of Dublin Castle as the executive agencies of Dublin Castle. Promotion from your Department would naturally be to any of those 10 or 11 departments the Under-Secretary had in view. Thus your clerks might look forward not merely to the five staff appointments, but to others, owing to the possibility of transfer. From that point of view your position is not so bad?—Well, we have had very few transfers from our Department into other departments or branches of the executive service, but those that have gone out have done uncommonly well, so much so that those that remain feel that they have not had the same chance. A certain number of men get into water-tight compartments and remain in the one branch all their service. In the Prisons Department the men become experts at the work generally. In a small Department like ours the few clerks employed have an opportunity of acquiring a thorough knowledge of the working of the Department in all its branches. I would like to state as a proof of the value of the training so imparted, that a former clerk in charge of our accounts was selected from the Prisons Department to undertake the organisation of the finance work in connection with the Department of Agriculture and Technical Instruction, and he did that so well that he was eventually selected as accountant of the Land Commission, which, I understand, has some of the most complex accounts in the Imperial Service. I think it is a matter for congratulation that a man who received his training in our Department was able to undertake such a peculiarly difficult work, and I think it shows that this staff does get a large view of affairs, because being a small staff they have individually to deal with a great number of different matters which in a larger office they would not have an opportunity to do.

29,381. Of course a good deal would depend upon the head of the Department and also on the secretary. If it was known that a vacancy was about to occur in some other department in Dublin it could be brought under the notice of the men. Gentlemen in the position of a secretary of a department know pretty well what is going on?—They may, and I suppose they do their best to find out. I should say it would be a thing to be aimed at to establish some central authority where these vacancies could be registered.

29,382. Why should there not be such a thing, for instance, as a central bureau in reference to all the offices that are affiliated, as one might say, to Dublin Castle?—I should say something even larger, something for the Civil Service generally. I think it desirable where you have a small office such as ours, in which the men get a high training, that they should have an opportunity of utilising their experience and of giving the State the advantage of that training in wider fields.

29,383. What would you say to taking the promotions out of the hands of the departmental head and putting it in the hands of a body which would have wider opportunities of knowledge than an individual departmental head?—I think it would be highly desirable that something should be done. I would not like to say exactly: Take all the promotions from the head of the Department; I think the Department ought to have a say in the matter. Take, for instance, the heads of our branches. In the Prisons Department you have got clerks in charge of accounts and others in control of men



25 February 1913.]

Mr. MAX GREEN.

[Continued.]

who are very highly trained and are retained in this office in second rate positions.

29,384. You would not like to trust the head of a department to bring the claims of a very useful subordinate under notice?—I think it is too much to expect the head of a department to take active steps in a matter which would deprive his department of the assistance of a highly trained and experienced subordinate, especially as there is no recognised procedure to be followed in the indicated direction. Second division clerks have often said to me: "We don't think we have been justly treated, because when we entered the Civil Service we thought we were to have our chance against the entire Civil Service, and we have not got it. We have been assigned to a department against which we have nothing to say, but in it our lines have been laid down for us, and we have not had anything to say to the very limited field for our work."

29,385. Do you think that is a substantial ground of grievance?—Expressing my own views, I think it is.

29,386. But views based on what you have heard?—No; views based on 16 years' work amongst them.

29,387. And what you have heard?—Yes. I think I would be safe in voicing it from the Irish point of view in saying that, at any rate, that is the feeling of Civil servants.

29,388. (Mr. Graham Wallas.) Your Board occasionally meets as a whole for the transaction of important business?—The chairman and vice-chairman sit in neighbouring rooms, and they are in constant communication.

29,389. Does it sit formally?—Yes.

29,390. When it sits formally as a whole has the chairman a deciding voice, or is he only one among a number of equals?—As far as voting power is concerned they would be equal, but such a thing as a divergence of opinion would never take place.

29,391. You cannot conceive a circumstance in which members of the Board would differ?—Everything like that must be settled by compromise.

29,392. Then decisions of the Board on questions where they are not agreed are always the result of compromise?—They are decisions of the Board. I could not think of any case where we would have a conflict of opinion. The secretary informs me that such a case when it has arisen has been decided by a majority.

29,393. It has occurred?—Yes.

29,394. The Board consists of three persons—the chairman, vice-chairman, and medical member?—Yes.

29,395. The medical member is only a part time officer?—Yes, so far as the Board is concerned.

29,396. So that he can go in and form one of a majority against either of two other people who are full time?—Yes.

29,397. (Chairman.) Possibly that may be misrepresented as regards the part time. He is really a full time officer, but he has got other functions. He is, as a member of the Prisons Board, co-equal with any of the others?—Yes.

29,398. (Mr. Graham Wallas.) His vote is equally valid on any subject whether medical or otherwise?—As a matter of fact, the matters he deals with are practically all medical matters. He would be reluctant to oppose his opinion to that of the other members in outside matters.

29,399. You have a number of other doctors in the service?—Yes.

29,400. Are any of them women?—Yes, in one case—in the female prison in Cork we have a female visiting physician.

29,401. Do you keep a list of applicants for warderships?—Yes.

29,402. Do applicants for warderships come to see you?—The procedure, as far as the Board is concerned, is this: When a man applies for an appointment he is sent a form in which are set forth the qualifications of the candidates and conditions of service, with an intimation to the effect that should he consider himself eligible for the appointment he may renew the application. His name is registered in what is called the first application book. The next act is, that should he send back the form filled up he is then asked to present

himself at the office of the district inspector of Royal Irish Constabulary for the district in which he resides in order that he may obtain and fill up Form B, and forward it through the district inspector, who is at the same time directed to inquire into the life-history and antecedents of the candidates. Candidates in Dublin have to attend at Mountjoy Prison, and are reported on by the governor of that establishment as to fitness, etc.

29,403. Do you require letters of recommendation?—Yes. We get testimonials, and require them.

29,404. Those are filed?—Yes.

29,405. With the applications?—Yes.

29,406. When you appoint a man you know not only his general appearance, but what letters have been sent in recommending him?—That is so. We take the greatest care in selecting the candidates as regards their antecedents and history.

29,407. (Mr. Shipley.) How long have you been chairman?—Six months.

29,408. Did you pass into the service by examination?—No.

29,409. Could you give us a short history of your experience in the public service?—I can. I am an engineer by profession. I passed through the arts course in Trinity, and then took an engineering diploma in the College of Science. Afterwards I was apprenticed to a well-known engineer, and was a student of the Institute of Civil Engineers. When I finished my apprenticeship I was engaged on the construction of public works as a contractor's agent. I had to deal with large bodies of men, involving the management and control of some thousands of men from day to day. In 1897 I was appointed engineering inspector to the Prisons Board. I was engineering inspector for 10 years. I was then transferred in 1907 to the Local Government Board, and I was inspector of the Local Government Board for three or four months.

29,410. (Chairman.) Was your appointment as inspector to the Prisons Board abolished?—Yes.

29,411. (Mr. Graham Wallas.) Was it a full time appointment?—Yes; when it was offered to me I understood it was to be that of an inspector of prisons with engineering qualifications, but my services were never availed of as an inspector; as engineering inspector I was called on to design and erect the only prison built in Ireland for the last 70 years. It was the first large building in Ireland built of reinforced concrete.

29,412. (Mr. Shipley.) It is quite safe. Satisfactory?—Yes. And was built at about half the cost of any other prison that has been built.

29,413. In 1907, I gather, you left the Prisons Department?—In 1907 I left the Prisons Board, and was transferred as inspector to the Local Government Board. I was in that position for six months, when I became private secretary to the Lord Lieutenant, and was with him for about five years.

29,414. And from that you were given this appointment?—Yes.

29,415. Is it usual to give it to somebody like that, or is it usual to promote the secretary or vice-chairman?—The last vice-chairman was private secretary to the Lord Lieutenant, Lord Londonderry.

29,416. Is the lady doctor at Cork responsible for the female prisoners only?—The prison to which she has been appointed is one for females only.

29,417. There is a certain amount of discontent, we gather, among the under officers, because they do not be promoted quickly. Could you suggest any change which would meet that state of things?—Is it the head staff or prisons staff?

29,418. Let us take the head staff first?—With the head office staff there is a question of having some outside promotion from the office, that it should not be a water-tight compartment.

29,419. To have the office grouped with some others?—Yes.

29,420. What other office could come in with it advantageously?—Personally, I think, the men in my office would be qualified for most other work. They have got a great deal of very varied work, and, if I may say so, they are an extraordinarily intelligent body of



25 February 1913.]

MR. MAX GREEN.

[Continued.]

men. I consider myself very lucky indeed to have such a staff.

29,421. That is the chief change you would suggest as regards the central office?—Yes.

29,422. With regard to the prisons staff what would you suggest?—The point most urged by warders and matrons is the possibility of retiring on superannuation at a much earlier period in life. It is rather an interesting fact that in the last five years none of the prison staff has retired with full service.

29,423. I suppose that is partly due to the trying nature of their work?—It is a very hard strenuous life, and there is a great strain on the men. Comparatively few are able to endure the strain of their duty up to 60 years. The majority retire on pension before that age on grounds of health.

29,424. (*Mr. Boutwood.*) How does that affect the women?—It is much the same. I do not think that anybody within the last five years at any rate has qualified for the full pension, man or woman.

29,425. (*Chairman.*) Would you recommend a lower age for superannuation?—I certainly would—50 or 55 years. One of the great difficulties a head of a Department like this has, is that a number of men who are extremely good, in the passage of years become less alert, and we have to keep them on, because it would be cruelty to retire them. Some of them get over-zealous, and they are the cause of great trouble in the prisons.

29,426. Do you mean to say that their zeal increases in accordance with their years?—That is the case, especially as regards one poor man whose zeal so far outran his discretion, that as the result of an assault upon him by a prisoner he was obliged to retire.

29,427. (*Mr. Shipley.*) Would you think that this necessity for diminishing the number of years is even more urgent in the case of women warders than in the case of men?—I think it is about equal. I do not think I could commit myself to saying that it is more the case as regards women.

29,428. (*Miss Haldane.*) Have you ever had a woman as deputy-governor?—No, our difficulty in the Irish prisons service is that it is a shrinking service, and we are gradually narrowing down. When the Board took over the prisons we had 42 in Ireland. There are now only 16.

29,429. Are the existing prisons larger?—No; the existing prisons are practically the same size as when we took them over.

29,430. But you require fewer prisons?—They are very much fewer in numbers.

29,431. How many prisons for women have you?—We have two such prisons, one at Mountjoy and one in Cork. We have also accommodation for women in 10 other prisons.

29,432. Is Dundrum Criminal Lunatic Asylum under your Board?—No.

29,433. Are the reformatories and industrial schools of Ireland under your Board?—No.

29,434. Then how many women inspectors have you?—None.

29,435. Have you considered the question of appointing women inspectors?—It has been considered.

29,436. And it has not been carried out?—The superintendent who is here was brought from England, and her services were availed of on a number of occasions.

29,437. She is not a medical woman?—No.

29,438. What is the corresponding male position to hers?—She was brought here when it was intended to make her a governor of a prison, but the Act of Parliament prevented it. The governor of a prison must be a man.

29,439. And your Board considered it would be desirable to have a woman?—At the time the experiment was tried, of course, it was considered desirable. For some years she was practically governor of Grangegorman Prison.

29,440. What interfered?—The question was raised in Parliament as to her status.

29,441. And was it then discovered to be illegal?—Yes.

29,442. And she was deposed?—She has still charge

of a prison practically, but there is a governor over the prison.

29,443. Is her work practically the same?—It is not, because the governor is by law responsible. She has got the work without the responsibility.

29,444. Does she still receive the same salary?—She receives a better salary. Her salary is 150*l.*, rising by 5*l.* to 180*l.*, with furnished apartments, fuel, light, medical attendance, and medicine.

29,445. (*Chairman.*) What was it formerly, when she was governor?—The maximum was, I think, 150*l.* It was the then maximum of a third class governor.

29,446. (*Miss Haldane.*) The women warders are called matrons and assistant matrons?—Yes.

29,447. Do they correspond absolutely to the men male warders?—Yes.

29,448. How does their salary compare with the corresponding men?—The assistant matrons begin at 40*l.*, rising by 1*l.* annually to 50*l.* Warders begin at 52*l.*, and go up annually by 1*l.* to 70*l.*

29,449. Therefore the women have considerably less?—Yes.

29,450. They must resign on marriage?—Yes.

29,451. Have you widows?—Yes. Widows who have no children residing are eligible.

29,452. Have you any schoolmasters or school-mistresses of any kind attached to the prison?—There are a certain number of the matrons who are qualified.

29,453. Do you ascertain if these women are qualified to teach?—We endeavour to get qualified teachers for these posts, coming in as matrons.

29,454. They come in as teacher matrons?—Yes, as matrons with teaching qualifications.

29,455. Does that hold good as regards the men as well?—It is the same with the men. They are not all qualified. I mean from the point of view of the skilled schoolmaster. The schooling is not very elaborate in prison. The standard is low, equal to the third standard of the National School Board.

29,456. Is it any lower than is the case in England?—About the same.

29,457. Do you find it difficult to get a good class of women?—No, I think our matrons are a very good class, as a rule.

29,458. Have you tried to get women who have had some nursing experience?—Yes.

29,459. Have you been successful?—We have three hospital nurses, and two of them have had experience of nursing.

29,460. Where are they?—They are not registered as nurses, but as assistant-matrons.

29,461. There are three such assistant-matrons, I think?—No, they are amongst the 89.

29,462. Some are trained nurses?—Two of them were hospital nurses before they entered. There are three hospitals—Cork female prison, Belfast, and Mountjoy. The trained nurses were enlisted, so to speak, as assistant-matrons, and receive a special allowance of 10*l.* Before they entered the service two of them were hospital nurses.

29,463. Have they had their complete training?—Two of them had.

29,464. Do they get rations as well as the allowance?—No; their allowances are quarters, fuel, light, and uniform.

29,465. Is the hospital a separate building from the prison?—It is, in most cases.

29,466. Do they nurse male patients?—No, the male patients are nursed by warders.

29,467. Have they got any training?—Some of them have.

29,468. What sort?—The medical staff corps. Three were in the Royal Army Medical Corps, and two were male nurses, trained before they entered the service.

29,469. Do you nurse all your prisoners in prison, or do you send some out to general hospitals?—We have not the power to send them out. If they are so very ill as to require hospital treatment the Lord Lieutenant orders their discharge.

29,470. (*Mr. Shipley.*) Do they come back again?—We cannot bring them back.

25 February 1913.]

Mr. MAX GREEN.

[Continued.]

29,471. (*Miss Haldane.*) There is a woman doctor—how is she paid?—There is a scale fixed by the Treasury according to the numbers. She gets the same pay for a prison of her rank and class as a male doctor.

29,472. (*Chairman.*) What about your manufactures, are there complaints of competition with outside labour?—We endeavour to avoid that by not engaging in any manufacture that would be likely to bring us into conflict with the public.

29,473. There had been, I suppose, conflict of the kind?—Yes, there has been in the past.

29,474. Now you put your prisoners upon work which will not lead to conflict?—Yes. The position as regards Ireland is that it is an agricultural country; the population is agricultural and industries are few. So that the prisoners would be better employed upon agricultural land were it possible to give them such employment. As much as possible is done, but Irish prisons are very badly equipped with extra land. They are much better off in this respect in England and Scotland, although these are manufacturing countries.

29,475. Therefore you have no difficulty now, no conflict?—We have had no conflict recently—none worth speaking of.

29,476. (*Miss Haldane.*) I notice you bring in occasional hospital nurses—I suppose that is in cases of severe illness?—Yes, severe illness.

29,477. And the chaplains—how are they paid?—We have no whole-time chaplains. The chaplains we have are paid according to numbers—a scale is fixed by the Treasury as regards the number of people under their charge. The scale is fixed on the average number of

prisoners for the three years preceding the vacancy, viz. over three and not exceeding 25, 40*l* a year; over 25 and not exceeding 60, 60*l*; over 60 and not exceeding 120, 80*l*; over 120, 100*l* a year.

29,478. (*Chairman.*) I think that will do, Mr. Green, we are much obliged to you?—There is one point I would like to mention about the warders, as regards the pay of the warders. The pay of our men warders, as a rule, is a good deal less than it is in England or Scotland.

29,479. It is less?—Yes, it averages approximately 10*l*. per annum less than in England or Scotland. Our warders have not made any collective representation as regards this, but they have individually repeatedly called our attention to the question. They say they don't think they are being fairly treated, and because they have been very quiescent in the matter they think it should not be used against them as evidence of their being contented. Really they think they are not being, I was going to say, as handsomely treated as they are in England.

29,480. We will look into the matter. We should have gone away with the idea that they were quite satisfied if you had not spoken of it?—The other matter is the custom in Ireland to compare the prison service with the Royal Irish Constabulary. It is a fallacious comparison, because the R.I.C. man after 25 years' service can retire on a reasonable pension, with the result that we have men in the prison service who are pensioners from the R.I.C. acting as warders. Our men think they have just as hard and strenuous a life, in fact much more so than the R.I.C. men, because they as it were, spend all their lives in the prisons, and they think they ought to be as well treated, at any rate as far as pensions are concerned, as the R.I.C.

## SEVENTY-THIRD DAY.

Wednesday, 26th February 1913.

### PRESENT :

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A., called and examined.

Mr. S. A. O. FITZPATRICK was in attendance.

29,481. (*Chairman.*) Mr. Butler, what is your official designation?—(*Mr. Butler.*) Assistant Commissioner of Intermediate Education.

29,482. Mr. Houston is your colleague?—Yes.

29,483. How long have you held that appointment? Since April 1910.

29,484. Before that what position did you hold?—I was professor of modern languages for 15 years in the Queen's College, Cork, and for four years of that time I was registrar of the college.

29,485. When were you appointed, Mr. Houston?—I was appointed on the 14th of February last year. Before that I was four years in University College, Galway, as professor of mathematics, and before that I was five years under the Ministry of Education in Cairo.

29,486. Mr. Butler, be good enough to explain to us what is the constitution of the Intermediate Board?—The Board was founded by Act of Parliament in 1878 by an Act entitled the Intermediate Education (Ireland) Act, which was intended to promote secondary secular education in Ireland. The Act laid down that this was to be done by introducing a system of public examinations, by awarding money prizes to students who were successful at these examinations, and by paying the secondary school fees dependent on the results of these examinations. The system might be described as one of payment of results fees to schools calculated on the success of individual students at the examina-

tions, and of money rewards to the individuals. The Board was first a body of seven commissioners appointed by the original Act. These commissioners are appointed by the Lord Lieutenant, and hold office at his pleasure, and serve without remuneration. By a subsequent Act in 1900 the number was raised from seven to twelve, which is the present number.

29,487. Are the functions of the Intermediate Board limited to any particular class of schools, or can any school above the national school grade take advantage of these examinations?—I think that any school can take advantage of them except the national schools, which are excluded by the schedule to the Act; but pupils attending national schools may go up for our examinations and pass them, although the school cannot earn school grants in respect of them.

29,488. But the student can gain prizes or exhibitions?—Yes. Otherwise, I think, there is no limitation. The school cannot earn fees both from our Board and the National Board.

29,489. Are these examinations held yearly, or at more frequent intervals?—They are held yearly, generally in the month of June.

29,490. Are they held in different centres or in the one centre?—They are held in different centres. There were something like 320 centres last year throughout the country, that is, including Dublin, where there were a good many centres.

26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance.)

[Continued.]

29,491. Is that examination all by written papers?—Except as regards music, in which there is a practical test, and as regards a pass in science, which is determined by the report of an inspector. The examinations in all other subjects are entirely written.

29,492. Is there no *viva voce* examination, then, even in the two subjects?—In music there is a practical examination. The student performs a piece. In science the classes are inspected by the science inspectors of the Department of Agriculture and Technical Instruction, and they report to our Board whether such and such a class, or the students in it, deserve to pass or not, and our Board accepts their report, and it comes to this, that, as a rule, a class is passed *en bloc*.

29,493. Then, at the June examination there is no examination in science; that has been conducted beforehand?—The inspectors further report that certain students are qualified to present themselves in science for an examination in honours, and the examination in honours is conducted by us, and is entirely a written one, but the students cannot go up for that examination in honours without having been previously certified to do so by the Department's inspectors.

29,494. How many grades of examinations have you?—At present only three. There were for a considerable number of years four grades, the preparatory, junior, middle, and senior grades. The preparatory was abolished by the Board last year. The last examination for the preparatory grade was held in 1912.

29,495. Are these examinations in the junior, middle, and senior grades determined by the age at which the students present themselves, or by the difficulty of the subjects?—At present, theoretically, any student between the ages of 14 and 19 could go in for any grade for which he was considered fit; but in practice there is an age limitation with regard to honours, exhibitions, and prizes. One might say that the junior grade is for students up to the age of 16, the age in the middle grade would be 16 to 17, and for the senior grade it would be 17 to 18, but they can go in for our examinations up to the age of 19.

29,496. Does your intermediate examination take in Ireland the place taken in Scotland by the examination closing the secondary school course?—The senior grade examination, the final one of the three, would correspond to what a boy is supposed to have done in his school course, and the three existing Irish universities admit our senior grade certificate as exempting from their entrance examination in the proper subjects.

29,497. It is in the proper subjects equivalent to the matriculation of the three universities?—Yes, and up to this year it was accepted also by the University of London, but they have decided to withdraw this this year.

29,498. What funds are placed at your disposal?—The Board originally received the sum of 1,000,000*l.* sterling, portion of the funds derived from the disendowment of the Irish Church. This has been redeemed and reinvested in Irish land stock. It brings in just under 31,000*l.* a year. In addition to that, in 1890, a further endowment was provided out of the proceeds of the Customs and Excise, what was generally known as the "whiskey money." This used to vary. In the year 1900 we received 71,000*l.*, but in 1910 it fell to just under 17,000*l.* In consequence of that, by the Revenue Act of 1911, the Board received a share of the local taxation duties, calculated on the amount they had received in the year 1909, amounting to 46,500*l.*, and apparently the Treasury have fixed that that is to be our full contribution from that source. It is a loss on the average of the preceding 10 years to the Board of 7,000*l.* a year. There are various small sources of revenue. The Board has a certain reserve invested, and the total income of the Board is between 82,000*l.* and 83,000*l.* a year.

29,499. May we take last year as giving a fair indication of the number of students presenting themselves for the examinations at the present time?—We find a slight increase every year, about 500 a year.

29,500. Take last year: how many presented themselves for examination, distinguishing boys from girls?—Last year the number of pupils on the rolls of the

schools, was about 18,000, and over 12,000 presented themselves for examination.

29,501. On the rolls of the schools which usually avail themselves of the Intermediate Boards' examinations, there were 18,000?—18,500. Last year a total of 9,039 boys and 4,815 girls gave notice of intention to present themselves for examination.

29,502. That was out of a school population of 18,500 on the rolls?—Yes.

29,503. Could you give me an opinion as to whether that is a fair percentage of children to be at secondary schools?—I think it certainly is as regards the population of the country.

29,504. The population of Ireland is, let us say, four and a quarter millions?—There are, of course, a certain number of schools in the country giving secondary education, especially among the better class of girls' schools, I mean schools that charge expensive fees, and so on, who do not come under us at all. There are also certain boys' schools in the country giving a regular grammar school education, which do not come under our system. Then, of course, I only give the figures between 13 and 19, so that there would be a good many students outside the 18,500, but we have no means of estimating the numbers.

29,505. On the average of 12 per 1,000, which has been mentioned in reference to England as indicating the secondary school population, you would require a secondary school-going population of about 50,000?—Yes, but secondary education there might be held to include students down to a very juvenile age. There were some figures given in the census for 1901 showing, according to classification, that there were 36,000 students in the country receiving what they called superior education, but they included in those figures universities, Queen's Colleges, and Maynooth, and they included, I think, a large proportion of schools under the National Board, where they take up one or more foreign languages.

29,506. Having regard to all these considerations which you have specified, do you consider that the number of students on the rolls of the schools who present themselves for examination indicates that secondary education has attained in Ireland a fair amount of extension?—Yes.

29,507. Are you able to institute a comparison with secondary education in England and Scotland?—No. I have not been able to institute a comparison, because without a personal investigation of the systems the figures published do not seem to throw very much light on the subject.

29,508. What are the subjects of examination for the junior middle and senior grades; I want to have an idea of the standard?—The actual subjects which the students can take up are the same practically for all three grades, with the exception of some of the mathematical subjects. They are Greek, Latin, English, Irish, French, German, Italian, Spanish, history, and geography, mathematics, including arithmetic, algebra, and geometry common to all grades, and trigonometry confined to the two higher grades, experimental science with a great many sub-divisions, music, shorthand, and book-keeping.

29,509. How many of these subjects may be taken by a candidate?—There is really, at present, no limit to the number that a student may take if he desires. The Board have laid down certain conditions as to what a student must take, but outside that he can enter really in all the subjects if he wants to.

29,510. Will he not be limited by the time apportioned for the examination?—We construct a time-table of the examination every year, based on the lines that it is highly improbable that certain students will take two or more of a number of given subjects, but I think, as regards all the main subjects of our course, we so construct the time-table that it would be possible for a student to be examined in practically all of them.

29,511. If he desired, a student could present himself in all the modern languages?—They often present themselves in Greek, Latin, French and German, or French and Irish, Greek and Latin are taken up. There are a good many colleges where these last four subjects

26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance.)

[Continued.]

are taught, and I understand that the students of those colleges present, very often, in all four.

29,512. But could a student take Greek, Latin, French, German, Italian, Spanish, Irish, with geometry, algebra and arithmetic?—There is really nothing in our rules to prevent it. If a student sent up such a programme we should have to re-arrange our timetable and make every possible effort to examine him. I think we are bound to do it, in fact, by our present rules.

29,513. As a matter of practice, does a student ever take more than four or five subjects, such as Greek, Latin, French or German or Irish, and arithmetic?—For the purpose of a pass we require, as a minimum, five subjects, and a very large number of students take at least one more, and I should think some students take seven.

29,514. What are the ages at which students present themselves for each of these examinations?—Under the regulations for the coming year no student under the age of 14 can present himself for an examination. Then the age for junior grade might be taken to be 14 to 15. There is nothing to prevent a student of 16 going up for an examination to pass it, but he would not be eligible for any prizes, medals or exhibitions. A middle grade student, in order to gain prizes, must be under 17. You may take it that the middle grade students would be between 16 and 17, though there is a certain number both over and below it. Then the senior grade are between 17 and 18, but a certain number of students stay on to the extreme limit of 19. No student over 19 can be examined.

29,515. Are you familiar with the ordinary procedure in the schools from which these students come, and whether at the end of each school term there is a school examination?—I have been through an intermediate school myself, and there were there at the end of each term class examinations which were not looked on as of great importance, but I do not know as to the actual custom in schools at present. My colleague might be able to tell. (*Mr. Houston.*) At a good many of them they have a class examination at the end of each term.

29,516. Has that practice of having a school examination at the end of each term been at all reduced by the appointment of inspectors? I notice from your paper that six inspectors were appointed in 1908?—(*Mr. Butler.*) I don't think we have any means of ascertaining that. We don't really go into the internal details of the school very much. That is a point that we have no official information on. (*Mr. Fitzpatrick.*) I happen to know that in one of the large Roman Catholic schools in Leinster, in consequence of the abolition of the preparatory grade, they intend holding an examination of their own for preparatory grade students every year. They value the examination so much that they intend to hold an examination on our lines for preparatory students, who are excluded from our system now.

29,517. Are preparatory students those preparing to enter the schools, or those who have entered?—Students in the schools who are under the age for our junior grade.

29,518. They have such a love for examinations?—Yes.

29,519. Without asking you the name of the school I should like to know if it is a well staffed school with trained teachers?—It is excellently staffed, as well staffed as any school. Mr. John Murray, of London, who has large experience of English public schools and universities, came to the school, and he said he did not believe that there was anything of the kind to be found in Ireland. He thought it would compare favourably with Harrow or Eton. It is the Jesuit college at Clongowes Wood.

29,520. Do you mean to say they have term examinations there?—They have always had term examinations in addition to our examination, and they are now having special attention paid to examinations for the preparatory grade.

29,521. Are there any scholarships established in these secondary schools which can be taken on to the

university?—(*Mr. Butler.*) Do you mean scholarships independent of our examinations?

29,522. Yes. Do the county councils, for instance, give such scholarships to be competed for in the national schools, and to be held in the secondary schools which present their students to you?—As far as I know there have not been any such as yet instituted. Of course, scholarships have been instituted for the purpose of entering the new university colleges, and they no doubt would be offered for competition to boys leaving our schools.

29,523. You have told us about your system of examinations and what they mean. Is there any proposal before you or likely to be made with a view to modifying the system of payment by results?—The Board, when permission was obtained to appoint inspectors, were desirous of introducing some modification into the scheme of payment by results on the individual students. They wished to make the results of inspection a factor in calculating the school grant. They found, however, when they came to attempt to do this that the restrictions on their powers imposed by their present Act of Parliament prevented them from carrying this out in the way they desired, and until the Board obtains further legislation it does not appear at present possible to modify that system.

29,524. So that really the inspectors are an excrescence upon the system?—As far as the effect of inspection upon the payment of results to schools is concerned that may be said. Of course, they have played a very important part in shaping the curriculum and methods of teaching in the schools.

29,525. They can only do that by giving advice?—Yes.

29,526. They cannot impose their will upon the school authorities?—No.

29,527. Let us come to the staff by which you carry out this great system of examinations: what permanent staff have you?—We have in addition to the assistant commissioners and the six inspectors, a chief clerk, Mr. Fitzpatrick, and we have authority from the Treasury to have eight other members of the permanent staff.

29,528. What you might call the clerical staff?—Yes, permanent officials.

29,529. You have at the head of your permanent clerical staff the chief clerk, and you are authorised to have eight clerks?—Yes. At present we only have seven, because we have a vacancy caused recently by death.

29,530. Are these seven clerks and the chief clerk all pensionable officers?—The Board by the Act of 1900 obtained power to grant pensions if they so desired with the consent of the Treasury. We have had a great deal of trouble with the Insurance Commissioners trying to convince them that these clerks were pensionable, and incidentally we took legal opinion on the matter, and it appeared from that and also from certain correspondence with the Treasury and the Insurance Commissioners that our clerks are not as regards pensions under the same conditions and have not the same privileges as Civil servants.

29,531. Would the pensions come out of the ordinary funds of the Board, the 82,000?—Yes.

29,532. Have you granted a pension in any case up to the present?—So far only one pension has been granted since the Board received power to do so. That was in the case of the late assistant-commissioner, Mr. Swift Paine Johnston, who retired last year.

29,533. Are your salaries also charged against the endowment?—The whole of the salaries come out of the endowment of the Board.

29,534. Have you formulated any pension scheme?—The Board had such a proposal before them last year, and the law officers of the Crown decided that they had no power to formulate a scheme, that they could only treat each case as it arose; they could neither promise a pension to an individual, nor pass a scheme for all classes. Under the Bill which Mr. Birrell brought in the other day and which was withdrawn, it was intended to remove that disability, and give the Board power to make a pension scheme if they so desired.

26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance.)

[Continued.]

29,535. Have you established any method of recruiting your staff?—We are at present negotiating with the Treasury on that point. When the office was originally founded the clerks were appointed by nomination by the Board, without any restriction on the Board's power, except that they had to get the consent of the Treasury to the institution of the officers and also of the Lord Lieutenant, but in the year 1907 an agreement was made with the then Treasury Remembrancer, Sir Robert Holmes, to the effect that the office should recruit itself in the first place from the boy clerks, that a certain number of boy clerks should be assigned to us by the Civil Service Commissioners when needful, and that if the boy clerks gave satisfaction they might be promoted to what we call the quasi permanent staff. These are clerks who really have no permanent footing in the office, but who have had very long service, and are always kept on. Then the arrangement was that as vacancies came on the permanent staff they should be filled up from the quasi permanent staff, so that ultimately a boy clerk might be promoted first to the quasi permanent staff, and then as vacancies arose be promoted to the permanent staff. The Board accepted that scheme, but the Treasury made the proviso that the accountant and, I think, the chief clerk might be recruited as before by nomination from outside. The scheme entirely broke down, and we are at present negotiating with the Treasury with a view to getting appointments made to our office by some system of limited competition.

29,536. Will the limited competition apply to the lowest grade in your office or would you only apply it to the higher grade as vacancies arose?—We think it would be better that this limited competition should not apply to the very lowest grade of all, say the office boy or a boy clerk, but that we should try to obtain persons who would be first put on the quasi permanent staff on probation.

29,537. What salaries would you think they ought to come in at; I wish to know the minimum salary you would adopt in such a scheme of limited competition?—The quasi permanent staff have had their salary fixed at from 60*l.* to 90*l.*

29,538. If the staff becomes permanent, on what scale would they begin?—The Board have had a very long controversy with the Treasury on this point. At present the arrangement is that our permanent staff begin at 90*l.* a year and rise by annual increments to 200*l.*, and stop at that unless one of them happens to be promoted to the position of senior clerk or the position of accountant, both of which can go up to 350*l.* a year. The Board have been most anxious to obtain for these clerks the prospect of going up to 300*l.* a year, such as is enjoyed by persons who do similar work in other offices.

29,539. You mean to say that you are anxious to obtain a maximum limit of 300*l.* for the ordinary clerks who would begin at 90*l.* and rise by 10*l.* a year to 200*l.*?—Yes.

29,540. Then you would have above them two staff appointments with a maximum limit of 350*l.*?—Yes, and the chief clerk's salary, which I understand is the lowest of the kind in any of the Dublin offices, is 500*l.* a year.

29,541. Why, when entering on this reorganisation, do you not bring your scale more in accordance with that in existence in most Government offices, where you have assistant clerks who begin at 45*l.* or 50*l.* and rise to 150*l.*, and then second division clerks who begin at 70*l.* and go up to 300*l.*?—We did not go into the question as to what we might give the quasi permanent staff. We did not discuss the question with the Treasury. We merely accepted the present arrangement of a permanent staff beginning at 90*l.* and going to 200*l.*

29,542. Is there discontent in your office with the scale of salary?—I should not like to use the word discontent. It is more that the Board and my colleague and myself feel that the men in the office who have done many years service should have a better position. We have men with 20 and 24 years' service. One man with 24 years' service is only getting 140*l.* We think that if these persons had entered an ordinary Civil Service office in

the beginning they would probably all be minor staff officers now and drawing much larger salaries.

29,543. They might or they might not?—I am only speaking from my opinion of the individuals. (*Mr. Fitzpatrick.*) We have had a considerable number of our permanent men who have been transferred to other offices. In fact they have been snapped up by other offices. Mr. Sheridan of the Congested Districts Board was a temporary clerk with us, and I can think myself of six or eight men who have gone away who are now drawing salaries of from 400*l.* to 600*l.* who were in the service of our Board. Had they remained with us they would now have reached salaries of from 140*l.* to 190*l.*

29,544. That is so, but these are exceptional cases, and we cannot legislate for exceptional cases. What I want to suggest is, that if you reorganise your staff and introduce new grades, it might be well to have regard to the second division grade in other offices in Dublin, and also to the system of assistant clerks?—(*Mr. Butler.*) We brought something of the kind to the notice of the Treasury Remembrancer.

29,545. At all events it is under discussion?—Yes.

29,546. At present your appointments depend purely upon patronage. You have the patronage of appointments and you appoint direct?—The Board had up to the year 1907. Since then the Board's powers have been limited. We have, as it happens, filled all the vacancies that have arisen in the permanent staff since that date by promotions from the quasi permanent staff, but we have been unable to fill the quasi permanent posts from the boy clerks, because all the boy clerks who are any good pass into the abstractor division, or even the second division of the Civil Service, and then they have to leave us.

29,547. Are not your quasi permanent staff really men whom you have on probation?—They are men whose tenure is dependent on the Assistant Commissioners on receiving one month's notice, but one man has been 12 years in our service. There are only three of them left. The others have been promoted. One is seven and the other is five years in his position.

29,548. (*Mr. Boutwood.*) What is the reason that the scheme broke down?—All the boys who were useful in the office and who are likely to make suitable additions to the higher ranks passed into the Civil Service proper and then had to leave us. (*Mr. Fitzpatrick.*) Two or three who actually reached the quasi permanent staff passed a higher examination and went away to English offices.

29,549. (*Chairman.*) Do you regard your staff as Civil servants at all?—(*Mr. Butler.*) That is a very difficult question to answer, as to the meaning of the words "Civil Service." In the Government of Ireland Bill I believe we are held to be covered by the term, but in practice we are not Civil servants.

29,550. Do you come under the Civil Service regulations?—We are under Treasury regulations to a certain extent. We have adopted them partly by direction of the Treasury and partly on our own initiative. We have adopted Civil Service regulations as regards hours and leave and rates of increment, but we are not regarded as Civil servants by the Civil Service Commissioners or by the law authorities.

29,551. (*Mr. Boutwood.*) There is one thing I am not quite clear about. Why cannot you have a system of second division clerks in the ordinary way without having a special scheme of your own?—Simply because the Civil Service Commissioners have not anything to say to us. We are not Civil servants, and they cannot transfer any of their men to us. If they did he would lose all his former status, and in the same way none of our men are transferable from us to any other offices, so as to preserve all their previous years seniority, as would be the case with ordinary Civil servants.

29,552. Is the real reason the difficulty about pensions?—No, I think the real reason is more a question of the funds out of which we are paid. We are in the employment really of the Board. The great majority of us are held to be in the employment of the Board and not directly of the Crown. We are paid out of the ordinary income of the Board and do not come in any way under the purview actually of the Civil Service Commissioners.



26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance.)

[Continued.]

29,553. This quasi permanent staff you speak of, I do not see any mention of it in this return?—I think it is just under the permanent staff, heading 2.

29,554. You give the actual authorised number with some details?—I think it is the third page of our document dealing with the staff. I think your return only deals with the permanent officers. I think none of these people come into this under that heading. (*Return handed in.*)

29,555. Why do you want such a staff. As I understand it, you really use it as a matter of probation, but is there any other reason?—The first reason is that the eight who are on the permanent clerical staff, which is the whole number that has been sanctioned by the Treasury, are not nearly sufficient to do the work of the office. We have, of course, to do the work somehow or other, and we have been allowed by the Treasury to take in a certain number of persons who have no permanent rights and are dismissible by the Assistant Commissioners and who are nominated by the Assistant Commissioners without the Board really interfering with the matter at all. The authorised number of these is seven. We only have three at present, but sometimes we have to take more as temporary assistants. The work is not continuous, although there is a great deal of continuous work all through, but at one period, two or three months after the examinations and just before them, we want a largely increased staff for that work.

29,556. That is what I have been trying to find out, whether or not there was a fluctuating element?—That class of temporary assistants, we do not count to be the same as the boy clerks, who are partly permanent, and are not the same class as temporary assistants. These latter are engaged for longer or shorter periods, and we generally get time-expired boy clerks from other places. We get any persons we happen to know of. We had, some time ago, 13 of these in the office. At present we are engaged in tabulating the students in the different centres and the subjects for the year which they are taking up.

29,557. These are just temporary assistants who are taken on for the variations of the work?—Yes.

29,558. There are variations in your office similar to those in other offices, where in some cases they are taken on from day to day instead of being permanent, does that happen?—(*Mr. Houston.*) I think it will happen under the present method. We ought to have an extra one on the permanent staff. There are four vacancies on the quasi permanent staff which is really permanent. At present the work is being done by temporary people because we cannot, under the present system, make an appointment permanently, and we cannot do without them. (*Mr. Fitzpatrick.*) It was suggested to us by the present Treasury Remembrancer that the permanent system had broken down and was bound to break down. It had been instituted by his predecessor. It was suggested that we might fill up by means of a quasi permanent staff for the present and appoint anybody we liked. I think it is a very inadvisable thing to act upon anything like that. I would rather see the place dealt with in some way which would be permanent.

29,559. At present you have a permanent staff, a quasi permanent staff which is really permanent, and a temporary staff which tends to become permanent?—(*Mr. Fitzpatrick.*) And is largely permanent. (*Mr. Butler.*) The present Treasury Remembrancer has admitted that the whole thing requires investigation. He promised that he would investigate it, but he has put it off until he knows what is to become of the various grants which Mr. Birrell has been proposing to give to the Board. Until he finds whether or not we are to get the extra money grant, and until that is settled it would be very little use reorganising the office. If we have to distribute 50,000*l.* a year more it would involve a reclassing of the staff. He has promised as soon as the matter has been decided one way or the other, whether we get it or not, that he will hold a thorough investigation into the whole matter, and will devise some scheme that will rectify the present anomalies as far as possible.

29,560. What do you pay a temporary assistant?—(*Mr. Fitzpatrick.*) From 4*d.* to 6*d.* per hour.

29,561. How much is that per week?—15*s.* 9*d.* to 1*l.* 1*s.*

29,562. I see on the same table you make a reference to section 3 of the Act of Parliament; what is that section?—(*Mr. Butler.*) It is the section which enables the Board to give pensions.

29,563. I just wanted to know generally what it was. Then, to go into another matter, you speak of prizes to scholars and you also make grants to the schools; do you also give certificates?—Yes, every student who passes an examination gets a certificate.

29,564. What I want to get quite clearly is what is your actual relation to the schools; primarily you seemed to be a purely examining body?—That was really the position of the Board up to the year 1908 when we had the institution of the inspectors. The Board however have a general power to make their grants dependent upon the fulfilment by the schools of almost any condition that has passed the two Houses of Parliament, and the Board have laid down certain conditions, one of which is that all schools which intend to receive grants shall submit to inspection and shall furnish the Board with certain necessary details of the work to be carried on and to be inspected. That is the only interference we have with the schools.

29,565. You know the elementary education code in England, I suppose, the general sort of thing it is?—Yes.

29,566. That is full of all sorts of regulations as to school buildings, the nature of the instruction, and the qualifications of the staff; could you make similar regulations for the intermediate schools in Ireland if you wanted to?—We have made no such regulations; we have one general clause as regards buildings, sanitary accommodation, and appliances.

29,567. (*Mr. Graham Wallas.*) I see it here "that they shall comply with the rules of the Board" with regard to the provision of recreation, sanitation, physical exercise, etc.?—(*Mr. Butler.*) The Board have never made such rules so far.

29,568. (*Mr. Boutwood.*) You seem to have the code-making power if you choose to exercise it?—We have, but if we did some of the schools might prefer the old system and would probably agitate to have the particular rule to which they objected disallowed by Parliament.

29,569. Could you prescribe the qualifications of the teachers if you wanted to?—That question is rather a matter for the law authorities, I think it is safer not to express an opinion upon it.

29,570. With regard to the syllabus of your examinations, do you simply base that upon the instruction actually given in the schools, or do you define for yourselves?—We define it entirely for ourselves.

29,571. So that really your syllabus becomes the normal one for the intermediate schools?—Yes.

29,572. (*Mr. Graham Wallas.*) The examination is based upon the inspection of the instruction in the schools?—(*Mr. Fitzpatrick.*) The inspectors consult now and again with the commissioners and give them advice upon it. There is a good deal of the curriculum of the schools which is more or less modifying the system of examination of the Board. (*Mr. Butler.*) The inspectors are really consulted by the Board before the programme is published. The Board has full liberty to reject these suggestions if it chooses.

29,573. You have 12 members of the Board appointed by the Lord Lieutenant, does it usually happen that they are appointed for life?—We have; they are appointed during pleasure but that is really for life.

29,574. And the action of the Board is the action of the majority of those 12 who are present and voting, I suppose?—Yes.

29,575. How often does the Board meet?—There is no very fixed rule about it. I would say that, taking one year with another, they meet on an average once a month.

29,576. And what is roughly the average attendance of the 12 commissioners?—That is rather hard to say; I should say about seven or eight would be a fair average. I should say the average attendance is more than half the Board, and frequently practically the whole Board is there.

29,577. They have before them certain recommendations made to them by the Assistant Commissioners?—We send out to them a certain number. It is a



26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance.)

[Continued.]

printed agenda setting out all the business which is to come before them. It is not usual for us to make recommendation except in matters which are almost entirely routine, such as dealing with penalties inflicted upon schools.

29,578. That recommendation is the joint recommendation of the two Assistant Commissioners?—Yes.

29,579. Have you two any arrangements between yourselves as to how you will settle questions on which you may not be agreed?—We have really a very small power of recommendation. We can only recommend in some minor matters. A thing of the kind you refer to would go to the Board to decide. We really have very little power; the only point upon which we have any power of recommendation was that given last year as to certain formal transgressions of the rule under which penalties are laid down at the discretion of the Board, and we may suggest an appropriate penalty in certain cases. Practically, our power to make recommendations is confined to that.

29,580. How long do the commissioners usually sit?—Taking the average meeting, it will last two or three hours.

29,581. The important business is done, in fact, by discussions among those 12 gentlemen, or those of them who are present?—Yes.

29,582. Are appointments made by the Board at their sittings?—The appointments of the examiners, who annually conduct the examinations, are made by the Board at their sittings; also of the superintendents, who supervise the examinations. When the six inspectors were appointed, the Board made the appointments in the same way.

29,583. I suppose that a gentleman who wanted to be appointed as an examiner or inspector, would apply to the individual members of the Board?—He would formally apply to the Board through the Assistant Commissioners, but would, in fact, as a rule, apply to certain individuals on the Board.

29,584. To certain individual members of the Board; and he would ask his friends to write to those individual members of the Board?—I suppose he would.

29,585. Have you any women inspectors on your staff?—No, we have only six inspectors in all; the first appointments were all men, no women. Among the examiners we have a fair number of women.

29,586. I want to ask you some questions as to the distribution of the work of educational superintendents in Ireland, such as that which is done by the Board of Education in England. As I understand it, you divide this work among several bodies. Do you agree that the work done by the Board of Education in England is done by several bodies in Ireland?—Yes.

29,587. I have a list here. There is the National Board; there is the Board of Agriculture and Technical Instruction; there is the matter of instruction in workhouses; there is school superintendence by the Local Government Board in finance and scholarships?—The Local Government Board have certain powers with regard to scholarships. I know that.

29,588. And they probably inspect workhouses for purposes of education?—That I do not know.

29,589. Then there is the charitable donations and bequests fund?—That deals with certain funds of endowed schools; whether they deal with education or not I do not know.

29,590. They make schemes?—Yes.

29,591. The Endowed Schools Commission?—They created a great many schemes at one time, and I understand there is a special office, called the Educational Endowments Commission. We have a little to do with that ourselves.

29,592. Then there are the industrial schools. In respect to the education in reformatory and industrial schools there is another body?—That is so.

29,593. (Mr. Graham Wallas.) And also the Board of Works?—The Board of Works provides buildings, etc.

29,594. So that there are eight bodies in Ireland who divide among themselves the work of education done in England by the Board of Education. The Board of Works superintends the buildings and plans, which is work done by the Architectural Department

of the Board of Education in England. Can you add any more to those eight?—I do not think so.

29,595. With regard to those grants which are earned, so to speak, by the individual scholar in a particular school, you might have correspondence and contact with at least five or six out of these eight authorities?—I hardly think it would be so many as that. Practically all our schools have something to do with the Department of Agriculture and Technical Instruction, because they examine in science. Some of the bodies which conduct schools under our Board also conduct schools under the National Board in an adjoining building, but that is quite a separate school.

29,596. In some cases children attending the national schools sit for your prizes?—Yes, there are several of those schools from which the children go up for our examinations.

29,597. Do you have correspondence with the Board of Works?—I should not think any of our schools would have anything to do with the Board of Works. (Mr. Fitzpatrick.) I think the managers of the national schools would be the persons who would be in correspondence with them.

29,598. Now, take the children from the national schools who are examined for your prizes, and also children from the endowed schools, and they may also sit for the technical instruction examinations, would not that mean correspondence with the Department of Agriculture and Technical Instruction, and the National Board and the Board of Works, and the Endowed Schools Commission? (Mr. Houston.) I do not think there would be much correspondence in that case.

29,599. (Chairman.) Is it not correct to say that the national schools merely send some of their children to your examinations? (Mr. Butler.) We treat them as private students.

29,600. They come as individuals; the national school has nothing to do with it?—No.

29,601. (Mr. Graham Wallas.) Would not that mean corresponding with the manager?—It might as a matter of courtesy. (Mr. Fitzpatrick.) It would be a question as to where students could be conveniently examined, or something of that kind. (Mr. Butler.) Or correspondence with the manager of a school as to some problem that might arise with regard to children coming under our rules. We would answer him as a matter of courtesy.

29,602. I suppose your Board would correspond by letter in Dublin with at least five or six of these departments in the course of a year?—No, I should say that the only body that we have any close connection with is the Department of Agriculture and Technical Instruction. We have one school which forms a connecting link with the Endowed Schools Commission. I do not think we have anything whatsoever to do with the Charitable Bequests Office.

29,603. Do you constantly correspond with the Department of Agriculture and Technical Instruction?—They supply us with certain returns.

29,604. And often with the National Board?—No, I should say very rarely. We furnish certain returns. They appoint as pupil teachers people who have passed certain of our examinations and upon a certain number of marks, and we are asked to supply certain marks and to verify certain statements, but we have very little official correspondence with them.

29,605. You will agree that the whole system represents a very complex method of educational administration?—Yes.

29,606. (Mr. Shipley.) I do not know why your Board does not follow the Civil Service?—I am afraid we do not quite understand ourselves why we are not accepted. The Treasury always treat us as if we were Civil servants whenever it suits them. (Mr. Fitzpatrick.) We are not on the Estimates, that is the first thing. (Mr. Butler.) Then, I take it, there is the method of appointment, and the method by which we are paid, and the Treasury always refuse to give way to our men on any claim corresponding to what Civil servants would get. On the other hand, where it suits the Treasury, where it is a limitation, they impose certain hours upon us and they look very strictly into such matters as sick leave and pensions.

26 February 1913.]

Mr. W. F. BUTLER, M.A., and Mr. W. A. HOUSTON, M.A.  
(Mr. S. A. O. FITZPATRICK was in attendance).

[Continued.]

29,607. (*Chairman.*) In such a case they throw all that off conveniently by saying you must look to your endowment; everything is charged to the endowment?—Yes.

29,608. (*Mr. Shipley.*) Do you inspect the schools annually?—Yes.

29,609. Do you inspect anything except the teaching—hat pegs and so on?—Sanitary arrangements and playgrounds, and as a rule provision for recreation are looked into, and if any school wishes it the dormitories of the schools are inspected.

29,610. You inspect the actual teaching?—That is fully inspected.

29,611. Can you go into any school in Ireland?—We can go only into those which have consented to inspection; where they have signed various documents and entered students for our examinations. Each manager of a school gives his written consent to inspection if he desires to earn grants from us, and the school will be inspected.

29,612. Are there many schools where there is no inspection; convent schools and cases of that kind?—Practically every convent school giving secondary education, with few exceptions, comes under us.

29,613. (*Chairman.*) Many of the national schools are convent schools?—I know that some of the convent schools are not under us, but the vast majority are under us and are examined in the same way as the others.

29,614. I understand there is no exception to inspection?—(*Mr. Fitzpatrick.*) Among the nuns, the sisters of mercy are those who have the largest number under the National Board. The Loretto nuns, the Presentation nuns, and certain other orders have intermediate schools, and the tendency is for the number coming under our Board to constantly increase.

29,615. This is a different thing from the inspection of convents; the inspection of convent schools is a different thing?—Yes.

29,616. (*Mr. Shipley.*) Do the boys more or less leave at a fixed age?—(*Mr. Butler.*) It was my experience in Cork, where I was registrar, and we took the age of every student entered in the college, who was taking a university course, that the vast majority who were entered by us would describe themselves as between 17 and 18 years of age.

29,617. They did not all come to the university?—No, there are about half of the students who only proceed to the junior grade course. About 45 per cent. leave school after attaining the junior grade at about 16 years of age. The rest go on, some for one year and some for two years. In some of the schools, where they give them a more complete grammar school course, the larger number stay until 18.

29,618. (*Miss Haldane.*) Have you any private scholars coming up for examination who are not taught

in the schools?—(*Mr. Fitzpatrick.*) A very small number indeed.

29,619. They are eligible?—Quite eligible.

29,620. Do you have examinations in domestic science?—(*Mr. Butler.*) Domestic economy is one of the subjects. The Department's inspectors inspect it, and decide as to whether students have passed for it or not; the Department report to us whether or not they will sit as well for honour papers.

29,621. Who carries out that examination?—The Department nominates an examiner every year for that subject. As in other science subjects, it is usual to accept the nomination of the Department in making the appointment of examiners. In domestic science, as well as in science, it is nearly always one of the Department's inspectors.

29,622. How many of your examiners are women, what is the proportion?—In some subjects there is a very considerable proportion. I should say in French fully half last year, and in German, I think, three out of five examiners were ladies, and in English and history about half. In classics and mathematics there were not so many: taking all the subjects with which we deal, including classics and mathematics, about a quarter. (*Mr. Fitzpatrick.*) I should say one-third; even in classics there are some. (*Mr. Butler.*) In classics there are one or two and in mathematics I think one.

29,623. You have no women inspectors?—None.

29,624. Am I right in thinking that 50 per cent. of those who come up for examination are girls?—I think it is less; I think one-third are girls. (*Mr. Houston.*) The figures are roughly 9,000 boys and nearly 5,000 girls—4,800.

29,625. Why are there not quite so many girls in proportion to the boys?—(*Mr. Butler.*) For one reason a great many parents object to their girls going in for our examination. They consider the strain is too much. There are some schools, which are the largest numerically, which do not furnish anything like the whole number of pupils for our examination. Only a certain number of the pupils in the school enter.

29,626. Have you any knowledge as to whether or not many of them break down through these examinations?—I do not think we have accurate knowledge upon that point.

29,627. Have you a scheme of subjects which the children must take; do you plan out a scheme which must be taken and is essential?—We prescribe in our examinations that every student who is desirous to pass must pass in English and mathematics, and either Greek or Latin or two modern languages, and then one other subject at their discretion. They must pass in four subjects if one is Greek or Latin, and in five if not in either Greek or Latin; we insist upon English and mathematics in every case.

29,628. As regards the future of the teachers, you have nothing to do with that?—No.

Mr. P. E. LEMASS, I.S.O., called and examined.

29,629. (*Chairman.*) Mr. Lemass, you are one of the secretaries to the Board of National Education?—Yes.

29,630. Mr. Starkie, the Commissioner of National Education, is at present ill and unable to give evidence before us. Without desiring to anticipate the evidence he will give in London, we desire to have information from you on certain points especially as some of your clerks, your assistant clerks and second division clerks, have made certain representations to us which we wish to consider while in Dublin, but which we cannot very well understand without a little preliminary conversation with you. To begin with, please give us very briefly a sketch of the system of national education in Ireland?—The Board of National Education was founded about the year 1831 by a letter from Mr. Stanley (afterwards Lord Derby) addressed to the Duke of Leinster, and the principle on which the Government wished the new system of education to be based was, that as far as possible there should be separate religious instruction and united secular instruction; that is to say, the children of all denominations, Roman Catholics, Episcopalians, Presbyterians and others attend-

ing these schools should get secular instruction in common but their religious instruction was to be separate. The system was to be one, not of Government endowments in the accepted sense of the word, but a system of aid to local people. The schools were to be established by local persons interested in education; if possible, by all the different denominations. They were to make application to the Board for aid, and the aid was to be given in the shape of help to pay teachers' salaries, free grants of books, and so on. At first the system did not catch on, especially with the Protestant denominations in Ireland. The Catholics took to it more kindly because they had no organised system of education, but the Protestants, especially the Episcopalians, kept rather aloof from the system for many years. It is only within the last 25 years that the Episcopalians have really given cordial support to the system of national education. They had schools of their own, Church education schools, and I think they have some of them still. But a considerable number of them have come under our Board. The Christian Brothers came under the Board for a while, but they did not care for our rules.

26 February 1913.]

Mr. P. E. LEMASS, I.S.O.

[Continued.]

The Board had to make very stringent conscience clauses, and these rules, with regard to religious instruction and things of that kind, did not suit the Christian Brothers, so they withdrew from the system and have never come under it since, though some years ago, in Mr. Morley's time, a very determined effort was made to bring them in, but it did not succeed. The Commissioners of National Education, in addition to establishing primary schools, also wished to have technical education largely introduced into Ireland in connection with their system. In fact, it was more than what we now call technical education. They wanted to have agricultural teaching, and they established a number of agricultural model schools and three or four large agricultural farms or training institutions, one of which at Glasnevin is now under the Department of Agriculture. For several years these institutions did fairly good work. After some time there was objection made to them, I think, on the part of some association, or something of that kind, which did not like the idea of interference with commercial life that seemed to be involved in training stewards and people as overseers of farms and in purely technical work. I cannot say exactly whether that was the sole cause, but the Government and the Treasury intervened, and ultimately the Commissioners had to dispose of nearly all the model farms and close them, but they kept on the model farm at Glasnevin until the new Department of Agriculture was established, and also an institution in Cork. These two have been handed over to the Department, and since then there has been nothing in the shape of practical teaching of agriculture in connection with the national schools. There was some book teaching, but that was abolished in 1900.

29,631. That is the general outline?—Yes. The system expanded and developed, and at the first there was great opposition on the part of the Catholic clergy to schools that were established by the Commissioners. The Commissioners were empowered under the original letter to establish schools of their own—model schools.

29,632. In addition to the model farm schools you have mentioned and in addition to the aided local schools established by local people?—Yes. These were special schools which were to be models for the other national schools.

29,633. They were a different kind of model school from the agricultural model schools?—Entirely different. The agricultural model schools were for purely technical work and agriculture, but a number of agricultural model schools were established in connection with these other model schools. We had places like Kilkenny with an ordinary model school and an agricultural model school.

29,634. As I understand your statement, local committees or local people were encouraged to establish national schools for joint secular and separate religious instruction, and were given grants in aid by the Government for that object?—Quite so.

29,635. But the Government retained the power to establish national schools of their own, which were called model schools, to serve as models upon which the aided national schools were to frame their procedure?—Yes.

29,636. Over and above that, other model schools were established by the Government for the purpose of technical and agricultural education; thus three grades of schools were established—the aided national schools established locally; the model national schools established by the Government, and the schools for technical instruction, also established by the Government, which were of a higher character and not directly connected with ordinary education?—Yes. The first class is much the largest class.

29,637. With whom did the appointment of teachers rest in the first class of schools; that is, the aided schools established by the local people?—With the local managers.

29,638. How were the local managers appointed?—They were generally the people who applied in the first instance to the Commissioners for aid.

29,639. Were they a local education committee?—Sometimes a committee, sometimes one person, and in many cases only the parish priest or rector.

29,640. As a general rule, who now is the manager of the national schools?—The majority of managers of national schools are parish priests and other clergymen.

29,641. I understand that national schools may be divided into "vested" and "non-vested"?—Yes.

29,642. Does that division cover the whole ground?—Yes.

29,643. What are non-vested schools? Are they schools controlled by "managers"?—Yes, necessarily. The distinction between the vested and non-vested schools is this: that the vested schools have been built by aid of a grant, through the Board of Works. The Commissioners of National Education make the grant to build a national school. The Board of Works carry out all the details, and in many cases even build the school-house. They have the money; they hold the purse.

29,644. Is such a school vested or non-vested?—That is a vested school when built by aid of a grant from the Commissioners of Education.

29,645. In whom is it vested?—It may be vested in local trustees, or it may be vested in the Commissioners of National Education in their corporate capacity.

29,646. What are the non-vested schools?—All the other schools.

29,647. To the building of which the Board does not contribute?—Yes.

29,648. Who controls them?—The local managers and patrons. In the case of some of these non-vested schools, which have been built by the lords of the soil or the owners of the property, the landlords or the owners of the property on which they stand, are called the patrons of the schools.

29,649. How many national schools are there in Ireland, all told?—There are 8,289 in operation.

29,650. How many are vested and how many non-vested?—I can let you know that later.\*

29,651. Please insert the figures when you correct the proof of your evidence. You stated that the appointment of the teachers rests with the manager?—Yes.

29,652. In the case of vested schools, with whom does the appointment of the teachers rest?—With the manager, except in the case of the model schools. They are schools vested in the Commissioners. In these schools the Commissioners directly appoint the teachers and enter into agreement with them.

29,653. In all other cases the teacher is appointed by the manager and the agreement is entered into between him and the manager?—Quite so.

29,654. With whom does the dismissal of the teacher rest?—With the managers also. They have a power of dismissal under terms of their agreement.

29,655. Against such dismissal is there any appeal to the National Board?—We have four forms of agreement. Under one form, if the teacher is summarily dismissed, he may appeal to the Commissioners of National Education to determine whether the dismissal was for sufficient reason. We have another form, which is more generally signed, under which, if a teacher is summarily dismissed, or if there is any dispute about the dismissal, an appeal may be made to the law courts. That is the one more generally signed. It is the only form, practically, signed by the Catholic managers.

29,656. The teacher is given, under that agreement, an appeal to the law courts?—Yes, if a dispute arises it must be settled by the courts. It is not specifically laid down that there is an appeal to the law courts, but there is no appeal to the Commissioners. Then there are two other forms, in which there is an appeal to a referee, or referees, who are named in the agreement.

29,657. Is there any agreement at present in use in which no appeal lies from the order of dismissal by the manager?—Under a rule, comparatively recently introduced, a teacher has an appeal to the Commissioners of National Education in any case in which he may feel aggrieved. He may appeal to the Commissioners against the manager and inspector, even against a dismissal, and in a recent case the Commis-

\* 3,419 vested; 4,870 dot-vested.—P.E.L.

26 February 1913.]

Mr. P. E. LEMASS, I.S.O.

[Continued.]

sioners intervened where a manager had given a dismissal under an agreement.

29,658. Is the form of agreement to be entered into prescribed by the Commissioners of Education, or may the manager and the teacher enter into any form of agreement they please?—The forms are prescribed by the Commissioners. There are four forms, and managers and teachers have the option of choice.

29,659. Has the teacher a more secure tenure now than he had some time ago?—There is no comparison between the position of the teacher now and what it was, say, before the results system was introduced. That was about the year 1872. They had no fixity of tenure then. They were absolutely dependent on the whim of the manager. About 1872, at the time of the introduction of the results system, it was made a condition that there should be an agreement between the teachers and the managers, or otherwise results fees would not be paid.

29,660. The results fees were paid on examination?—Yes. This was a modified form of the system of results fees which had obtained in England prior to 1872, and now completely abandoned.

29,661. We are now talking of national schools alone?—Yes.

29,662. Does the system of paying by results still prevail in national schools in Ireland?—No. That was all swept away in 1900.

29,663. Although that was swept away the four forms of agreement still continue?—Quite so.

29,664. I understood you to say that the four forms of agreement were accepted by the managers because of the advantages which they derived under the system of paying by results?—It was made a condition by the Government of paying results to any school that an agreement should be executed, and if the manager would not enter into an agreement with the teacher the school got no results fees.

29,665. The results system was swept away in 1900, but the four forms of agreements are still retained?—Yes, and we insist on the execution of an agreement now in every case.

29,666. So there is now, compared with formerly, a very effective protection for national school teachers?—They have as much protection, and possibly more protection, I think, than the average employé.

29,667. What do you mean by the average employé? Is it the average Government servant?—No; I mean an employé in commercial life, say a shopman in a commercial establishment or a servant in a household.

29,668. What protection has he except a month's notice?—The teacher has three months' notice.

29,669. But if the manager says he is dissatisfied with him and gives him three months' notice, then, if I understood you properly, the teacher has an appeal in one case to the law courts and in another case to the Commissioners of Education, as against the manager?—I don't want to be misunderstood about that. The appeal which the teacher has to the law courts in the case of agreement No. 2 is not against the dismissal, but against the penalty that is to be paid by the manager for summarily dismissing him. If a manager dismisses a teacher on three months' notice and allows him to remain in the school for the three months the teacher has no appeal to the law courts, or if he pays him three months' salary in lieu of notice he has no appeal. But if he dismisses him summarily and will not pay him the three months' salary he has the appeal. In all cases of dismissal the teacher has the power under the recent practice, and a recent regulation, No. 96 of the Commissioners' Rules, to appeal to the Commissioners on the ground of harsh treatment.

29,670. (Mr. Graham Wallas.) Can he exercise that appeal when he has been given three months' salary or three months' notice?—Certainly, and in some cases teachers have done it. In a recent case the Commissioners intervened and told the manager they disapproved of his conduct in dismissing a teacher.

29,671. Have the Commissioners the power of reversing the order of dismissal made by the manager in such a case as that?—No, they have no power to do that.

29,672. Can they only express their judgment?—They can do more; they can tell the manager that in their opinion he has acted wrongly, and if he persists in his action they can say, "We do not think it is for the educational interests of the district that you should be any longer manager of that school, and we will hold an inquiry into your conduct, and, if necessary, we will remove you."

29,673. Have they got the power of removing the manager?—They have.

29,674. (Chairman.) For what kind of action?—They may remove the manager or patron if it should appear to them, after inquiry held after due notice, at which the manager is allowed to appear and make any defence he wishes, that the educational interests of the locality require it.

29,675. What would happen if the local people who had appointed him manager take a different view of the case from the Commissioners and re-elect him to the managership again?—Then the Commissioners have another resource. They can say, "If you persist in retaining this manager we will suspend or withdraw our grants."

29,676. Are all head masters of national schools required to pass through a training college?—All principal teachers must now be trained, and all male assistant teachers. In the case of women teachers, we appoint them as assistants without being trained, but the Commissioners desire that all their teachers should be trained, and a very large percentage of them are now trained.

29,677. When a woman is appointed an assistant teacher is she given the opportunity of going to a training college and getting trained?—Certainly. We allow her to go to a training college and continue to pay her salary while she is in the training college, but she has to provide a substitute.

29,678. Can they continue as assistant teachers beyond a certain time unless they become trained?—In the case of assistant teachers we do not dispossess them.

29,679. Do you insist that all future assistant teachers shall be trained?—All future men assistants in ordinary national schools.

29,680. Do you propose to proceed further with the female teachers?—I should hope so, after some time.

29,681. What is the reason of the difference? Is it that you have not got sufficient applicants for the teaching profession among women, or is it that you have not got sufficient training colleges?—I believe that there is nearly a sufficiency of candidates for all the vacancies we have, but it is this way: in connection with the system we have monitresses and pupil teachers. These are untrained persons, but if they pass their examination sufficiently well at the end of their career as monitresses or pupil teachers we recognise them as assistants.

29,682. (Miss Haldane.) Are they apprenticed in such a case, as they used to be in Scotland?—No, we never had apprenticeship in connection with the teachers in Ireland.

29,683. They simply go on teaching as unqualified teachers?—In the case of the pupil teachers it is students from intermediate schools who have passed with honours whom we appoint now as a rule, and they are appointed for two or three years. There is no agreement entered into with them, but they give an undertaking that they will pursue their studies and become teachers of national schools. That is the only undertaking we require from them. If they abandon that idea and, say, they go into the Civil Service, if the Civil Service Commissioners write to us and ask, have we any charges against them, we should say we have certain charges against them for their training.

29,684. (Chairman.) Have you seen the complaint made to us by the assistant clerks in your office; and if so, do you think there is any substance or foundation for their complaint?—No, they did not send me a copy. I saw a statement that was furnished to you by the Ridley clerks, as they call themselves.

26 February 1913.]

Mr. P. E. LEMASS, I.S.O.

[Continued.]

29,685. What they say is, that the duties of the assistant clerks in your Department are, generally speaking, of an advanced and responsible nature, involving the constant exercise of initiative, and requiring from them intimate acquaintance with office procedure, and so on; and that the duties discharged are identical in the majority of cases with those performed by clerks of the second division. Is that the case?—Without examining the work done by each assistant clerk I could not answer off-hand, but you can readily understand that in a large place like the Education Office, where there is a variety of work of a very complex kind, it is a very difficult task to draw the line between the work that might be assigned to an assistant clerk and the work that might be assigned to a second division clerk, and in some cases when we find—I have done it myself—a smart assistant clerk, a man who, we think, at some future time, would be deserving of promotion, we have given him a little work that might be assigned to a second division clerk to test him. When we make our recommendation that such a man should be promoted, the Treasury, as a rule, require to know whether the man is fit to do the work of a second division clerk, and we are in a position to say he is; that he has been tried and found equal to it.

29,686. Are you prepared to say that—not taking into account such individual instances as you mention and not concentrating your attention on the border line between the second division and the assistant clerks division—the bulk of the work done by the assistant clerks is essentially distinct from the bulk of the work done by the second division clerks?—Certainly; as far as it is humanly possible we try to give the assistant clerk work of a simpler and more routine character than is given to the second division clerk. The work done by the second division clerks in the office is in fact rather of a higher character than that performed by the second division clerks in most other Government offices so far as I am aware.

29,687. Your office is on a second division basis: you have no clerks recruited by Class I. examination?—No, but we have clerks of a corresponding kind. When the Commissioners started the office in 1831 they had very few clerks. After some time, I think about 1838, the Treasury insisted on having a fixed staff for the office appointed. At that time the Commissioners were comparatively independent. They assumed they had the right to do what they liked with the money given them, and practically they had that right until then. They appointed clerks, a secretary, and other officers at their own free will, but about that time the Treasury insisted on getting financial control of the establishment and they made the Commissioners say what number of clerks they would want, and the Commissioners then made some experiments. They had first four classes of clerks with salaries ranging from 40*l.* a year to 425*l.* Then they tried for some time an experiment of apprenticed clerks, boys taken from the central model schools or from some of the ordinary national schools, smart boys brought in at very meagre salaries of from 10*l.* to 30*l.* per year. In the case of the boys who were brought in at 10*l.* they got in addition food and lodging in the training college.

29,688. I thought you were going to tell us why you dispensed with Class I. clerks. We are not going

at present into the whole establishment. We are going to do that later. I only want to know from you about these gentlemen who are appearing before us, whether they have got in your opinion a substantial reason for their objection?—Subsequently there were three classes of clerks, first, second and third. The first class clerks went to 500*l.* a year. Some years ago the Treasury sent a circular out to all public departments to inquire whether these departments were places where Class I. clerks could be employed, and our Commissioners said at that time, that they did not think it was necessary to have clerks of that class, but they had clerks going to 500*l.* a year, first class clerks. In 1900 there was a change made and what were called staff clerks were introduced, and the staff then consisted of senior and junior staff clerks, second division clerks, abstractors and assistant clerks.

29,689. (*Mr. Boutwood.*) What are your staff clerks?—We have six senior staff clerks ranging from 400*l.* to 500*l.* a year, and six other staff clerks ranging from 300*l.* to 500*l.* a year.

29,690. Where did you get them from?—From the second division. In my opinion assistant clerks are no worse off in our department than in many others, and I think they are better off in a way. At present we have a staff of about one hundred and thirty clerks of all grades, and with one exception the higher grades have all been recruited from the second division. There are two clerks having salaries from 520*l.* to 600*l.* a year who are called examiners. The Treasury recently sanctioned an additional examiner. There is another set described as senior staff clerks and they have from 400*l.* to 500*l.* a year. Another set are junior staff clerks who have from 300*l.* to 400*l.* a year. These are all recruited from the second division. Some of the second division clerks at present in the office have been assistant clerks, and are going on to and will be eligible for these higher appointments. So far as the Commissioners are concerned they are very anxious to promote more of the assistant clerks to the second division but the Treasury won't allow them to do it. They have had a stand up fight with the Treasury in one or two cases, where they found exceptionally efficient assistant clerks, to get the Treasury to recognise them, and quite recently asked for the promotion of another of these assistant clerks, and after a great deal of negotiation the Treasury consented.

29,691. How many of those higher appointments are there above the grade of second division to which the second division man is eligible?—There are fifteen or sixteen.

29,692. What is your second division staff?—Forty-five.

29,693. How many promotions have you had from the assistant clerks to the second division within recent years?—I could not say right off, but we have had a number of them.

29,694. It is an appreciable number?—Yes, I suppose we have had six or seven certainly.

29,695. Once or twice you spoke of "the letter" as though it were some authoritative document at the beginning of things?—That was the letter from Mr. Stanley, then Chief Secretary for Ireland, afterwards Lord Derby, which was addressed to the Duke of Leinster in 1831.

Sir BERTRAM WINDLE, M.A., M.D., D.Sc., LL.D., F.R.S., called and examined.

29,696. (*Chairman.*) Sir Bertram, we gave you short notice, and are obliged to you for coming here. We wanted specially to hear your opinion as to the suitability to the conditions of the National University of the Class I. examination. Do you think that the conditions of the Class I. examination, as it is at present arranged, are fair to the National University students, or are they arranged more in the interests of Oxford and Cambridge?—I have not taken very much interest, to be honest, in the subjects of the examination. In years gone by, of course, we used to have a considerable number of students going up for them, as you very well know, from the old Queen's Colleges, now

the University Colleges. But that has come to an end; and the thing has become so academic a matter with me that really I have not looked into the subject. Perhaps you might like to have my opinion as to why it has come to an end?

29,697. Yes, I should?—It is really a matter of age. Students come to a college like mine at the age of about 17, and finish the degree course by the time they are 19 or 20. In 90 per cent. of the cases the parents cannot afford to retain them any longer, and the consequence is that they cannot afford to wait until 22 for one of these appointments. I have a student at present in Cork who is going up for the



26 February 1913.]

Sir BERTRAM WINDLE, M.A., M.D., D.S.C., LL.D., F.R.S.

[Continued.]

Indian Civil. He has taken up classics and philosophy and political economy; his father is in a fairly good position, and can afford to keep him; but I will give you another kind of case. A sort of boy that I should like to put forward for the Civil Service, and who probably would have done himself great credit, is a young fellow that obtained the best scholarship that we can give in the mathematical group, and on a percentage of over 80, which is a most remarkable thing, and a percentage that we very seldom get, the grade of the examination being the honours grade of the senior grade intermediate. This boy was just under 16—he may have been just over 16. Very wisely, he has taken the engineering course, which he can finish in three years—that is, he will have finished at the age of 19. What I want to point out is that the position of his family is such that they could not under any circumstances afford to retain him at the university till he is 22. Yet there is no doubt that he is a very brilliant boy.

29,698. And to such circumstances you attribute the fact of so very few students of your college going up for the Class I examination?—I think so. You see, about 90 per cent. of my students are the sons of men who have very great difficulty in putting them through the university, and it is essential for them that at the very first possible moment they should be earning their living, and they cannot wait till 22 for the purpose of this Class I. examination. I should wish to add that I have heard from these students that they consider that they have very little hope of success unless they go to a grinder in London, and many of them cannot afford that. In the old days they used to pass in considerable numbers direct from these colleges, according to what I heard.

29,699. Yes, that is so?—They have that in their heads now. This very brilliant student who is studying with us this year is doing all his work in Cork.

29,700. The maximum age at the time you are speaking of was 21, I think. If the age were now fixed at 21, would it help your college—it is 24 now?—I think it would to some extent; but, of course, to be quite candid, 20 is the age that would fit in best. At the same time, I think we could help the most suitable students by scholarships to go on for a year after taking their B.A. degree. We have a special system for the M.A. degree, which, I think, does not exist elsewhere, which is that a student who chooses to stop for a year after his B.A., and to do a dissertation on any subject which is accepted by the college under the control of a professor, at the end of a year may, on that dissertation, obtain his M.A. degree. It is an excellent preparation. In addition to my duties as president I profess archaeology in my college, and I happen at present to have three students doing theses under me in that subject.

29,701. (*Mr. Shipley.*) Is that confined to Cork, or is it for the whole of the National University?—It is for the whole of the National University. The students who wish to go away from the college must spend two years between the B.A. and the M.A., but if they spend a year in the college and do a thesis on any subject they like, and we give them the widest possible range, they can then take their M.A. at the end of that year. Last year a lady who took the subject under me got the M.A. with honours on a thesis on the early shore-dwellers of Ireland. If the age was changed to 21 we might provide by means of scholarships, in which we are pretty well off, for students that get the B.A. degree at 20, and enable them to spend another year with us.

29,702. (*Chairman.*) You say that you are pretty well off in scholarships: are these foundation scholarships, or scholarships brought to the university from the county councils?—A very large proportion is provided by the county councils.

29,703. Are you well provided with such scholarships in Cork?—Yes. I think as our numbers go we are sufficiently provided.

29,704. Quite sufficiently?—Well, the County Cork alone gives us ten scholarships and eight bursaries every year.

29,705. What are the scholarships worth?—They have a curious system there, for each scholarship is worth 24l.; but they give me power after investigating the circumstances of the student's people to raise it to 50l. or any intermediate figure I think fit. The idea is that it would be hardly fair to oblige a man to disclose his financial position in the presence of trade rivals, and so they leave the decision in the hands of one person. However, we are well provided.

29,706. The rule of compulsory Irish at the matriculation examination will apply to Cork from this year?—Yes.

29,707. Do you regard that with any apprehension as likely to shut out a desirable class of students?—Well, to be quite candid, I think it is a leap in the dark. About 65 per cent. of my students are Catholics.

29,708. Sixty-five per cent.?—Yes, or 70 per cent.

29,709. Is there such a large proportion of Protestants and Presbyterians as that percentage indicates?—Well, last year we had 90 non-Catholic students out of 440, and these covered all denominations, including one or two Jews. They were mostly Church of Ireland, but there were a good many Presbyterians and Methodists and Congregationalists and Baptists.

29,710. I was not quite prepared for that large percentage, because we were told that in the University College here in Dublin, out of something like 850 students there were only 15 non-Catholics?—But you have got Trinity College next door here; whereas in Cork it is the only college. I have a fair number of non-Catholics on my governing body, and a considerable proportion of the professors and so on.

29,711. Do you think that making Irish compulsory will exclude some of these non-Catholic students in the future?—I think that is a possibility, but how it is going to turn out I cannot prophesy.

29,712. Are there Irish-speaking districts in the counties served by your college?—Well, there are three or four very Irish-speaking districts, such as Dingle in Kerry, and portions of Cork like Inchigeela and Ballyvourney, and the Ring peninsula in Waterford. They are all very Irish-speaking, but they are very poor.

29,713. Do they speak English too in all these districts?—Not wholly. In Dingle I have met quite a number of people who speak nothing but Irish.

29,714. We have heard a good deal about higher university culture as being necessary for the higher classes of Civil servants, and on the other hand we have heard that men capable of performing the highest duties of Civil servants may be supplied from the second division, who you know are recruited by a moderate examination. Have you any views on that?—None at all. I never come in contact with any student going in for the second division. Within the last week I had papers about a student who is going in, but it is the first experience I ever had of such a thing. The student was only a few months in the university, having to leave, I think, for financial reasons.

29,715. So you are not prepared to express any views as to the second division examination being a suitable means of entry to the highest grades of the Civil Service?—No; I cannot give you any views.

29,716. (*Mr. Graham Wallas.*) I don't know if you are aware that in the offices in Dublin there are very few Class I. clerks that come in by the highest examinations?—I understand that.

29,717. Seeing that the age of graduating in Ireland is apparently different from the age of graduating in England, suppose the Civil Service Commissioners should hold in Dublin an examination of a high type, but that the age should be from 20 to 22 instead of from 22 to 24, and that there should be a special grade made considered suitable for the Irish offices, with perhaps not so high an entrance salary, for which boys of that age could compete—would that fit in with your existing university system?—Oh, yes, I think it would, but that would not do for the Indian Civil Service.

29,718. I am thinking of the desirability of bringing the products of the Irish universities into contact with Irish administration?—That would open a field for a



26 February 1913.]

SIR BERTRAM WINDLE, M.A., M.D., D.S.C., LL.D., F.R.S.

[Continued.]

considerable number of students who are at present kept out.

29,719. You can see no result in that which would not be good?—No.

29,720. Since your graduating age is somewhat younger than that of any of the other universities you are anxious to maintain post-graduate studies?—Yes. That is what we are anxious to do.

29,721. Do you think it would be wise if some of the results of that post-graduate work were brought into the Government service?—Yes. They are the pick of the students, the pick of those who can afford in any way to stay, either by means of scholarships or through their parents.

29,722. If there were certain posts in the Civil Service for which the preliminary qualification was the obtaining of a higher degree in a modern university, do you think that some of your best students would compete for these posts?—Oh, yes, undoubtedly.

29,723. Now, I am familiar in the University of London with a certain number of Irish students who are sent to us by the Board of Technical Instruction with scholarships, and who come there for the purpose of studying details of administrative machinery in their own and other countries, and for the general study of economics. Have you had anything to do with these students?—No.

29,724. You have none of these in Cork?—No.

29,725. Have you yourself developed any considerable section of your university work in the direction of economics, and political science, and political philosophy?—Oh, yes, we have a very flourishing commercial faculty there which is really a faculty of what I might call theoretical and applied economics, and I am glad to say that it is growing in numbers, because I may say that one of the dangers of this country is the turning out of an undue number of Bachelors of Arts. It leads to nothing in this country, and it leads to little in England. But there is an educational field there that there is not in this country. The teaching in this country is mostly in the hands of religious orders. When a boy gets the B.A. degree, he imagines that he has the knife that opens the oyster of the world, but he finds that he has not. He is disappointed, and may become a centre of mischief instead of a centre of usefulness. In our commerce faculty he gets a great deal of commerce and commercial technique, which afford very good prospects for a first-rate man. He learns accountancy thoroughly. He has got to do one or two foreign languages; he has got to translate books on commercial foreign matters, and comment upon them; he has to study constitutional history and law, and the ordinary political economy, and the student that goes through that I consider to have gone through a very broadening and very comprehensive course. In the first year we had, I think, only one student who entered for it. He took his degree, and Mr. Chapman, our extern examiner, said that he was immensely struck by the answering of this man, who is a county council scholar from the County Tipperary. Some of the best students this year went in for this faculty, and it is a most excellent thing. They are going into business, or they will try to get such things as consular appointments. It is an excellent preparation for them.

29,726. It affords them, of course, a real opening in business. But would you say that a certain leavening of these men might be brought into the public service?—Of course, we hope that a certain proportion will bring their college knowledge into the offices of secretaries of county councils and positions of that kind, as things develop.

29,727. You think it necessary that that examination should take place at 20 to 22, and not from 22 to 24?—Yes. That is too late.

29,728. If there was a scheme that attempted to adapt the Civil Service examinations to the particular phases of Irish education, such a scheme ought to provide a sufficient number of marks for that class of subjects to make it worth the while of the students to take them up?—Yes.

29,729. What proportion of your students are women?—Very nearly one-fourth. I think we have very nearly 100 women students, and three women professors.

29,730. Are the women nearly all preparing for a life of teaching?—No, a certain number are going on for medicine. We have actually one woman going in for engineering. It rather puzzled me when her father brought her, and I asked him if he thought it was a fit life for a woman, but he said there should be a good chance for such a woman in an engineering drawing office.

29,731. (*Mr. Shipley.*) There are one or two at Cambridge?—Yes, but that is mechanical engineering, and we only do civil engineering.

29,732. (*Mr. Graham Wallas.*) Now looking back for a moment at your past women students, can you think of one or two who would have done well in some form of administration?—Well, when I went to the college nine years ago there were only four women students there—those were the days of our difficulties, as the chairman knows. A considerable number of the women students have been with me only for a short time, but I have had several students that also prepared themselves for secretarial work by going to offices outside, where they were taught typewriting and so on, and I think they are doing quite well in that direction.

29,733. If it was thought desirable to make an opportunity for these women that have been through the university courses, and fit them for administrative work, some other arrangement than merely the appointment of typists would be necessary?—Yes. There is no reason why they should not go through the commerce faculty. There is nothing to prevent them.

29,734. Special arrangements, in your judgment, would have to be made to secure for them such an opening in the Civil Service?—Yes. Clearly, if they are going to admit women into it, there must be.

29,735. (*Miss Haldane.*) Have you a lady on the governing body?—We have one.

29,736. Have you a women's hostel?—We have got a men's hostel, but, I am sorry to say, we have not a women's hostel. I have been endeavouring to get one, but so far without success. I had one run by the Ursuline nuns out at Blackrock—two or three miles out—but it is too far, although very comfortable and run very well. Coming in and out was too much, and I have not succeeded in getting another.

29,737. Do you find the health of the poorer students is apt to suffer from living in a very restricted way?—I don't think so. A great many of them are the sons of the farmers.

29,738. I was thinking of the women students particularly?—I don't think so. The great bulk of them are living with their parents or their friends.

29,739. You have not got any system of endowments for post-graduate work?—The Cork County Council have, under my advice, devised a very good scheme to come into operation. That is to say, they have set aside six post-graduate studentships of 150*l.* a year, tenable for three years, in various subjects, which are to fall to the lot of those who have held their scholarships, and are not to be got by examination, but on the recommendation of the academic council, that is, the professors. One of these is in commerce and administration. The idea of that would be, that if he gets one of these for three years, the student would study and learn how to be a county secretary, or secretary of some committee. That is only coming into force, as the first three years of these Cork County Scholarships will terminate next October. There is another in agricultural chemistry; one in engineering; one in Irish; one in pathology, especially diseases of animals; and one in botany and agriculture. These are the six things. I think by that means we should keep a really good man for three years after he had got his degree and give him an opportunity. It is also provided that these scholars are to carry out, in one of our laboratories, any research work that the county council asks him to carry out in connection with the subject of his scholarship; say, diseases of animals—foot-and-mouth disease, or any other thing.

29,740. (*Mr. Graham Wallas.*) You are aware in America the State holds competitive examinations on behalf of the municipal bodies?—Yes.

29,741. Do you think the introduction of such a system might have a valuable effect in Ireland?—Well,

26 February 1913.]

SIR BERTRAM WINDLE, M.A., M.D., D.S.C., LL.D., F.R.S.

[Continued.]

you know already some of the bodies are doing that themselves.

29,742. That examination will necessarily be very small?—Yes. At this moment I am conducting, not myself, but arranging for examinations for clerkships in the Cork County Council. The examination will be held in my college by one of the professors. The Cork County Council, in order to avoid various difficulties, which need not be mentioned, have set up a system of their own, Civil Service examinations for the various rate collectorships and other positions which they have under them, and I arrange for the conducting of these. I select some one to conduct this examination in the college.

29,743. If the various municipal bodies in Ireland, large municipal bodies, could agree to draw their clerks from a common examination to be held on their behalf by the State in Ireland, do you think that might be a valuable arrangement?—Yes, I should say valuable, but impossible. I think the county councils would not like to part with their own right to deal with these matters. They are quite satisfied to hold examinations locally through somebody whom they may choose, but

I don't think they would at present come into any general scheme. I should very much doubt if the English county councils would either, from my experience of them.

29,744. (Chairman.) You have professors of Irish in Cork?—Yes.

29,745. Do the students attend their classes in increasing numbers? Does it appear to you that the desire to learn Irish is growing in popularity among your students or not?—Up to three years ago I had only a lecturer in Irish, and I altogether failed to attract classes for him although I did the best I could. We have got now a lecturer in modern Irish and a professor of the old and middle Irish. He is a most distinguished man and studied under Zimmer and took his degree of Ph.D. abroad. He is a really first class man. The things he has written are most admirable. I have read some myself. He has a certain number of genuine students who are working at the subject scientifically. There are a certain number of the others who are working at the modern Irish. I cannot say whether the thing is growing; it is not growing very rapidly at present, but, of course, it has been but a short time in operation.

Mr. W. J. CAIRNS and Mr. FLOOD called and examined.

29,746. (Chairman.) Mr. Cairns, will you say what you desire to represent to the Commission?—(Mr. Cairns.) We wish to represent that the position of the second division clerks in the Education Office is rather unfavourable compared with second division clerks in other offices of the Service; that we have not obtained the same amount of promotion and consideration that men of our own rank and service, and even of less service, have obtained elsewhere.

29,747. Your scale of pay is the same as that of the second division clerks in any other office?—Oh, yes.

29,748. I assume then that you have no complaint regarding the scale of pay. What you do complain of is that second division men in other offices obtain quicker promotion than you do?—Precisely.

29,749. How do you propose to remedy that?—It is remedied in other offices by the creation of a grade which is called generally "minor staff officers."

29,750. Have you any minor staff officers?—We have only one.

29,751. You have at the head of your department the Resident Commissioner?—Yes.

29,752. And then two secretaries?—Yes, we have two secretaries.

29,753. Are these two secretaryships open to second division men?—Not absolutely. One of the secretaries, Mr. Dilworth, did not formerly belong to the staff.

29,754. Did Mr. Lemass?—He did.

29,755. May you not count on the secretaryships as open to the second division officers?—We can't absolutely.

29,756. Perhaps not absolutely. After all, it remains in the power of the Government to bring in an outsider if there be sufficient cause for so doing?—That is generally done in our office, if it is done at all, by the Board.

29,757. By the Board, if the Board is the governing body?—For that reason we can't rely on the secretaryships absolutely as falling to the second division.

29,758. At all events there is a probability?—There is a possibility. (Mr. Flood.) We think generally the precedent in the appointment of Mr. Lemass won't be followed in future.

29,759. There are three examinerships; are these appointments open to the second division?—(Mr. Cairns.) Yes, they are open to the second division.

29,760. There is a book-keeper—is that open?—Yes, that is open.

29,761. There are five senior staff clerks—they are open?—Six senior staff officers.

29,762. So that you have one of the secretaryships, at all events, the accountant, the examiners. In all you have 16 staff appointments open to a second division staff of 45?—Yes.

29,763. Ordinarily speaking that should afford a fair amount of promotion, should it not?—It would seem so, but we are in a position to say that, as it works out in practice, it means there is a very long interval before any second division clerk usually gets promotion in our office. The average period of service is 23 years, and we think that is immoderately long, and we are sure it is too long compared with the service for promotion in other offices.

29,764. What other office do you think supplies a good example of quick promotion for a second division clerk?—We have given a schedule in our statement of the offices in Dublin with the number of clerks of our grade that were appointed since 1890 who have obtained promotion. It will be seen from that that the National Education office, although a large office, occupies the bottom of the list so far as promotion is concerned. For example, the Revenue office the Department of Agriculture, the Local Government Board and the Registry of Deeds, give a far greater opportunity for early advancement to second division clerks. Another point is, that so slow is promotion, that by the time a second division clerk obtains it he has already attained, if not passed, the minimum salary attached to the superior grade. It seems to us that the idea of promotion is that it should provide an incentive in the form of an immediate increase of salary. If promotion does not bring an immediate increase of salary naturally it loses its value. The way it works out in our office is this, that by the time a man obtains promotion it is of no great value to him. He has probably attained the minimum of the grade in the ordinary course of things, and in some cases has passed it; therefore, we think that the creation of an intermediate grade of minor staff officership would provide an incentive to men in the early years of their service. It is difficult for a man to carry out his duties with that efficiency which promotion naturally encourages if he can't look forward to some reward until after some 23 years.

29,765. How do you propose to remedy it?—It has been remedied, as I have said, in other offices by the creation of minor staff officerships. These positions vary in value. Sometimes they have a value of from 190*l.* to 350*l.*, and sometimes 250*l.* to 350*l.* But in any case the creation of a number of these posts would bridge the gap which at present undoubtedly exists between the efficient second division clerks of a considerable number of years' service (the Treasury has fixed eight) and the junior staff posts. It might also arise in connection with what I have said, that the junior staff posts, having a value of from 300*l.* to 400*l.*, and that value having been fixed a considerable number of years ago, are not of the same real value now; the junior staff posts ought to be increased in value in order that

26 February 1913.]

Mr. W. J. CAIRNS and Mr. FLOOD.

[Continued.]

men who might attain to them should obtain an increase of salary of some appreciable degree.

29,766. That is your complaint and your proposed remedy?—There is another count in the complaint; that is, that the organisation of the office is such that at present second division clerks—I, for example, am one of them—are called upon, without any increase of pay whatever, to discharge what is practically supervising duty.

29,767. But your office rests on a second division basis, you have got no higher paid appointments?—Our argument is that it is not merely for sentimental considerations that the minor staff posts should be created; that there is actual supervising work sufficient for these posts; therefore, for the officers who would occupy these posts, there is work to do, and they are at present doing it—that is the argument, that the work is actually being discharged and is not being adequately paid for.

29,768. Work of supervision?—Yes, work of supervision.

29,769. How many supervising officers do you admit are in the office at present?—You have enumerated some 16.

29,770. But I want to know how many of these do you think are really supervising officers?—They are all supervising officers, but in the aggregate they are not sufficient to supervise the work to be done.

29,771. You think 16 officers are not sufficient to supervise the work of 45 clerks?—It works out so in our office.

29,772. That is, one supervising officer is not enough for every three clerks?—There is a considerable amount of checking to be done in our office. A good many of the officers who are senior officers are superintending, but, naturally, supervising an entire room, they are not able at the same time to check such things as we check, such as promotion dockets, etc. They are not able at once to superintend a whole room and engage in minor checking duties. It is minor checking duties I am more immediately speaking of.

29,773. Have complaints been made that the work in your office is badly done?—I don't think there have been mistakes, because there is a very considerable amount of checking done. The checking is done, but it is not adequately paid for. (Mr. Flood.) Also the amount of supervising work required in the Education Office is much more than in any of the larger offices. There is an immense amount of money paid in teachers' salaries and that kind of thing, and a large amount of supervising is actually required. You could not compare it with other offices as being of the same standard. You could not say the same number of men would be adequate as in another office. (Mr. Cairns.) I have reason to believe, though I am not absolutely in a position to say, that there are a greater number of examiners in the Education Office in England than in the Education Office in Ireland, which would show that education work requires an amount of supervision which may not possibly obtain in any other department. Certainly my experience is that there is a tremendous amount of supervision required in the form of checking in our office.

29,774. You mean to say, Mr. Cairns, that there is a greater proportion of supervising and checking officers to clerks in England than in Ireland?—I understand so. There are more examining officers in the Education Office in England than here. Of course, naturally, I am not able to say that absolutely.

29,775. Do you say they are in greater proportion than here?—I could not say that. We have three examiners. There are a greater number of examiners, I understand, in the English offices. Naturally, as there are only three examiners here, a good deal of the work which examiners might do has to be put down to lower grades.

29,776. Do you contend that any of the lower grades—not senior or staff clerks—do any of the examiner's work?—They do work which in another office might be delegated to an examiner. Not only so, but the ordinary second division clerks, subject to the scrutiny and approval of the examiners, who subsequently examine,

actually suggest action which might be taken on correspondence and reports.

29,777. Are you talking now from probabilities or from actual facts?—I am talking of actual facts. It is an act of everyday occurrence. I do it every day of my life—prepare suggested action on reports and correspondence which is generally approved by the examiner. (Mr. Flood.) That kind of thing is rather expected from men. We don't do it on our own initiative. It is rather expected that second division men in our place should do that.

29,778. You say it is always expected?—It is expected from the men.

29,779. Then, I understand, you are not altogether in favour of Mr. Cairns' proposal of an increased examining staff?—You must not understand me that way. That kind of work is expected from men, but, I think, it is rather unfair it should be expected from men without some little inducement being offered to them.

29,780. Practically what is expected from them is that the points will be noted to which the attention of the examiner is to be called?—Yes, by the man in charge. To give you an idea of the actual amount of money that may pass through an individual's hands, I may say, for instance, I am put in charge of one of the counties in Ireland. Personally I am in charge of County Dublin, and the amount of salaries of teachers that would pass through my hands is about 80,000l. That is not an over-estimate, I am sure.

29,781. How many hours do you work in the day, Mr. Flood?—Seven, generally.

29,782. And you also Mr. Cairns?—(Mr. Cairns.) The same.

29,783. Do you ever do overtime?—(Mr. Flood.) We are engaged on it at present.

29,784. You are paid for it?—Yes.

29,785. You have no complaint to make of the rate of overtime pay?—(Mr. Cairns.) The rate of overtime pay is standardised for the whole Service. It sometimes works out at less than the rate of ordinary pay, but we are not pressing that.

29,786. Well, the Government pays you for the seven hours, and employs you on the sort of work it thinks you capable of performing; and if it requires from you more time than seven hours, it pays you for the overtime. Ought you then to look very closely into the character of the work you are called upon to do during the seven hours?—It is a pleasure to do superior type of work. I voice the sentiments of my colleagues when I say so; but, at the same time, it naturally causes a feeling of dissatisfaction when superior work is done in our office for a lower rate of pay than is given for similar duties in other offices. After all, we are all working for money to some degree. We have to earn our living, and when we find that the work we are doing in our office would command more generous recognition elsewhere, it naturally causes a feeling of dissatisfaction.

29,787. I doubt it would command more generous recognition, but the circumstances of the other offices, I understand you to say, lead to quicker promotion?—Very possibly. (Mr. Flood.) It is the most tangible recognition a man could get, after all.

29,788. (Mr. Boutwood.) I gather, Mr. Cairns, that, in your view, some sort of a jump in salary is really the most valuable part of promotion; is that your view?—That is the view pretty widely held, I think.

29,789. I mean, you don't think it sufficient to say to a man, "We will promote you, and you shall go on to a new scale, and in 10 years' time you will begin to feel the benefit?"—I don't think that would create a very great amount of enthusiasm. I am a promoted officer, having got no value for my promotion.

29,790. Speaking again of minor staff posts, I can see very well that that might help the junior members of your body, men of a few years' service, but, I imagine, from this table you have put on page 4, that the senior members of the second division, who have got nothing, are men of considerable standing and long service?—They are.

29,791. That would not help them at all?—Of course, some of them would naturally be too late to derive any great benefit from the proposal, if adopted.

26 February 1913.]

Mr. W. J. CAIRNS and Mr. FLOOD.

[Continued.]

29,792. What does a second division man get after 22 years' service?—He generally reaches about 300*l.* a year.

29,793. That is the maximum of the minor staff post?—And the minimum of the next grade.

29,794. So that you have two things in mind. Really you want a number of minor staff posts for your junior members, and then you want an increased number of staff clerks for your senior members?—I don't think I said so. I said, I thought, at the same time, that the value of the staff posts might be increased, because the rate of payment for the staff posts was fixed a considerable number of years ago, when everyone knows a salary of 300*l.* meant more than it does now.

29,795. That is my difficulty. At present you have six staff clerks at a certain scale from 300*l.* to 400*l.* Then you have these 45 second division clerks. Up to the present you have asked for minor staff clerkships that would satisfy, perhaps, a certain number of your junior men?—Yes.

29,796. But would very likely leave at the top 20 senior men untouched?—If we had these minor staff clerkships what value would you put on them?

29,797. I mean a value of 190*l.* to 300*l.*?—It would.

29,798. It would leave them untouched—half of your second division men at the top untouched. And I suppose if this Commission came back in two years' time these 20 men would come up still. What would you propose for the existing 20 senior men who would get no benefit from the minor staff posts—what would be your proposal for them?—If the posts to which they naturally look forward—that is junior staff posts—are not increased in value some special arrangement might be desirable for them, something in the nature of a special allowance for their doing supervising work.

29,799. Now we come to that supervising work—what do you mean by supervising work?—The supervising work that I, for example, discharge is—I am one of those principal circuit officers referred to in the statement—

29,800. Do they belong to the 45 second division clerks?—They do, and they have to do with the checking of the work of a number of the subordinates, and they have to do with the training of these subordinates.

29,801. I suppose checking is really what you mean by supervising?—Well, of course, there is personal supervision as well, but the checking is a very considerable item. For example, we have all the checking to do in connection with the preparation of memoranda for the Board, and the preparation of the dockets on which the teachers are granted increments and on which junior assistant mistresses are granted bonuses, and beyond that we do the absolutely final checking upon payments to pupil teachers and monitors.

29,802. Does that mean you have to verify certain calculations and certain statements of fact?—And see that certain rules are properly carried out.

29,803. That is not what from one's experience one would call supervision. The second division clerks service covers a long term of years, and what would be your idea of the difference in duties between the first five years and the last five years. You would not expect a man to be kept at the same character of work?—Oh, no; I expect that as a man's years increase in the Service his work becomes more valuable.

29,804. If he starts at 70*l.* he can get up to 300*l.* Should not a difference of four times in salary cover such a comparatively small operation as checking calculations and statements of fact?—But I may point out that there is no essential difference between the checking of these statements of fact and the checking done by the staff officers, and I may further point out that something like 30,000*l.* in salaries is dealt with every year by each of these principal circuit officers.

29,805. You think that goes beyond the margin between 70*l.* and 300*l.*?—I think that class of duty is generally more liberally rewarded elsewhere.

29,806. There is one thing in this statement I do not quite understand, the second statement on page 4. You say you have 44 second division clerks, and only one

promoted: does that mean that the men who filled all the other 16, or whoever does the supervising posts in your office, come in from other offices?—When we say that only one second division clerk has been promoted, we mean second division clerks appointed under the Ridley Commission since 1890. We do not take into consideration the appointments under the former scheme, which is called the Playfair.

29,807. These 16 supervisory posts must be held by Playfair men?—Yes.

29,808. (Chairman.) They must soon go out then, for they must be all old?—(Mr. Flood.) If we saw any chance of vacancies occurring we should not feel this grievance.

29,809. (Mr. Boutwood.) What do your three examiners do?—(Mr. Cairns.) They deal with reports and correspondence. It is only subject to the final scrutiny of the Secretary in cases where letters under his signature have to issue, but all correspondence of a routine character goes to the examiners. The examiners direct that such action as they may deem proper shall be taken. The action is taken by the second division clerks, and sometimes, when it is of a routine type, it goes out without being scrutinised by the Secretary.

29,810. They are really a superior correspondence staff?—They direct what form the correspondence is to take.

29,811. (Mr. Graham Wallas.) I understand your real grievance is that work which is assigned to you now is of a distinctly higher type than was contemplated when your class was created by the Ridley Commission?—I should imagine so. Of course, I am not in a position to say absolutely.

29,812. But that difficulty would be avoided if there was a definite Class I. grade introduced doing all the work?—I don't think so.

29,813. Would not the difficulty come to an end if there was such a grade as that corresponding to the examiners in the English office?—I do not see how that would do away with the barrier to promotion which at present lies in the way of second division clerks.

29,814. But it would get rid of the higher work being placed on your class?—We do not complain of higher work being placed on us. We complain that we do not get adequate remuneration for superior work.

29,815. What happens above you is a block?—Not an absolute block, but promotion is extremely slow.

29,816. That generally occurs in an office if there are a number of senior clerks of the same age?—That would bring it about, of course.

29,817. And the clerks who hold these posts are rather in a bunch as far as it is concerned?—That does not apply to our office. There is not a gap of more than three years between the junior Playfair man and the senior Ridley man.

29,818. There is not a block in the ordinary sense?—No.

29,819. (Mr. Shipley.) I think there are about a dozen offices connected with education in Ireland. If they were consolidated into one big board of education, and all the clerks were in this big organisation, would it help your difficulty in any way?—Of course it would be hard to say how it would be constituted and staffed. Naturally, there would be a great deal more work to do. If the supervising work was increased, it would tend to help all below.

29,820. Do you think it is feasible at all to consolidate the numerous offices?—It is so considered by numerous authorities—Dr. Starkie, I think, had the idea that they could be consolidated, and I think he has the idea still.

29,821. Would it lead to a diminution in the total number of the clerical staff?—If it led to a diminution in the total number of the clerical staff it would hardly touch our grievance.

29,822. I suppose a great many of you are not entirely exhausted at the end of a seven hours' working day, and I suppose you do a lot of remunerative work in the evening?—I do not think that is true to any great extent.

29,823. There are no journalists or writers?—I do not think there are any journalists or writers in the

26 February 1913.]

Mr. W. J. CAIRNS and Mr. FLOOD.

[Continued.]

office. I do not think there is much money to be made out of journalism.

29,824. (*Miss Haldane.*) Is it the case that assistant clerks do work belonging to your grade?—There are a number of assistant clerks whose work could hardly be distinguished from that of the second division clerks, but I think that is an accident, for, as a rule, they do not discharge the same duties as the second division.

Mr. HAYDOCK, Mr. HEARNE, and Mr. MCCARTHY called and examined.

29,823. (*Chairman.*) Tell us what your complaint is, Mr. Haydock?—It is entirely a question of promotion, our contention being that the majority of assistant clerks are engaged on responsible duties, in our opinion analogous to those performed by the clerks of the second division. Some of these men have 10 to 15 years' service. That roughly is our case.

29,829. Will you admit, Mr. Haydock, that, generally speaking, the work which the assistant clerks do is easier than that done by the second division?—No. We are of opinion that essentially the work performed by the majority of the assistant clerks is substantially the same in character as that performed by the majority of the second division.

29,830. It is surprising then that the class of assistant clerks should have been created, if the assistant clerks only do the same kind of work as the second division. The basis of the division between the two kinds of clerks is that one does the higher class of work and the other the lower. In Government offices generally there is that difference between the work done by both classes?—That presumably is the assumption on which the grade was based.

29,831. You now tell me that that difference is not in accordance with fact?—Yes.

29,832. How many promotions have been made from the assistant clerks to the second division in your office within the last five years?—There were three promotions made in 1908 and one in 1910.

29,833. That is four in five years—something less than one a year?—Yes.

29,834. How many assistant clerks are there in your office?—There are 29.

29,835. Were you all boy clerks formerly?—With the exception of, I believe, four who were previously typists, and were promoted for service in the Education Office.

29,836. Did you all pass the examination of the Civil Service Commissioners?—Yes.

29,837. How many years service have you?—I have 13½ years.

29,838. What pay do you get now?—I get 123l. a year.

29,839. Your maximum is 150l.?—Yes.

29,840. And what really is your claim—do you claim that you ought all to be put into the second division, or do you claim that the rate of promotion should exceed the rate you tell me—something less than one a year?—We claim that where assistant clerks efficiently perform duties analogous to those performed by the second division men, those assistant clerks ought to be promoted to the second division.

29,841. The evidence before us shows that even in your department there is a well-marked substantial difference between the work of second division men and that of assistant clerks, and that, although occasionally the assistant clerk does perform second division work, it often happens that he is selected for that work in order to test him to see whether he is suitable for promotion to the second division. That is what we have been told?—That may be so in two cases, but it is not generally so.

29,842. You know of two cases of which that description is true?—I have no official knowledge, but these two gentlemen to whom I refer were, I surmise, appointed to these particular duties for that reason.

29,843. But did they get promotion?—They have not yet been promoted.

29,844. Well, the assigning of these duties to these two gentlemen was presumably with the object of

29,825. Is it possible to draw a very distinct line between the various grades of work?—It is possible to draw a line in our office between the assistant clerk and the second division.

29,826. Occasionally they do work of a superior class?—Very occasionally.

29,827. Just as you do work occasionally for the higher grade?—I should say not even to that extent.

testing them, and if they responded to the test the inference is that they would in time be promoted. I am afraid you won't get the Government to accept the proposition you lay down, that every assistant clerk who does work which in his opinion is substantially second division work should therefore be promoted?—We may not, but we think it reasonable.

29,845. (*Mr. Shipley.*) Your day is a seven hour day?—Yes.

29,846. Do you do much overtime?—Overtime occurs occasionally. Once a quarter there might be three weeks of overtime.

29,847. You are paid for that, of course?—Yes.

29,848. Have you any other means of earning any money?—I don't think there are any in the office who supplement their earnings.

29,849. It would not be very easy?—It is a difficult matter to get suitable work outside.

29,850. (*Mr. Graham Wallis.*) What department are you in?—Correspondence, Branch I.

29,851. Register of documents, making abstracts, keeping books, and so on, surely that is the work of assistant clerks of the same service all over the United Kingdom?—Yes, that would be true generally. I would like to explain that I have charge of the Board's order book, in which all miscellaneous matters to be presented to the Board are entered. This is regarded as confidential work.

29,852. But a man in receipt of 123l. a year would occasionally be employed at work that is confidential?—Yes.

29,853. Have you any figure in your mind as to what would be fair on those promotion appointments in the second division?—Personally, I think 50 per cent. of the second division vacancies would be a reasonable figure.

29,854. (*Mr. Boutwood.*) On the last page of your statement you say that since the year 1896 there have been four promotions of assistant clerks, and 29 vacancies in the second division. Am I right in thinking that those four promotions from the assistant clerks have all taken place within the last five years—since 1908?—Yes.

29,855. So that from 1896 to 1908 there were no promotions from the assistant clerks to the second division?—No promotions of assistant clerks (new class).

29,856. Were there any from the old class?—There were.

29,857. How many?—Two.

29,858. Since 1908, when apparently the promotions from the third class began, had you any promotions from your class?—We had three.

29,859. How many second division vacancies were there since 1908?—Unfortunately, I have not got the figures since 1908.

29,860. (*Chairman.*) The second division is recruited by an examination of a much higher type than the assistant clerks?—Yes.

29,861. That being so, what justification have you for claiming that 50 per cent. of the second division appointments should be filled by men who pass into the Service on a much lower type of examination than the second division examination?—A large number of assistant clerks have been up for the second division, and failed only by a small margin.

29,862. Still they failed; and no argument alters the fact. You cannot maintain that, by working in the Service in a subordinate class, they can undo the effects of the failure to the extent of 50 per cent. of the higher

26 February 1913.]

Mr. HAYDOCK, Mr. HEARNE, and Mr. MCCARTHY.

[Continued.]

posts?—From the office point of view the men have shown that they are capable of performing second division work.

29,863. But 50 per cent. requires much more justification, as being a reasonable proportion, than you supply. (*Mr. Hearne.*) Mr. Haydock said that

two gentlemen had been placed in certain responsible positions in order that they might qualify for the second division. In one of the cases he refers to, the man has been in that position for five years, and I just wanted to say that that was rather a long period of probation for the second division.

## SEVENTY-FOURTH DAY.

Thursday, 27th February 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Mr. ARTHUR BOUTWOOD.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.  
Mr. S. ARMITAGE-SMITH (*Secretary*).

The Right Hon. Mr. Justice WYLIE and The Right Hon. W. F. BAILEY, C.B., called and examined.  
Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.

29,864. (*Chairman.*) Mr. Justice Wylie, when were you appointed to the Land Commission?—In October 1906.

29,865. You were appointed from the Bar to be a Puisne judge of the High Court of Justice?—Yes.

29,866. Could you give the Commission a brief statement of the constitution of the Land Commission, dwelling principally upon your own, the judicial side, because we shall get from Mr. Bailey information regarding the land purchase side?—Do you wish it from both sides?

29,867. If you can do it conveniently, we shall be very glad to have it for both sides, but if you desire to restrict yourself to the judicial side you can leave to Mr. Bailey to speak for the other side?—I can tell you a little of both sides. I am myself at the head of both the fair rent and land purchase sides. The fair rent work is done first by sub-commissioners with a legal assistant commissioner presiding in the court, and assisted by a lay commissioner. Then there may be an appeal from that Commission after fixing a fair rent to the Land Commission. That work is done at present by my colleague, Mr. Commissioner Fitzgerald, sitting as a judicial commissioner with all the powers of a judicial commissioner. Then there is an appeal from that to the Court of Appeal if necessary.

29,868. In order to give us an idea of how the business works in actual practice, let us assume that a tenant sues his landlord for an abatement of rent. That case is tried in the first instance, is it not, by a legal assistant commissioner and a lay assistant commissioner?—The application is made by the tenant to fix a fair rent. That is heard by the legal assistant commissioner, sitting with the lay assistant commissioner. They hear evidence on both sides in court. The holding is inspected by the lay assistant commissioner, and he makes a report to the legal assistant commissioner, who fixes a rent based upon the evidence given in court and the report of the inspector.

29,869. Is that procedure conducted locally?—Yes.

29,870. From the decision come to by the legal assistant commissioner and the lay assistant commissioner sitting together there is an appeal to the Land Commission?—Yes.

29,871. But for the purposes of hearing the appeals the Land Commission consists practically of yourself and Mr. Fitzgerald?—Or if necessary, if the work is excessive, to a judge of the High Court delegated by the Lord Chancellor for the purpose.

29,872. But you are not justified in calling in any of your colleagues in the Land Commission?—Not since 1903.

29,873. The case is heard as an ordinary appeal case and is disposed of?—Yes, the judicial commis-

sioner hearing the appeal has the assistance of an assessor who sits with him hearing the case, and he inspects again the holding.

29,874. Are the assessors that sit with the judicial commissioner on a panel?—They are on a panel fixed by the judicial commissioners.

29,875. Are they taken from the same body as the lay assistant commissioners who sit with the legal assistant commissioners?—Yes, they are selected from the body of lay assistant commissioners.

29,876. But I suppose in no case would a gentleman who sat with the legal assistant commissioner be chosen to sit with the judicial commissioner?—Never.

29,877. From that decision there is still a further appeal to the High Court?—Yes, by leave of the Court of Appeal.

29,878. Is the ultimate appeal on matters of law alone, or on matters of fact and law?—It is principally on matters of law.

29,879. When did the fixation of rents begin?—Under the Act of 1881.

29,880. For what period are fair rents fixed?—Fifteen years.

29,881. At the end of the 15 years does the right accrue to have another fair rent fixed on the same holding?—Yes, any time during the last year of the 15 years or afterwards.

29,882. And when the second 15 years have expired is there a right to have a third fair rent fixed?—Yes, in the same way, during the last year of the second period, or afterwards.

29,883. From the year 1881 when this process commenced 30 years would bring you to 1911?—Yes.

29,884. Therefore, the rents that have been fixed for a second period now are due, or falling due, for a third fixation?—A good many have been already fixed for the third period.

29,885. If a rent has not been fixed for the first period but comes on for fixation during the second 15 years, is it fixed with reference to the considerations which determine the fixation for the second time?—It would be fixed with reference to the basis at the time of fixing.

29,886. That is to say, if a tenant coming into court for the first time sought to have a fair rent fixed, say, in the year 1903, the case would be dealt with as for a second rent fixation?—For certain purposes it would be a rent fixed after 1896, but it must be a first term rent. That is the first time a rent has been fixed on that holding.

29,887. But will the determination of that rent depend on the considerations which would prevail if the rent had come up for a second term of fixation?—Yes, for purposes prescribed by the Act, the subsequent Act



27 February 1913.] The Right Hon. Mr. JUSTICE WYLLIE and The Right Hon. W. F. [Continued.  
 BAILLY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. DUFFY, B.L., were in attendance.)

dividing rents into rents fixed prior to 1896 and rents fixed after 1896 for certain purposes.

29,888. Say you have a tract of country in which rents have been fixed for the second term, but a few tenants remain who have no rents fixed at all, and they come up to have rents fixed for the first time, would the rate of rent, or the considerations which determine the fixation of rent for the second time, be applied to the fixation of rent for the first time?—Yes. They fix what they consider a fair rent for the time being.

29,889. Having reference to existing circumstances?—Yes.

29,890. You say rents are now coming up to be fixed for a third time?—Yes.

29,891. Has the third term fixation gone far?—There are 2,207 applications received altogether for the third term fixing, and 1,461 are disposed of.

29,892. That is a very small number compared with the number of second term rents fixed?—But the great proportion of holdings are already bought out.

29,893. What proportion of the holdings, of which rents have been fixed for the second time, have been now sold?—I think about two-thirds.

29,894. So the judicial section of the Land Commission will have to deal in the future fixation of rents, with only one-third of the holding as they existed in the year 1881?—Yes, or less perhaps.

29,895. That, of course, has a very important bearing on your establishment?—Yes.

29,896. In view of this certain diminution of the work imposed upon you, have you considered the desirability of in any way reducing the establishment?—It has been gradually diminishing on the fair rent side. We are now reduced to practically two sub-commissions.

29,897. From how many?—At one time up to 15, but for a long time seven. We are gradually cutting down both the legal assistant commissioners and the lay assistant commissioners.

29,898. The work which remains for you to discharge will be greatly influenced by the extent of land purchase in future?—Yes.

29,899. I presume you have not been able to form any estimate of how long your work will last, because it depends so much on the progress of land purchase?—The whole work?

29,900. Yes?—I think on consideration of the whole facts that if land purchase goes through completely it will take about 12 years, assuming that practically all agricultural holdings are sold.

29,901. In regard to your procedure in distributing the assets, am I right in thinking it is somewhat like this: the Estates Commissioners go through their part of the purchase procedure—I need not enter into that just now—and when they have finished it they hand the case over to you?—Yes.

29,902. And you then distribute the assets?—Yes.

29,903. One effect of distributing the assets is, I presume, that where the purchase money is paid in stock you are under an obligation to sell that stock in order to distribute the money among the chargeants?—If the parties so wish.

29,904. If the parties agree to take the money in stock you are competent to give it?—We transfer so much stock as will meet the claims.

29,905. Do many accept stock?—Not many of the encumbrancers. The owner himself will often take stock rather than sell it, because it is his own loss if he sells at a loss, but the encumbrancers and others who have claims on the purchase money generally insist on getting cash.

29,906. The result is you have to sell out stock?—Yes.

29,907. That depreciates the stock, and the more stock becomes depreciated the harder it is upon the proprietor?—Yes.

29,908. He has to part with more stock?—Yes, and pay in cash.

29,909. The consequence is that there is a constant selling of stock; you are compelled constantly to sell stock?—Yes.

29,910. Am I justified in saying that the purchasers of the stock that you sell are purchasers at their own

price?—At the market price of the day. It is given into the hands of stockbrokers to sell at the market price of the day.

29,911. Is there a good market for Irish land stock?—There is a fairly good demand at the price of the day, but it is low.

29,912. Are the transactions effected mostly in London or partly here?—I think generally here, through stockbrokers here in Dublin. I don't know who the buyers are, but it is sold through Dublin stockbrokers.

29,913. If a change in the law were effected enabling you to compel encumbrancers to take payment in stock, would it have the effect of raising the price of stock?—I suppose the less stock there is in the market the more the price would tend to rise; otherwise I am not sufficiently acquainted with commercial matters to give an opinion on that.

29,914. Is your staff shown separately from the staff of the Land Commission generally?—The legal staff is practically separate. Perhaps I might say there are two branches of the legal staff. The smaller branch works in Merrion Street, while the estates are passing through the hands of the Estates Commissioners in dealing with matters that arise. The larger portion of the staff works in Nassau Street, in chambers there, dealing with distribution.

29,915. The staff that deals with distribution is directly under you?—Yes.

29,916. And has no connection with the Estates Commissioners?—No.

29,917. There is a secretary in the judicial branch?—The secretary of the Land Commission is common to both. In one sense the legal staff of the Land Commission there works under the Estates Commissioners, and in the other place for distribution, both to some extent under me.

29,918. From that point of view it will not be very easy to diminish the common staff, and it will not necessarily follow from a reduction in your work that the common staff can be reduced?—The common staff for land purchase must be reduced as soon as land purchase in bulk has been reduced.

29,919. But if means are provided by the Government to facilitate the purchase of estates, as has been promised by the Prime Minister, we may expect that land purchase will go on as quickly as it did in 1904 and 1905?—Yes, I think so.

29,920. If that be the case there would be no reduction?—I think not.

29,921. Therefore, the officers who do the common work for you and the Estates Commissioners will not admit of any reduction for some years to come?—I don't think so, as long as land purchase is kept on.

29,922. But in proportion as the land purchase work progresses, the judicial work would diminish?—Certainly. The fair rent work will disappear practically entirely.

29,923. Where am I to find in these tables the establishment which deals with fair rent?—(Mr. Beard.) They are not segregated; they are on a common vote.

29,924. Is their work segregated?—Yes, to a large extent.

29,925. Is their work specialised to them?—Yes.

29,926. Does the second division clerk who is engaged on fair rent work, do any other work but fair rent work?—No.

29,927. That is the case through the whole office?—Yes.

29,928. Then it would be easy for you to divide them for me?—Yes. I have a statement which I could hand in.\* You have fair rent at the bottom of the two last pages.

29,929. The legal and vesting branch is under you, Mr. Bailey?—(Mr. Bailey.) Yes; that is under us.

29,930. On the third page we get officers under the land purchase department, agreements for purchase branch?—That is under us too; in fact, all that page.

29,931. Then we come to registrars' branch, fair rent side: one assistant registrar, one second class clerk,

\* Vide Appendix LXVI.

27 February 1913.] The Right Hon. Mr. Justice WYLLIE and The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.) [Continued.]

two third class clerks, six temporary clerks, and some boy clerks. The indoor staff is very little?—(Mr. Justice Wyllie.) That is the registrars' department for carrying through orders, and arranging lists, and that kind of thing. No. 2 gives you the outdoor staff, and the secretariat is common to both.

29,932. I thought Mr. Beard told me that the second division clerks dealing with fair rents would have no other sort of work to do?—(Mr. Beard.) That is so. (Mr. Justice Wyllie.) As long as a man is in the branch he would be a transferable officer. (Mr. Beard.) In a certain number of branches the work is common to both sides, and a certain number of other branches are engaged separately on land purchase, and there is a small staff engaged separately on fair rent work.

29,933. Is this the only staff engaged separately on fair rent?—Yes.

29,934. Are there no clerks?—With one exception. On the first page under the Land Commission secretariat there is a small statistical branch, consisting of two second class clerks with an abstractor and two boy clerks. They compile the fair rent statistics that are published in our blue books.

29,935. (Mr. Boutwood.) In the common branches of the secretariat is the work all mixed up, or is the work divided between the clerks. Does one clerk do fair rent work exclusively, and another clerk do purchase work in the common branches?—(Mr. Beard.) That is not quite the case. The secretariat of the Land Commission deals with the secretariat work of the Land Commission side of the work. That includes certain secretarial work in connection with the fair rents. Letters come in the morning, and have to be referred to different branches to deal with. To that extent, one man may be doing work for both sides at the same time.

29,936. You could say that any part of your secretariat was exclusively one or exclusively the other?—No, with that exception which I have referred to—the fair rent statistics. They are solely engaged on statistics.

29,937. (Chairman.) You have a registrar who receives your letters?—Yes. Our post bag contains about a quarter of a million letters per annum.

29,938. Is the registrar shown here common to both sides of the office?—No. He is not a registrar for correspondence. He is the court registrar who sits with the judicial commissioner.

29,939. He is concerned altogether with issuing and seeing that the orders passed in cases by Mr. Fitzgerald are properly dealt with?—That is so. (Mr. Justice Wyllie.) And he sits in court with him on the hearing of appeals.

29,940. Does he sit on the bench with him?—No, below it.

29,941. It is very difficult to form any conception as to the numbers of your staff which are employed on fair rent alone, and those who are employed on land purchase?—With the exception of those on the last page they are nearly all employed on the land purchase.

29,942. When you say that your staff has been gradually reduced on the fair rent side, I understand that the legal assistant commissioners and the lay assistant commissioners for fixing fair rents have been reduced, and the indoor staff has been reduced, *pari passu* with the reduction in that work?—(Mr. Beard.) It has. That is to say, persons who have been specially engaged in the fair rent work of the office have been transferred from time to time, as required, to the land purchase side where they were more wanted. The fair rent staff is now extremely small.

29,943. Would you say there has been a gradual reduction in the entire staff of the office?—Dealing with fair rent, there has been a reduction.

29,944. If men who are dealing with the fair rent side are transferred to the land purchase side, would there be a reduction?—Yes. They are transferred to fill vacancies. There is a very large staff altogether, and there is a constant wasting by death and otherwise, and vacancies arise constantly.

29,945. If they had not been transferred you would have had to bring in men from outside?—Certainly.

29,946. May I call your attention to the outdoor staff. You have three legal assistant commissioners and 28 non-legal assistant commissioners. The 28 non-legal assistant commissioners have been there as long as I can remember?—(Mr. Justice Wyllie.) There are only 13 of those now on the fair rent work.

29,947. What are the others working as?—Inspectors under the Estates Commissioners.

29,948. Formerly, how many of these 28 were engaged on fair rent work?—All.

29,949. Are there two chief inspectors altogether for land purchase?—Yes.

29,950. And 21 temporary inspectors?—For land purchase solely.

29,951. And 16 assistant inspectors?—For land purchase solely.

29,952. Three registrars to the Commissioners?—These are for fair rents.

29,953. These are the three registrars for the three legal assistant commissioners?—Yes. One of the legal assistant commissioners will be going out under the age rule in about a month.

29,954. Will you replace him?—No. Only two will be left.

29,955. Will one of your registrars go out also?—Yes.

29,956. Does he go out by effluxion of time?—No, but by the office ceasing to be necessary. (Mr. Beard.) He is due for retirement in a month afterwards.

29,957. The 18 examiners of title are under you?—(Mr. Justice Wyllie.) Yes.

29,958. Do you require 18 examiners of title?—Certainly.

29,959. You never had more?—We never had more. The land purchase work is increasing. The distribution is increasing every year. We are now up to 8,000,000*l.* a year.

29,960. According as the work comes in you have to do it, but you look forward to finishing with the thing if land purchase goes on in 10 or 12 years?—I should think so. That is, on the assumption that practically all the agricultural tenants will buy.

29,961. (Mr. Shipley.) I understand that your Board operates in parts of the country where the Congested Districts Board does not operate?—Yes.

29,962. Is the whole country divided under two Boards?—Yes. The Congested Districts are defined by statute.

29,963. Do they run with the counties?—Sometimes a county and sometimes a part of a county.

29,964. Who settles on which part?—That is done by statute, the Act of 1909.

29,965. Suppose the conditions varied; if a county became congested could it be made over to that Board from you?—No; if there is a congested portion of a county outside the congested districts counties, that is under the Estates Commissioners.

29,966. And once congested it is always congested?—Generally.

29,967. Very shortly, can you tell me what the Estates Commissioners, whom I take to be part of you, do and what the Congested Districts Board does?—Under the Estates Commissioners there are two modes of sale, direct sale by the landlord to the tenant on a particular estate, and then there is sale from a vendor to the Estates Commissioners who purchase, direct from the vendor, and they can also purchase untenanted land.

29,968. When you buy the land you sell it again?—Yes. It is sold to the tenants as soon as they have the estates properly fixed for sale, or they may sell to persons other than tenants to whom they are justified in selling under the statute.

29,969. Do you get a percentage or anything like that for the transaction?—Nothing, except so far as the Estates Commissioners can make anything out of the land while it is in their hands before resale, and the public fund will get the benefit of that.

29,970. Then the expense of this office is on the taxes?—It is all on the Vote.

29,971. We have nothing like this office in England, but it seems to me that the salaries are on a very

27 February 1913.] The Right Hon. Mr. JUSTICE WYLIE and The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.) [Continued.]

handsome scale throughout the office?—We are dealing with a very big work and a very difficult work.

29,972. You contemplate that everybody will have bought up all the land they want in about 12 years?—Yes, if we can get through as fast as they wish to sell.

29,973. What will happen to the Board at the end of 12 years?—The Land Commission, so far as land purchase and fair rent fixing are concerned, will not be wanted at all, but all the annuities will have to be collected from the owners. There will be about 6,000,000l. which will have to be collected in small sums from the different land purchasers by way of annuities, and a large staff will be required to carry that out.

29,974. Then it won't really disappear. What does the church property on page 73 of your return mean?—That was the property that passed under the Irish Church Act from the Church to the Church Commissioners, and became practically a public fund for public purposes in Ireland. Then by the Church Act of 1831, the particular portion of the fund that had not been used up in any way was transferred to the Land Commission for the same purposes.

29,975. What, in your view, has been the effect throughout the country of selling estates?—There has been a tremendous improvement.

29,976. The people appear to be more contented?—There is no question about it. They are absolute owners now without anybody to vex them in any way.

29,977. They are holding up their ends and going on well on the whole?—Yes.

29,978. You have no lady typists?—None.

29,979. You have a considerable number of boy clerks. We have had a lot of evidence about boy clerks on the other side of the Channel. What is your opinion about them? Do you think it would be wise to recommend their abolition?—There is a great deal of work which a boy clerk does quite as well as a better paid clerk. That is the only thing in its favour that I know of.

29,980. What becomes of the boy clerks that come into your office?—A good many are absorbed. They pass a further examination and become second division clerks. A good many go out and get other appointments. (Mr. Beard.) Sixty-five per cent. of our boy clerks, a rather bigger number than usual, within the last five years have passed into the assistant clerkships, the Customs and Excise or the second division. In five years, of 186 boys who reached the age limit 11 became second division clerks, 5 entered the Customs, and 105 obtained assistant clerkships. That is 121 out of 186, or 65 per cent.

29,981. I don't think you have touched more than the fringe of this subject in Ireland. Is there anything

here corresponding to the Boy Clerks' Friendly Association in London?—(Mr. Justice Wylie.) I don't know.

29,982. (Mr. Graham Wallas.) Have you formed any plan as far as your side of the work is concerned for dealing with the various classes of officials during the period of reduction and ultimate extinction of the work?—(Mr. Justice Wylie.) No. There is no chance of my branch going down practically until the end of the period.

29,983. Twelve years is not a very long time?—Probably during the last three or four years we will not fill up vacancies, so as not to bring in men who will afterwards be shunted.

29,984. That is the only plan you have in your mind?—Yes.

29,985. (Mr. Boutwood.) In the general scheme of your office is the whole of your office under the Land Commission?—Yes. That is the general scheme. Then in 1903 a certain portion of that work was given exclusively to the Estates Commissioners.

29,986. The Estates Commissioners are one side of your office?—Yes.

29,987. And the other side is the fair rent side?—Yes, but the Estates Commissioners only carry sales to a certain length. As soon as they carry through a sale and vest the lands and lodge the purchase money in bank to the credit of the estate, then I take it up with my staff of examiners for the purpose of distributing that purchase money to the persons entitled to it.

29,988. Then on your side there are two kinds of work, distribution of money and fair rent?—Yes.

29,989. When you speak of fair rent what sort of rent is it? Is it anything like land valuations under the Finance Act, or is it supposed to be a commercial rent?—It is the rent which the legal commissioner, with the assistance of the lay assistant who inspects the holding, considers a fair rent for the tenant to pay at that particular time and for 15 years to come, having regard to his interest in the holding by reason of improvements and otherwise.

29,990. I understood you sometimes sold to people who are not tenants?—Yes.

29,991. Do you often do that?—Yes. The statute provides that certain persons therein defined can purchase land though they are not tenants.

29,992. What is the price of Irish land stock?—It is low.

29,993. What is the reason for that?—Probably one reason is that trustees prefer a security that gives a higher rate of interest. They are now entitled under recent Acts to invest in securities that formerly they could not invest in.

29,994. It is part of the general effect of that legislation?—The general commercial reason.

The Right Hon. W. F. BAILEY, C.B., called and examined. Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.

29,995. (Chairman.) To go very rapidly over the ground from the beginning, would you say, Mr. Bailey, that we should commence with the Act of Mr. Gladstone in 1870?—Yes.

29,996. Briefly, what was the effect of that Act?—Before I explain that, I must mention one other Act. In 1860 an Act was passed known as Deasy's Act, which provided that the relation in Ireland between landlord and tenant of land was to be a contractual one based on contract instead of tenure, which was the old Irish method. This was entirely inapplicable to the real condition of things in Ireland, and the result of that was that it really meant, to put it plainly, the confiscation of the improvements made by the tenant. In Ireland all the improvements made on a holding were made by the tenant—the houses, fences, drainage, and reclamation, and, broadly, the relation under contract meant that if a tenant failed to pay one year's rent he was liable to eviction, and all his improvements went over to the landlord.

29,997. We will pass over the next 10 years. They were years of great political unrest in Ireland?—Yes.

29,998. A great portion of which was due to the very Act you have mentioned?—Quite so.

29,999. You had the Fenian outbreak and so on. Then the Government took up the question of Irish land, in the belief that Irish land was at the bottom of Irish discontent?—Yes.

30,000. And a fresh Act was passed in 1870?—Yes. That Act sought to remedy the state of things resulting from the Act of 1860 by providing that if a tenant were evicted from his holding he should get compensation for any improvements he could prove were made by him or by his predecessors, and compensation for disturbance. It was supposed that this power of giving compensation of that kind would get rid of the state of things resulting from the Act of 1860, but another 10 years' experience showed that that was not so, for the Act of 1870 did not touch the question of rent, and a landlord was entitled to raise the rent still on the tenant's improvements, the only obstacle being that if he evicted the tenants he had to pay him a certain sum for his improvements; but if he did not evict he could raise the rent as he pleased.

30,001. What was the essential change introduced by the Act of 1881?—It was seen that you could not

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. G. T. BEARD, I.S.O., and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

settle the question unless you also settled the question of rent, and the Act of 1881 provided that the agricultural rents of Ireland should be fixed and determined by a Government tribunal.

30,002. A judicial tribunal?—Yes, and the Irish Land Commission was formed with that object.

30,003. That is the origin of the Irish Land Commission, of which you are now a member?—Yes.

30,004. The next notable Act was the Act of 1885, known as the Ashbourne Act?—Yes.

30,005. It is necessary to mention that Act, because that involved a provision for land purchase?—Yes. In the Acts of 1870 and 1881 there was a germ of land purchase. The Bright clauses, introduced by Mr. John Bright into the Act of 1870, gave certain facilities to tenants to purchase their holdings, but under these Acts the tenant had to advance a large proportion of the purchase money himself, and the State only helped him. The Act of 1885, known as the Ashbourne Act, which was introduced into the House of Lords by Lord Ashbourne, changed the system, and introduced another method under which the entire purchase money was advanced to any particular tenant who agreed with his landlord to purchase his holding, and it was provided that the purchase money should be repaid by the tenant by an annuity of 4 per cent. on the purchase money for 49 years; three one-eighth per cent. was for interest, and seven-eighths per cent. was for sinking fund. 10,000,000*l.* was advanced under that Act for that purpose.

30,006. Is it necessary that you should refer to any of the intermediate Acts before the Act of 1903?—Except to this extent. In 1891 when the 10,000,000*l.* that were voted by Parliament for the purpose of land purchase were exhausted it was then recognised that Parliament would not go on advancing money in that way and a new method was introduced, an ingenious method of paying the selling landlord in a specially created stock, and the interest on that stock was charged on the consolidated fund, and the consolidated fund was to be recouped by the annuities to be paid by the tenant purchasers. If they failed it was to fall upon what was known as the guarantee fund, which meant the ratepayers of the county. That continued for another 10 or 11 years.

30,007. Then came the Act passed by Mr. Wyndham in 1903?—Yes. All previous Acts proceeded on the principle of selling individual holdings.

30,008. Land purchase progressed steadily but slowly. It was measured by the amount of money advanced by Parliament for the sale of holdings; and now will you explain how it was that the sale of holdings came to be superseded and the sale of estates adopted under Mr. Wyndham's Land Act?—The total amount advanced under the Acts up to 1903 was 24,000,000*l.* in 17 years. The work began to fall off for various reasons which I need not go into now, and a private committee or organisation here in Dublin took the matter in hand, and certain matters were considered, which you know better than most people, which resulted in a scheme being prepared and put forward which it was considered would result in the entire agricultural land of Ireland being sold, and that was to be based on the principle of selling estates, that each owner of an estate instead of picking out certain of his holdings and selling them to the tenants would not be allowed to sell at all unless he sold the entire estate; and to encourage him in doing that it was provided that he should get a bonus. 12,000,000*l.* was voted for this purpose under the Act, which gave him a sum of 12 per cent. on his purchase money. Also to facilitate that system of sale provisions were introduced known as the "zone provisions," under which it was provided that where the tenant who entered into an agreement for sale held under a fair or judicial rent that had been fixed by the Land Commission no further inquiry into the case would be made as to the question of security, provided that the price came within certain zones laid down in the section; that is, if the annuity or the purchase money was from 10 per cent. to 30 per cent. less than the second term judicial rent, the sale was within the zone (i.e. within the 10 per cent. to 30 per

cent. limit), and there was no further inquiry to be made as to security.

30,009. Because it was assumed that an estate held under the system of judicial rents afforded an adequate basis of security for the advances that would be made?—Quite so.

30,010. Under the Act of 1903 land purchase has gone on to a very large extent?—Yes. The Act became immediately an immense success.

30,011. Please mention the extent to which land has been sold. Am I right in saying that originally when the business was taken in hand in 1903 it was estimated that the total value of the land of Ireland to be sold was about 100,000,000*l.*?—Yes.

30,012. That was found to be an under estimate?—Yes.

30,013. And you now estimate that the entire land of Ireland will cost 180,000,000*l.*?—Yes.

30,014. Under the Land Purchase Acts to the year 1903, 24,000,000*l.* worth of land had been sold?—Yes.

30,015. Under the Act of 1903 from its inception until the year 1909, when the next legislation took place, what was the value of the land sold or agreed to be sold?—The amount that had been either sold or agreed to be sold under the Wyndham Act up to the present has been 80,000,000*l.*

30,016. What was it up to 1909?—You may take off 5,000,000*l.*

30,017. From the time the Act of 1903 came into operation up to 1909 land has been sold or agreed to be sold to the extent of 75,000,000*l.*?—About that.

30,018. Then in the year 1909 the Government found that they lost a great deal of money in floating the loans?—Yes.

30,019. And that the guarantee fund which had been created to meet the loss on flotation was not to be relied on?—Yes. The Irish ratepayers were to be called on, and they did not see it.

30,020. On account of the loss on flotation land purchase was brought to a standstill?—Yes. An agitation was got up in the country by the ratepayers objecting to pay the loss.

30,021. That led to the Act of 1909?—Yes.

30,022. By which payment for land, which was in cash under the Act of 1903, was converted into payment in stock at the discretion of the Government?—Quite so.

30,023. Was not that the change?—That was the change.

30,024. After the Act of 1909 up to the present have there been any land purchase operations going on?—Comparatively speaking there have been few new transactions. There has been a certain amount, but compared with the old rate it has been very small; but land purchase has been going on at its full rate so far as the office is concerned, for the arrears were so immense that accumulated in the five years between 1903 and 1908 that we still have not got through them.

30,025. These are the agreements which had been entered into but not completed to which you have already referred?—Quite so.

30,026. We have brought down the history of land purchase to the present time. At the present time there is this suspension in regard to new purchases, and it is with a view of removing the causes that prevent new purchases that the promise has been made of fresh legislation?—Quite so.

30,027. Thus we reach the present time?—Yes.

30,028. Will you very briefly give us an idea of what your procedure is in purchasing estates: first where the landlord deals direct with his tenants, and next where he passes over the heads of his tenants and deals direct with the Land Commission?—The first class of cases comprises, I suppose, over 80 per cent. of all the cases, and in that case the procedure is this: The landlord negotiates through his agent generally with the body of his tenants, and after various negotiations they agree to buy their holdings, usually at a certain scale of reduction on the rent, it may be 20 per cent. or 25 per cent. Having agreed to that they then proceed to sign, each individual tenant, a purchase agreement setting forth the particulars of his holding and the amount of purchase money that he agrees to pay the landlord.

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

Then the landlord gets filled up what is known as an originating application or document setting forth details generally of the estate, and the other circumstances required by our rules. That document is lodged on behalf of the landlord in our office with the Estates Commissioners. The particulars, including the individual purchase money of each individual tenant, are checked in the various branches of our office, and the papers are put in their proper place to be sent to the inspector when the turn of the estate comes.

30,029. The estates are entered upon a rota?—Yes, in their order, and record numbers are put upon them, and as the turn of the estate comes these agreements are checked and the other papers are checked, and the maps are sent to the surveyor from the staff of the department, and he goes out and checks them.

30,030. When you say the agreements are checked, do you mean that the documents are checked to see whether they carry out the agreement?—Yes, they are checked for the purpose of finding out if they are zone cases, if they come within the zones. If they are not zone cases, when it comes to inspection, we have to send out one of these inspectors who examines each of these non-zone cases, in which no fair rent has been fixed, to see whether or not the purchase money is secured on the holding.

30,031. Whether or not the holding, if sold, would fetch the amount of the advance?—In the zone cases, as I have pointed out, it is not necessary, because the Act of Parliament assumes they are security, so that the first thing in checking the agreement is to see whether it is within the zones or outside the zones.

30,032. Then you pass the document on to the local inspector?—To our inspector, and he reports in non-zone cases whether they are security, and he also gives a general report on the estate as to whether there are any special circumstances that have to be taken into account, whether the lands are subject to flooding from a river or anything of that kind. There may be a general danger or there may be some special circumstances that would make us refuse to declare the property to be an estate under the Act. Unless we declare it to be an estate it cannot go on, and no bonus can be given. The inspector having inspected the holding for the purpose of seeing whether it is security against the purchase money, and the surveyor having checked the boundaries with the maps provided by the owner to see that they are right, and having reported that the individual tenants are in occupation of the holdings, these agreements then come back to the office and are sent to the special sales branch. The reports are brought in by the officers and are gone over by the officers of that department, and are then brought before the Commissioners for their rulings. The Commissioners give their rulings on the various matters that may arise, and these rulings are then sent out to the landlord, and he is required through his agent or solicitor to answer these rulings. Such a ruling, for example, may be that he may have agreed with a tenant that he shall pay 500*l.*, whereas we really think that it is only security for 400*l.*, and we will not advance the larger sum, and we say we are not prepared to do so.

30,033. These are non-zone cases?—Yes, non-zone. There are various rulings of that kind.

30,034. Assuming that the rulings are satisfactorily disposed of, what would happen?—We sanction the property to be sold as an estate, and we sanction the advance to each individual tenant, and when that is done it is sent to the vesting department, and the purchase money of the estate is paid into the bank.

30,035. How do you get the purchase money of the estate? What is the method by which, when you have ruled it is an estate and sent it to the vesting department, the vesting department gets the money?—It is done by a paper transaction; an order is given to the bank.

30,036. I want to know who initiates the order?—The order is sent by the Commissioners and is drawn weekly from the National Debt Commissioners, the required sum for each week.

30,037. The Estates Commissioners draw from the National Debt Commissioners the sum required to meet the demand during a particular time; that sum is at your

disposal at the bank. It is in stock or it may be in cash?—In cash up to the present under the Wyndham Act.

30,038. Under the new Act it would be in stock?—That is a different Act.

30,039. And the order would be to transfer to the Estates Commissioners so much in cash and so much in stock?—Yes.

30,040. And when that is done, what happens?—Then the matter leaves us, and it goes to Mr. Justice Wylie, who proceeds to consider to whom he is really to pay the money.

30,041. We got from him what he does. Is the order of transfer upon the bankers made in favour of the judge?—No, in favour of the estate.

30,042. The estate is in your hands, and it passes from you to the judge?—Yes.

30,043. Therefore the proprietor of the estate cannot borrow upon the strength of it?—No.

30,044. Then you pass it to the judge, and he distributes the purchase price first to the encumbrancer and lastly to the proprietor in the manner in which he has told us?—Yes.

30,045. After you have passed the vesting order, does it vest the tenant with the proprietary right in the holding?—We make an order in each case on the tenant's agreement vesting the holding in him subject to the payment of the annuity on the purchase money.

30,046. And the annuity becomes payable from that date?—From that date, and this holding is registered in the Land Registry in Henrietta Street as being his particular property.

30,047. The holding goes upon the land register as the property of this particular tenant?—Yes.

30,048. And the annuity then has to be paid to the Land Commission?—There is a very simple system known as the receivable order system. It is a bit of paper with a certain number of columns in it. That is sent to the tenant, and each half-year he takes that bit of paper to the local banker. It specifies what his annuity is; if it is 10*l.* he pays the 10*l.* with that receivable order, and it is sent back to our offices and written up.

30,049. (Mr. Shipley.) Supposing he should die?—If he dies, the charge is on the land and not on the man; it is on his successor.

(Mr. Graham Wallas.) Like the title.

30,050. (Chairman.) That is a case of direct sale—sale directly by the proprietor to his tenants. Now in an indirect case, where the proprietor sells to the Land Commission, is the procedure the same *mutatis mutandis*?—In that case the owner begins by saying to us, "I offer you my estate, what will you give me for it?" and then we begin a system of inspection, and in that case the zones do not operate.

30,051. Mr. Justice Wylie told us that in distributing the assets he issues a notice to anybody having a charge upon the property to appear?—Yes.

30,052. All persons having mortgages, and charges of every description upon the property, have to make their application before him, and he considers the whole of them and distributes the assets?—Yes.

30,053. If there was an estate of, say, 1,000 acres, of which 300 are congested, inhabited by very poor people, small tenants, and the remainder is a fine cattle ranch, what would happen in such a case?—We are now dealing with the declaration of a congested estate. We do not allow the congested estates to be sold in the ordinary way. We require that these estates should be sold to us. If they happen to come outside the nine counties which are under the Congested Districts Board we deal with them.

30,054. Your functions are limited; you are excluded from the Congested Districts counties except under a particular arrangement?—Mr. Shipley's question was put to Mr. Justice Wylie, I think, under a misapprehension. In the nine congested counties no estate or untenanted land can be sold to the Estates Commissioners except with the consent of the Congested Districts Board, which has the first option of purchasing. However, landlords and tenants may agree amongst themselves to sell and purchase, and come to the Land Commission for advances to enable the sale to be carried out; and if



27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. BRENNAN, B.L., were in attendance.) [Continued.]

the estate is not congested advances may be made in the same way as in the other counties.

30,055. (Mr. Shipley.) Might not the Congested Districts Board exercise a veto?—If a proposal is made to sell an estate under the second method of procedure of which Lord MacDonnell spoke, we cannot purchase the estate unless we get permission from the Congested Districts Board, and we cannot buy untenanted land unless we get the permission of the Congested Districts Board, but in all other cases land purchase goes on in these nine counties in the same way as in the rest of Ireland.

30,056. As to whether they are congested or not you cannot have an absolute definition. Is there any definition?—Yes, there is one in the Act. We know whether it is within or outside of the statutory definition of a congested estate; that is easily done.

30,057. (Chairman.) Go on please with the description of the process?—In the case of the Congested Districts Board a great deal of the work is done by our machinery. It goes through us. When the Board have entered into an agreement with a landlord for the purchase of his estate, after the preliminary negotiations, they apply to us to settle and fix the agreement under which they can buy. We have to settle the agreement, and it is duly executed and they enter into possession of the estate.

30,058. In order to distinguish between your functions and those of the Congested Districts Board, will you tell us how you deal with a congested estate which is sold to the Land Commission and is not situated in a congested district?—In that case, where the estate purchased is a congested one, but is outside the congested districts, we ask that the estate should be sold to us. We do not allow the landlord to sell direct to the tenants. He must sell to us. We also purchase any untenanted land he may have in connection with the estate, and then we proceed to improve and ameliorate the position of the various congested tenants upon it. We enlarge their holdings by dividing up the untenanted land we have purchased among them, and we bring it up to what we may consider to be a normal condition. We improve it in a variety of ways. If there are intermixed holdings, as you often find them, in the West of Ireland and other parts, we deal with those intermixed holdings. Sometimes you will find a holding with a rental of 4l. or 5l. in 15 or 20 pieces, many of them not larger than this room. We try to put an end to that. We try to amalgamate all these pieces into one continuous holding. We improve the land by fencing and draining wherever required, and we also improve the housing. The housing, as a rule, is very bad on these congested estates, they are mere mud hovels. We try to do away with that, either by building new houses or by giving help to the tenants to enable them to improve their houses. After we have made all these improvements and brought the estate to what we consider to be a fairly satisfactory state, we proceed to vest the holdings in the tenants.

30,059. (Mr. Boutwood.) Does this process ever involve a reduction in the number of tenants?—Yes; sometimes we try to take out one or two of the large tenants so as to enlarge the small holdings; we sometimes do that by giving them other land in exchange.

30,060. I did not mean that, what I meant was this: The congested estate is one with a large number of tenants, is it not?—Yes, a large number of tenants compared with the amount of land.

30,061. And having finished these various operations which you have described, have you the same number or a smaller number?—As a rule, the same number.

30,062. (Chairman.) Having had from you this clear explanation of the Land Commission's functions and of the object of your work, we now come to the staff through whom you work. Please give us briefly an account of the organisation of your office. If you prefer it, you may go through the statistical statement?—If you will allow me, perhaps the simplest plan would be to show how the organisation arrived. The Land Commission when created in 1881 was a temporary office. The Commissioners, when they were appointed, excepting the Judge, were appointed for seven years only, and the office, as we have just seen, was then established

mainly for fair rents, and it was staffed by drawing upon a body of clerks and officials who had been appointed under the Irish Church Act, and this organisation was handed over to the Land Commission. For the first 10 years of the existence of the Irish Land Commission its clerks were not in any way under the Civil Service organisation. They were appointed by nomination with a certain qualifying examination in certain cases, and that continued for a period of ten years. In 1891, when the first Balfour Act was passed, that for the first time made the Land Commission permanent and provided for the permanent organisation of the department. Under that permanent organisation a system was established of having three classes of clerks—namely, first class, second class, and third class clerks.

30,063. The first class have no reference to Class I. of the Civil Service?—No; this classification had nothing to say to the ordinary Civil Service organisation. It was *ad hoc*, specially for this department. These officers were classified in this way, together with a certain number of higher outdoor officers, who were also made permanent, and formed the new organisation of the Land Commission from the 1st January 1892 and afterwards. They also kept a kind of floating body of temporary clerks who were not included in that organisation, and as vacancies arose in those three main clerical classes they were filled up for a few years out of that floating temporary body of clerks whom we had attached to the office. From 1896, that is four years after this, the organisation began for the first time to be established upon a basis of competitive examination for these three classes of clerks.

30,064. For the three classes?—Yes; the second class and the first class were recruited from the third class.

30,065. By promotion?—Yes. That went on until 1904.

30,066. Was it ever permissible after 1896 to introduce an outsider into the second or the first class who had not passed through the third class?—No; there were outsiders introduced, but they were not put into those classes. In 1904, after the Wyndham Act was passed, an immense increase in the staff was rendered necessary by the great accession of work owing to land purchase. It was then agreed that the Treasury should reorganise all these appointments and provide a staff for the first time, and introduce ordinary Civil Service clerks into the place. They were second division clerks with abstractors and boy clerks. They were introduced in 1904.

30,067. When that took place, were the first, second and third class clerks of your own office amalgamated with them?—No; they ran side by side, and you have a mixed organisation as regards clerks as the result of that. You have first the boy clerk, the abstractors or assistant clerks, and the second class division clerk running alongside the others.

30,068. From 1904?—Running with and among these you have the old Land Commission organisation of first, second, and third class clerks.

30,069. Were these three classes of clerk pensionable?—Yes.

30,070. On ordinary Civil Service terms?—Yes.

30,071. Does promotion at present go from the third class to the second and first in the old classes?—It does.

30,072. Does it go on in the same way in the Civil Service classes?—The first, second, and third class of our own will gradually disappear. The third class are not being filled up. They will all go into the second class; they will disappear and will die out.

30,073. Do the abstractors take the place of the third class as the third class get depleted?—No, not the abstractors. The old third class men are now getting up into a higher grade as they gain more experience.

30,074. In the new organisation, the Civil Service organisation, what particular class corresponds with the third class?—The second division.

30,075. What particular class of the new organisation corresponds with the second class? I suppose there are still fewer of the first class, and that the second division is the highest of that organisation?—We have no first division but we have a number of staff officers.



27 February 1913.] The Right Hon. W. F. BAILBY, C.B. (Mr. O. T. BEARD, I.S.O., and [Continued.  
Mr. J. T. DEENAN, B.L., were in attendance.)

30,076. How many officers remain in the three sections of your old classification?—In the third class there are ten left.

30,077. And in the second class?—Twenty.

30,078. And the first?—Twelve.

30,079. They are manageable numbers?—There are 12 of the first class, including those who have special work, 20 of the second class, and 10 of the third class.

30,080. Will their promotion go on unaffected by the parallel system that has been going on since 1904?—Yes.

30,081. What pay do you allocate to the old first class?—(Mr. Beard.) 350*l.*, rising to 450*l.* The second class 180*l.* by 10*l.* to 300*l.*, and the third class 80*l.* rising by 5*l.* to 100*l.* and then by 7*l.* 10*s.* to 150*l.*

30,082. That corresponds with the abstractor class?—It does very nearly. You will notice that up to a few years ago the position of the third class staff was that they entered our service by very much the same sort of examination as the second division examination of the Civil Service. The Treasury agreed in 1905 that the third class clerks might proceed to the maximum of the second class, 300*l.*, without a break.

30,083. They might do that?—Yes, practically all the third class clerks. There is an efficiency bar at 250*l.* similar to the efficiency bar in the second division. They are all practically second class, excepting in name, and they can proceed to the maximum of 300*l.*

30,084. Why do you not amalgamate; although I see that there would be this hardship that they could not get up to 450*l.* If the second and third class were amalgamated with the second division it would be a hardship upon men who are now in this office because they have a right, as I understand it, to proceed by promotion to the first class?—An expectation.

30,085. Hitherto granted and fulfilled?—Yes.

30,086. To go to the 350*l.* and up to 450*l.*?—Yes, I do not think we can take away the existing rights of the old staff of clerks.

30,087. It would be hard to do it?—They are peculiar to the office. The second division clerks, owing to the nature of their service, can be transferred according as the necessity for them falls away.

30,088. The Treasury do not want you to abolish the first class?—No, they show no indication of it; on the contrary, they have agreed upon the number.

30,089. When you say that the Treasury has allowed the third class to proceed straight to the 300*l.* limit, do you think they mean by that that they desire to amalgamate them with the second division?—No.

30,090. On that occasion when they conveyed this notice to you, did you bring to their notice the fact that there is a right on the part of these people, or an expectation, to proceed to the 350*l.* and 450*l.* limit of pay?—It was not necessary, because the Treasury are fully acquainted with the fact that we make promotions from time to time as the necessity arises.

30,091. Apart from that special peculiarity your office is a second division office?—Yes.

30,092. What staff posts have you. Among the administrative officers I see one secretary. He came in from the Chief Secretary's Office?—(Mr. Bailey.) That is Mr. Beard.

30,093. You, Mr. Beard, came from the Chief Secretary's Office?—(Mr. Beard.) Yes. (Mr. Bailey.) There are two assistant secretaries in the department, one on the Estate Commissioners side and one on the Land Commission side. We call it the Land Commission side, of course it is all Land Commission.

30,094. The fair rents side?—Yes.

30,095. These two gentlemen were transferred, I understand, from other departments. One was a first class clerk in the department when promoted from that peculiar Class I., and the other went up from the post of chief clerk to the Estates Commissioners. Another officer is the accountant, you got him from the Department of Technical Instruction?—(Mr. Beard.) Yes, he started with the Church Temporalities Commission and went about to other departments, and at last came back to the Land Commission as accountant.

30,096. Referring to the registrar on your list, is he the gentleman we were talking about?—No, it is another gentleman. The one is registrar to Mr. Justice

FitzGerald, and the other is registrar to the Land Commission; court registrar to Mr. Justice Wylie. (Mr. Bailey.) He deals with the allocation of money.

30,097. Then there is the superintendent of the Church Property Department?—Yes.

30,098. Have you got anything to do still with the Irish Church Fund?—Yes, a great deal of it is still outstanding.

30,099. And you have to deal with it?—With the income of it.

30,100. Is it a substantial income?—Yes, about 250,000*l.* a year of income yet, and another 250,000*l.* comes into it from redemptions.

30,101. From what source does the money come; is it from investments?—No, it is charges under the heading of the Old Irish Church. Various charges, tithes and charges of that kind, have brought in a very big rental, and, although a great number have been redeemed and got rid of, still the present income amounts to about 250,000*l.*

30,102. Is that income a diminishing income: will it disappear in the course of time?—Yes.

30,103. Is it income from tithes, and such like, that have been paid and redeemed?—Yes, as the sale of Irish land goes on Mr. Justice Wylie allocates the purchase money, and he also requires the redemption of these tithes among other outstanding matters.

30,104. You get the capital amount and you invest it?—Yes; most of it is earmarked for various purposes; some of it goes to the Congested Districts Board as part of that body's endowment.

30,105. And part to intermediate education?—Yes. (Mr. Beard.) We have paid that off altogether, namely, a million.

30,106. In course of time, then, you will have no income from that source?—It is estimated, that when land purchase is carried through, there will remain an income of 30,000*l.* a year.

30,107. Will there be any charges on that sum?—This income consists of charges upon land.

30,108. Will this income be entirely to the good; will it be your property?—(Mr. Bailey.) No, it is mortgaged. (Mr. Beard.) It is mortgaged up to the hilt; it is over mortgaged by the charges imposed by the Government. We have to pay 70,000*l.* a year to the Department of Agriculture. We can go on for some years, but we cannot pay that in perpetuity.

30,109. Under the Irish Government Bill, are not these Irish funds made over to the Irish Government?—(Mr. Bailey.) I am afraid they won't get much out of it.

30,110. That is interesting. Has there been an actuarial examination of this Church fund lately?—(Mr. Beard.) Not for some time.

30,111. As regards the actual condition of the fund at the present time, you are unable to speak with accuracy; is that so?—That is so. The capital value of the fund is being constantly reduced by redemptions. There is a loss of 30 per cent. in every redemption that takes place, 30*l.* per cent. of the capital.

30,112. It is well to know that. Now we come to Group IV., staff clerks. You have a chief clerk of the Estates Commissioners; was he promoted from the first, second, or third class, or from the second division?—(Mr. Bailey.) He was originally in the third class, and was promoted right through.

30,113. You have six first class clerks; these are six of the 12 you mentioned?—Yes.

30,114. The second division clerk will have no chance of promotion to that first class?—(Mr. Beard.) Not as such, but he would have to a corresponding post as they die out. There is no reason why a second division clerk should not be equally well paid, but it will not be under that name.

30,115. I was thinking what was the prospect of the second division man. You put a prospect of moving into the first class before the second class clerks. May I ask how do you make out six first class clerks?—The division of your table has necessitated that; staff officers over 500*l.* and under 500*l.*

30,116. Then we must put these men, for the present, out of the category of staff clerks, having regard

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O. and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

to the second division?—Possibly, but I think not, so long as the work keeps up to the present standard which justifies a post equally well paid. There is no reason why they should not be promoted.

30,117. Yes; and this promotion will go on until you have got all the first and second class clerks provided for. These appointments are earmarked for the second and third class?—That is so. In a sense they have got a right of succession, but if the Commissioners at any time find an able second division clerk who is more fitted to occupy one of these posts now filled from the first class, they would promote him.

30,118. They would promote him out of the second division into the old classification which existed before the second division was created in your office; is that so?—Not necessarily by name, but to an equivalent post, which would probably be described, under the Treasury ruling, as a staff post.

30,119. You have 12 first class clerks, 20 second class, and 10 third class. These 12 first class clerks are in possession, and of course we may ignore them. They stay. But there are 30 men who are either second or third class. If you promote to Class I. any men from the second division you defeat the legitimate expectation of these 30, for you have already said that they have a legitimate expectation?—An expectation, though, probably, a few of them will never be promoted; they have got almost to the end of their tether.

30,120. That is reasonable; if a man is not fit for promotion he should not get it?—There are some worth 300*l.* but may not be worth more.

30,121. (Mr. Boutwood.) If you put a second division man into such a position you would not call him first class?—We will call him a staff clerk.

30,122. (Chairman.) You are, I am afraid, piling up a mass of complaints for yourselves?—There is such a variety of claims from the different classes that the only thing you can do is to say that the various complaints more or less counterbalance each other.

30,123. You have 19 staff clerks, three of them at 500*l.* Are these second division men at the bottom of page 75?—There are none second division.

30,124. Will the second division naturally have a claim to promotion to any of these 19 posts?—Yes.

30,125. Have you earmarked them for the satisfaction of the second division, or for promotion from the second division?—(Mr. Bailey.) No; if one of these posts falls vacant, the Commissioners will consider all their staff as to who is suited for the post. They may appoint a second division man, but if they have another man who is better suited to fill it they will give it to him.

30,126. Have you any other class in your office now except the former first, second, and third class; the second division, the abstractors, and the boy clerks?—No, that is all.

30,127. That is exhaustive. If you are not going to promote the second and third class, the second division will be justified in looking forward to these promotions?—Certainly.

30,128. You have 96 second division clerks and 173 assistant clerks and 94 boy clerks?—Yes.

30,129. These are the usual type?—Yes.

30,130. I have here a memorial from the second division. Have you seen it?—Yes.

30,131. It is a general statement. It says a number of appointments have been made by the Estates Commissioners; the men have been brought from outside their office and put into appointments which they think ought to have been reserved for them?—Yes. Generally, with reference to that, I would like to say that we must remember that the Land Commission in 1904 was practically a new office in organisation of staff. It was then for the first time that second division men were brought in, but there were no second division men put in to some of the higher posts; newly appointed second division clerks would not have been competent. We did what every department which is organised afresh does for these important posts. We naturally looked out for men, and found out from inquiry into their previous record and history whether they were really men who would do the work in the best possible way, and we selected the men with that idea.

30,132. The head of the management of the Estates Commissioners branch at 450*l.* was previously a land agent's clerk, was he not?—It was promised, I think, at the passing of the Act of 1903 that some employment would be given to land agents' clerks. Mr. Wyndham stated in the House of Commons that he would do what he could to give some employment to them.

30,133. Yes. Although not a Parliamentary promise, it was something of that nature?—A kind of undertaking was given that he would consider them, and as regards that particular officer, he was selected to do work which was eminently land agent's work, and it would be absurd to think of putting a second division clerk into it at that time. It required a man with an outside knowledge.

30,134. (Mr. Boutwood.) Do I understand that the second division came in for the first time in 1904?—Yes, practically. A few came in in the years before 1891, but they were taken out again.

30,135. They are existing on your staff since 1904?—Yes. (Mr. Beard.) At least half of them have less than six years' service.

30,136. (Chairman.) They say on page 6 of their statement that they wish to emphasise the inadequacy of the number of the higher positions which are open to them. They also mention the fact that salaries attached to such posts are considered personal, and are liable to revision in case of a vacancy; and they add that this practically amounts to a denial of any prospect of promotion?—It is merely the usual practice of the Treasury in preparing estimates, particularly in an office where there is great extension and salaries are increasing. They mark them personal by a note and "subject to review in case of a vacancy," simply to safeguard themselves. There is nothing sinister about that so far as our department is concerned.

30,137. They sum up on page 7 by saying, "We accordingly beg to suggest that examiners of title and clerks to examiners should constitute a separate legal branch." The examiners of title do constitute a separate legal branch in fact?—(Mr. Bailey.) Yes.

30,138. These gentlemen are chosen from the Bar because of their professional qualification?—Yes, they are barristers and solicitors.

30,139. And they are chosen carefully?—Yes, chosen carefully.

30,140. They go on to say that the remainder of the clerical staff of the department should be classified into two grades in accordance with the scheme in the statement submitted by the association of clerks of the second division on the 25th of February last. That raises the general question of the organisation of the whole Service?—(Mr. Beard.) In connection with that I would like to point out that they include there what we call legal clerks under the second heading. You must distinguish between clerks to examiners and the legal clerks. They put in a claim that vacancies for these legal clerks should be filled up out of the second division clerks. The work of these legal clerks is connected with the preparation of vesting orders, and also comprises legal work connected with the devolution of tenancies. It is work that really requires an intimate knowledge of the Land Acts and also of conveyancing.

30,141. Do you select these clerks with reference to their legal qualifications?—Yes, they have all got professional qualification.

30,142. You say they must have been clerks to solicitors; they must have had some previous professional training. Do you ever take them out of your own office?—(Mr. Bailey.) The majority are men who have been called to the Bar or have acted as solicitors. (Mr. Beard.) I think one was a solicitor. (Mr. Bailey.) They are men at least who have gone through the law school of the university.

30,143. (Mr. Boutwood.) Where in this statement are the legal clerks?—(Mr. Beard.) Page 80, about the fifth item; examining clerks.

30,144. They are the examining clerks?—Yes.

30,145. (Chairman.) They say a more adequate number of staff posts should be provided?—(Mr. Bailey.) We have a fairly good number of staff posts.

30,146. (Mr. Boutwood.) I suppose from that point of view the difficulty is that none of these posts are at

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.) [Continued.]

present held by second division men, is that so?—(Mr. Beard.) They have such short service. Several minor staff posts have been created in favour of those second division clerks. (Mr. Bailey.) A number of them are quite competent, and in course of time others will be competent.

30,147. (Chairman.) Do you think it is quite fair to take these men at 350l. to 450l. in the first class grade as being staff posts?—(Mr. Beard.) I think so.

30,148. (Mr. Boutwood.) Ultimately?—Ultimately.

30,149. (Chairman.) And for the future if there is a good man in the 180l. to 300l. grade he will have a preferential claim for promotion into the first grade, and if there is not a good man in it you will take him from the second division?—(Mr. Bailey.) Yes. (Mr. Beard.) These men who are already in the second class of whom you are speaking have had a good many years' service, they have had a lot of experience in the work, and naturally would have first claim to any vacancy. The junior second division clerk is a man who has been recently appointed. (Mr. Bailey.) These are all very young men in the second division.

30,150. (Mr. Boutwood.) I do not see these minor staff posts?—You will find them in the middle of page 77. Promotion of four second division clerks.

30,151. (Chairman.) Assistant clerks, abstractors, you got, I suppose, from the Civil Service Commissioners?—Yes.

30,152. Are they employed on work which you clearly define from the second division work; is their work substantially different from the second division work?—Yes, it is; very distinctly. In an office like ours there is a great deal of work which is rather a low order of work, such as merely classifying papers and addressing envelopes, and all that kind of work. We have an immense amount of that kind of work; some of that is done by boy clerks, it is a very low grade. There is also an immense amount of it which is really not suited to the second division and is done by the assistant clerks.

30,153. Do you get these boy clerks from the Civil Service Commissioners?—Yes.

30,154. What do you think of those boy clerks?—I agree with most of the witnesses who consider that in that respect it is far better to get rid of them at as early an age as possible, but to encourage those who have the capacity to get into the next grade and help them in every way. They are cheap, undoubtedly. It is a cheap method of getting the work done, but, personally, I am not sure that it would not be better if it were taken by the grade above them, the assistant clerks.

30,155. Would it not be well to recruit for the lowest grade of clerk from the age of 16 to 16½?—I am inclined to think so.

30,156. If recruited in that way you would fuse the boy clerks and abstractors into one grade?—That is my personal view, I am not too keen upon it; some of them do well; I am not sure it is a good system.

30,157. What is the position in an office, Mr. Beard, like yours?—(Mr. Beard.) In our own office it is pretty much what Mr. Bailey indicates. Our heads of branches in which boy clerks are largely employed agree that if you have to send boys back into the world, it is better to send them out at 18 than at 20. I would like to see what was advocated by many witnesses before this Commission: If you are to have a system of boy clerks you should so regulate the number of boy clerks taken into the Service as to secure that a greater proportion of them than at present may have a reasonable prospect of permanent employment.

30,158. Do you wish to abolish the grade altogether and make the abstractor class the lowest class in the Service?—(Mr. Bailey.) I have not, and I do not think our officers have, considered that. They tell me that many of the boy clerks do very good work, and we have an exceptionally good lot of boy clerks in our office. There is this consideration with reference to Dublin—I do not know whether it has been brought before the Commission before—the supply of these lower grade clerks, boy clerks and assistant clerks in Dublin, is greatly in excess of the demand. We are positively having to turn out boy

clerks who have passed for abstractors. We have five serving in the office who have actually passed. We have one serving as a temporary clerk who passed as an abstractor, and he preferred to remain in a temporary position, rather than go to London and start there at 45l. a year. We have on our books the names of dozens of young men who have gone to London and are trying to get back. We take them back whenever we can. Some time ago the Civil Service Commissioners said to us that they had many men waiting for positions who had recently passed examinations in Dublin and that we must not take back any more of these young men.

30,159. Is that due to the belief that living is cheaper in Ireland than in London?—The position is, more particularly, that they would be probably living here with their parents or friends.

30,160. We have been told that living in Dublin is not cheaper than it is in London?—I doubt that.

30,161. I doubt it also. With regard to assistant clerks—before we pass away from the subject—I want to ask a question. They also have made an application?—(Mr. Beard.) I have not seen it. (Mr. Bailey.) Nor have I.

30,162. They go on to summarise the position of assistant clerks as follows: "We perform similar and equally important duties in many cases to those done by the second class clerks. That is due to two causes: first, there is not a sufficiency of work to engage the number of assistant clerks employed; and, second, we are quite competent to perform these duties satisfactorily." That is the second division duties. They say that they can perform these duties. It was in contemplation of that complaint that I asked the question whether there was a marked distinction between the duties of the two classes. No doubt the work of the second division and the assistant clerk do dovetail into each other; you may consequently have a particular clever abstractor doing second class work, and you can scarcely say whether a lower second division clerk is doing his own or abstractor's work. But, speaking generally, is there a clear line of distinction between the two classes of work?—Clearly.

30,163. Which justifies the maintenance of the two classes?—Certainly.

30,164. And you would not be justified, having regard to considerations of economy, in paying the lower at the same rate as the higher?—No, I should think not.

30,165. Do you think the scale of pay of assistant clerks is sufficiently fair; it is 45l. to 150l.?—Yes, it is. Of course every clerk thinks he is underpaid and makes a case, but so far as the Service goes it seems to me a fair rate, especially when you consider that these men have only a certain period to go on until they get higher, or at least they have the expectation of it.

30,166. Would you be disposed to mark off a special number of second division appointments to be filled from the lower grade by promotion?—We have done that in practice.

30,167. Would it be difficult to say, "We will mark off 25 per cent. for you," having regard to the fact that the two classes are recruited by entirely different examinations?—(Mr. Bailey.) That is so; but, of course, in the vacancies that have arisen they have got a very large proportion of promotions from the assistant clerks into the second division.

30,168. Can you give me any figures?—During the past five years there have been 38 vacancies for second division clerks in our office; of these 14, or more than one-third, have been filled by the promotion of assistant clerks.

30,169. That is a large proportion. They go on to say: "The assistant clerks have proved their ability and satisfied the head of their department that they should be promoted to a higher grade." That betrays, they say, a complete misapprehension of the conditions of their service?—Quite so.

30,170. Then they say: "We submit that the initial salary should be 60l. and that the maximum should be 200l." Have you any remark to make upon that?—I have no remark. The Treasury have to take into account the pay given to outsiders.

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O. and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

30,171. Is there any dearth of applicants for the appointments?—None. As Mr. Beard said, the difficulty is to find places for them.

30,172. (Mr. Graham Wallas.) You have a large, what we call lump sum service?—Yes, there is a large sum. (Mr. Beard.) Between 8,000*l.* and 9,000*l.*

30,173. How are the persons appointed in that lump sum service?—(Mr. Bailey.) There are a number of temporary clerks paid out of that. (Mr. Beard.) And boy clerks.

30,174. There are a certain number of boy clerks included in it. They do not include the lump sum in the boy clerks returned on their paper. I think it is page 82 of the statement. Do the boy clerks appear twice?—94 boy clerks cost 3,700*l.*

30,175. That is the same as the boy clerks on page 78?—Yes.

30,176. You have been using that lump sum in the ordinary sense; you have got it cut down from 9,000*l.* to something over 5,000*l.*?—Yes.

30,177. You have, in the ordinary sense, about 5,000*l.* What are these 5,000*l.* worth of people, 32 temporary clerks, and so on—how are they appointed?—(Mr. Bailey.) Some of these, in fact the majority of them, were clerks in the old establishment who were not, for one reason or another, brought into the permanent organisation, and they still remain temporary clerks. We have quite a number of these, about 17.

30,178. Do you still fill vacancies in that body?—No.

30,179. These lump-summers are a moribund body, none of the vacancies are filled?—That is so, except as regards typists.

30,180. How are the surveyors, draftsmen, and mappers appointed?—They are appointed by a system of selection. It is a body that has grown gradually as the work of land purchase has gone on, and is a very important part of it. It is the testing and examination of the maps, and the checking of the boundaries of particular holdings, and also discovering whether or not the purchaser is in occupation of the holding. Under the old system that work was done by highly paid persons, the inspectors; but, of course, that was a very expensive and improper way of using those inspectors, who were doing work that could be done by a cheaper paid officer, and so, when we organised the Estates Commissioners Office, we provided that the zone cases, which I have told you do not require to be examined for security, might be reported on by these surveyors. This is mechanical work to some extent. He goes down with a map in his hand, and examines the boundaries and sees whether the map has correctly stated them, and whether the tenants are in occupation or not.

30,181. How is he appointed?—He is appointed by selection. When we have to appoint a certain number of these to add to our staff we have a large number of applicants on our books. We send for these applicants and examine them, and the Commissioners interview them and get their report of what they have been doing, where they were educated, and what are their general qualifications, and inspect them and pick out what we consider to be the most suitable men.

30,182. The man who wants to get one of these posts puts his name on a waiting list, and gets others to write to you?—He sends in his papers and testimonials and qualifications.

30,183. Does he sometimes call upon you?—We see them all.

30,184. Without being sent for, does he call?

30,185. (Chairman.) He uses all the influence he can?—Yes, we do not appoint any until we have inspected them, and satisfied ourselves that they are men who will do the work.

30,186. (Mr. Graham Wallas.) Apart from the process of using all the influence he can?—Yes, in that sense, that he sends in all the papers and recommendations and testimonials he can collect. We file all those, and each man has his own file.

30,187. Do you find that process is a somewhat burdensome process for you?—Having satisfied ourselves that the man has got a good record we select him, and send him on to the head of the department, who tests him and finds out if he really is a thoroughly

competent man by giving him some of the work to do. It is a kind of qualifying examination, and he makes a report to us of what he thinks is the order of their merits and standing, and we really take them according to that.

30,188. Do you find that a considerable part of your time is taken up with these applications and recommendations from every person who wants an appointment which lies with you?—Not very much of our time; it is only very rarely we have to fill up these posts.

30,189. Take one rather big subject. You heard Mr. Justice Wylie say that the fair rent work is rapidly coming to an end, and that the land purchase work would, he thought, come to an end in about 12 years, and all that will be left will be the financial process of collecting certain annuities?—Yes, I would like to say on that suggestion of 12 years for bringing it to an end, that you cannot count it as 12 years from the present time. We have four or five years of arrears still to make up, and I do not think that 12 years would practically complete the work. If the arrears are to come in you would have to extend that.

30,190. (Chairman.) How much can you possibly do in a year, measured by money; what is the utmost you can satisfactorily do in a year with the present staff?—Eight millions now, and unless you have a larger staff you cannot do any more.

30,191. You have at least sixty millions to come, besides the arrears of which you spoke?—Yes, about thirty-two millions more.

30,192. That is nearly 100,000,000; divide eight into that and give three years over for a margin?—There are a great number of these cases which are extraordinarily complicated, and to deal with them would extend for three or four years.

30,193. The work remaining to be done by the Land Commission will, assuming that money is provided, take not less than 15 years to complete?—15 or 16 years.

30,194. (Mr. Graham Wallas.) There is a measurable future, say, of 12 or 15 years, in which the diminution of your staff will be so great as to bring it near extinction?—Undoubtedly.

30,195. When that takes place there will be a large number both of legal and moral claims for compensation, pensions, and so on?—As regards that, we must remember that at that period the collection department would have been growing in every one of those years. The collection department will grow into a very big department in 15 or 16 years, and a great number of these clerks who are now employed in other departments can be utilised in that department.

30,196. It will not be anything near the size of the present Land Commission?—It will absorb a fair number of them.

30,197. The extent both of legal and moral claims which would come at the end of your period of activity will depend upon steps that must be taken many years beforehand. These claims must be kept down, and if so, there must be a plan formed at least now to prevent large claims accruing?—Yes, quite a number of those officers' time will have expired by that time; the lapse of time will clear them out.

30,198. Will you claim that there is in existence in the minds of the Commissioners, any policy or plan for preventing large claims accruing at the end of your period of activity?—To a certain extent we have never been able to consider it from that point of view. The work runs with such an ebb and flow we cannot tell that it may not go on at a slow rate. Five millions per annum is all that the Treasury gives in the way of cash. The reason we are able to get up to 8,000,000*l.* is that a number of landlords consent to take stock instead of cash. I think the taking of stock will come to an end very quickly, and unless a new Act of Parliament is passed that will give us a new start, I am not quite sure that the Land Commission may not go on for 20 or 30 years.

30,199. Take the higher officials, the assistant secretary, the accountant, the registrar, and so on. Do you still go on from time to time filling vacancies in these high posts?—Yes.

27 February 1913.] \* The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

30,200. Are any steps taken of a character that would make it clear to a man that he might be transferred to another department without right of compensation if his work with you should come to an end?—No; for the reasons I have mentioned. We ourselves have no idea. We could not say to a man, you must be prepared to clear out at the end of 12 years, because we do not know ourselves whether it might not go on for 20 to 25 years.

30,201. But it might come to an end?—It might come to an end, but he knows that as well as we do.

30,202. Do you take steps to point that out to them so as to prevent them from having a definite moral claim for compensation for the abolition of their office at the end of 12 years?—No, we do not enter into a discussion of that kind with them. They come into the office; they know what the future is likely to be as well as we do; and they come on their own responsibility.

30,203. If his work comes to an end in 12 years he knows he would have no moral claim?—He is a pensionable officer.

30,204. Suppose he had not reached a pensionable age?—His office might be abolished altogether.

30,205. You are not taking any steps to diminish or lighten the claim which would accrue if a man now in your office finds his office is no longer required before he reaches a pensionable age?—No, we do not really see what steps we can take, having regard to the uncertainty of the future. We would not be justified in doing so as so much depends upon the legislation of this year, or next year, or years to come. The effect of that legislation may be to bring it to an end more quickly, but you cannot bring it to an end in the whole of Ireland almost at once, and we must also remember that the work of the office may still go on slowly.

30,206. One way would be to inform him that the Government might require his services in another capacity when his services in his present capacity came to an end?

30,207. (Chairman.) Might not the Government transfer him to another department?—(Mr. Beard.) The great body of the clerks are second division clerks and abstractors who are transferable.

30,208. (Mr. Graham Wallas.) I am dealing with the higher officers who are appointed on the same conditions and at the same rates as to an office which is likely to be quite permanent?—(Mr. Bailey.) These are men like the accountants and the heads of divisions.

30,209. (Chairman.) I don't think, as a matter of fact, that in the Civil Service organisation a man who gets to be secretary in a department has got any permanent claim to put in the whole of his time in that office. If the Government required him in a similar office they could transfer him, if it implied no diminution of pension or pay. Mr. Beard was employed in the Chief Secretary's office, he was transferred to the Land Commissioners' office, and I venture to say he would have no claim whatever for compensation if he was transferred to-morrow to the Chief Secretary's office again at the same rate of pay?—Yes, I suppose so.

(Chairman.) That is my own view, but I do not speak authoritatively.

30,210. (Mr. Graham Wallas.) The second division can clearly be transferred on the terms of their engagement to any office where their services may be required?—Quite so.

30,211. As to the people who entered into your service between 1881 and 1894, can they be transferred with the same certainty from one office to another as if they were in the second division?—I think you may take it that these officers will see out their service with the Land Commission. There are not many of them and they will gradually die out, the third class will be absorbed by the second class and the second class will be absorbed by the first class, and there will always be work for them in the Land Commission. There is no need to look forward; there is no fear of their being left without work.

30,212. With regard to the lump-summers, in view of the work coming to an end, would they have either legal or moral claim to consideration?—It is a question of moral claim. We have several officers who are now

unpensionable, but who have still very good services and are doing good work. I do not think it is quite right that these officers, and a great number of others who have been doing good work, should have no pension rights now. We have tried ourselves to get it in the case of several of them and have failed.

30,213. You told us, Mr. Bailey, that there were no women typists in your office. Has the question ever been considered?—Well, when we were organising our department after the passing of the Act of 1903, I myself suggested that we should employ a certain number of women typists and the matter was considered, but the difficulty that arose was owing to the nature of the accommodation and the fact that our office was scattered among a large number of very unsuitable houses and buildings, and it was felt that it would be impossible to give the necessary separate accommodation for the women.

30,214. Have things improved in that way since then?—Well, the accommodation has improved. We have got very large buildings built at the back of the old premises and these are filled with a very large number of clerks, but the difficulty that still remains, and I think the secretaries would perhaps explain to you, is that a number of these typists are divided up. They are not together in one room. They are divided up among the sub-departments, and it would be impossible to employ women unless we give them special rooms for themselves.

30,215. In the Post Office in London and other offices they use women clerks for work not very different from some of your work. Has that ever been considered by you?—No, that matter has never been suggested. If it could be done there is, I am sure, a good deal of work that would be very suitable for women; but those that are at the head of the different departments seem very satisfied with the men they have got, and it is a question that you might ask one of our secretaries about.

30,216. The question of employing women is a general question and not one peculiar to any one office?—Yes, quite so.

30,217. (Chairman.) Would you see any difficulty in having men and women working in the same room?—No, not for a certain class of work, but on the whole I think it would be undesirable unless you gave the women special accommodation for themselves. I suppose the women would express an opinion on that.

30,218. Have you any experience on the point, Mr. Beard?—(Mr. Beard.) Not personal experience, but there is a certain amount of work which might be done by women, particularly in our collection branch, where these annuities are received up to the amount of four millions a year in small sums and the payments are entered up in books, the very same kind of work as is done in the Savings Bank Department where women are employed. That is the only class of work that we could offer to women in large quantities. We are housed in eight different houses—some of these houses are close together and some are separated at some distance—and we could not segregate the women to any extent in the way that it is done in the offices where they are employed.

30,219. (Mr. Graham Wallas.) In the envelope you gave us containing one of your official forms, there was an opening that reveals the name and contents inside. How did these envelopes come into use?—(Mr. Beard.) That form of envelope has been in use for many years, and it saves the writing of nearly a million envelopes per annum, that would otherwise have to be done by clerks. One writing of the name and address on a receivable order suffices for passing through the post twenty times.

30,220. That would have been a monotonous and deadening work to be done by clerks?—Yes.

30,221. How did the idea of this envelope begin?—It was suggested by one of the officers who was doing this work.

30,222. (Chairman.) You will see it in other places. I know that the electric lighting company in sending in my bill for electric lighting, always send it in that way?—We had some difficulty with the Post Office before we could get them to recognise it.



27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and Mr. J. T. DRENNAN, B.L., were in attendance.) [Continued.]

30,223. (Mr. Graham Wallas.) As far as you know it is not the business of any governmental organisation outside your department to make such suggestions about the use of labour-saving devices?—(Mr. Bailey.) No, we had not any such suggestions.

30,224. Was it the business of anybody to communicate to other offices that you had adopted this system with success?—No, we have not informed anybody else. (Mr. Beard.) I think we suggested it in the first place. We have now also got three adding machines in operation.

30,225. (Mr. Graham Wallas.) It was not the business of any Government department to make such suggestions to you, nor to find out whether your experiment had been a successful one, and suggest its adoption anywhere else?—I think not.

30,226. Your office is what is called a second division one?—(Mr. Bailey.) Yes.

30,227. You take in young men of 18 to 20 by a comparatively simple examination, and later on in life the best of them are promoted to rather high administrative posts?—Yes.

30,228. Do you feel that anything is required in addition to the educational tests of that comparatively simple examination, if they are to be thoroughly satisfactory officials doing the higher work later on?—Yes. It is my opinion that it adds to the efficiency of an official if he goes on and finishes his education after he has joined the Service. I think it very undesirable that a young man coming into the Service at 19 should think that he has completed his education, and should be merely satisfied with coming into the office. The best class are those that try and enter the university and take out a degree. Several of our clerks have done that, and did it with a great deal of difficulty, as they find some difficulty in attending lectures and at the same time doing their official work.

30,229. You think it would be desirable that the universities and the Government in Dublin should co-operate to a certain extent?—I think it would be desirable. Dublin is now in the peculiar position of having two universities. I don't think there is any other city in the same position. If these universities could provide facilities for young men, such as we have in our second division, attending night classes, or whatever they would be, it would enable them to take out a university course, and it would add to their efficiency.

30,230. Such co-operation has not yet taken place?—No.

30,231. Nor has it been discussed?—No. I have not heard of it. But, at present, I hear that a proposal is being mooted in the National University to start night lectures.

30,232. If you were asked to advise the authorities as to what kind of lectures it would be desirable, from the point of view of the Government, that they should attend, what would you suggest?—I would not suggest lectures merely on the technical subjects that they could learn in the course of their work. The value of university education is that it is an education for broadening and widening the point of view of persons, and making them more valuable in their work by giving them a broader knowledge of life in general, and a knowledge of history and law, and the economics that govern the country.

30,233. Not the details, but the wider intellectual background of their work?—Yes.

30,234. Such as modern history, and such kindred subjects?—Yes.

30,235. As well as the second division clerks you have a number of boy clerks and abstractors in your office?—Yes.

30,236. Would it not be possible to arrange that a few of the very cleverest of those might avail themselves of such opportunities?—Oh, yes. There is no reason why the abstractor class could not avail themselves of these opportunities.

30,237. And do you consider that the office would consider the advancement of such a boy if he made such use of his time?—As a rule, we find that the men that come on in that way, and make use of their time that way, are the best men we have.

30,238. You spoke of bringing pressure to bear on the department with regard to those *quasi* technical appointments, which obviously cannot be made by mere competitive examination. Would you welcome any arrangement by which an organised system might be organised by the department and the Civil Service Commissioners jointly for making such appointments through a responsible committee?—I think that appointments for special work require special qualifications. We try to fill these posts by getting in the best type of men that we can hear of or discover, and make such inquiries that can test their powers, but if you had some method by which you could effect that object in the case of other departments as well as ours I think it would be a very good plan. I understand you to mean that there should be some body to investigate the qualifications of candidates.

30,239. (Chairman.) I want to make sure that Mr. Bailey understands the proposal. One of the objects is to relieve the head of a department of the responsibility of choosing his men. The head of a department, at the present time, chooses his men for these professional posts, such as legal examiners and surveyors and so forth. The proposal is that the selection should not be made by him as head of the department, but by a body on which the department should be represented, say a body of three, to whom the applications might be submitted, and who should inquire into the capacity and the professional attainments of the candidates for the appointment. That is the proposal that Mr. Wallas submits to you, and I want to make it clear that the responsibility is to be removed from the head of the department?—I understood Mr. Wallas to mean that the head of the department would be assisted by others, but that the final voice should remain with him.

30,240. (Mr. Graham Wallas.) I was referring to machinery like that adopted in the case of the filling of posts under the Labour Exchanges in England, in which the head of the department delegated his authority for appointments to a committee that was appointed by the Civil Service Commissioners for the purpose?—I am of opinion that it might be a considerable help to the head of a department to have such a body as Mr. Wallas refers to, to select certain persons and their claims, but in the ultimate resort, I think, there are certain appointments in our office that the heads of the department should have the final voice in making, because they require such peculiar qualifications that it is only the men working with them can see who is the best man for the post.

30,241. When we get back to London we shall have to consider the question of the political rights of Civil servants. You are in charge of a large Irish office, and has the question ever been raised with you as to the limitations of political action for Civil servants?—Well, we had an interesting case a few months ago in Dublin, where one of our second division clerks attended a political demonstration, and made, what was reported in the papers, as a rather violent political speech, and our attention was called to it. We asked him to explain his action in making this speech, which was rather a violent one. He was at first inclined to stand on his rights as a citizen, but we thought that it would be contrary to the discipline of an office like ours, which, as Lord Macdonnell knows, is watched very closely, to have the idea go abroad that such action passed without question, and so we required him to apologise and undertake not to act in such a way again.

30,242. As regards the Irish offices, do you know of the policy of the Government in that respect as laid down in any paper or minute?—(Mr. Beard.) It is laid down in ancient Treasury circulars. Beyond that we have no authority.

30,243. If you are asked for your authority you would base it on certain Treasury circulars that passed?—Yes.

30,244. (Chairman.) And it was raised the other day in Parliament?—It was on that occasion.

30,245. Was your case the occasion?—Yes, our case was the occasion.

30,246. (Mr. Boutwood.) Have you seen the statement from the Surveying and Mapping Department?—(Mr. Bailey.) Yes.



27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and [Continued:  
Mr. J. T. DRENNAN, B.L., were in attendance.)

30,247. Will you tell me something about these men. Begin with the surveyors?—There are five Surveyors of Improvements; and they don't really belong to the Surveying Department particularly. They belong to the Inspection Department of the Estates Commissioners. The method in which that department is worked is this—you have first inspectors, highly paid men who do the work of valuing and the rest of it; and then you have assistant inspectors, who, when schemes are prepared for the division of townlands, lay out these schemes and prepare them. The carrying out of these schemes and the doing of the work is entrusted to the Surveyors of Improvements.

30,248. Are these inspectors pensionable?—The higher ones are. There is a certain proportion of them on the permanent staff, and some of them are not.

30,249. Are the two chief inspectors permanent?—Yes.

30,250. And the twenty-one temporary inspectors?—No, they are not.

30,251. And sixteen assistant inspectors?—They are all temporary.

30,252. It is only the two chief inspectors who are permanent?—Yes, the two inspectors, and a certain number of other inspectors whom you will find on the previous page—page 78.

30,253. These Surveyors of Improvements are only temporary?—Yes.

30,254. They were appointed under the Act of 1903?—Yes.

30,255. So that they have not been long in office?—No, only since that time.

30,256. In what sense are they temporary? Is it their work or their status?—Well, their work is temporary, as when we have sold all the land of Ireland, as we hope to do, in a certain number of years, the reason for their employment will cease.

30,257. At page 11 it is stated that their conditions of service are in all respects permanent, and that even when all the land of Ireland is sold you will still require a surveying and mapping staff to deal with the questions of title, registration, etc. That contemplates perpetuity?—That would not require more than four or five to deal with these purposes.

(Chairman.) Of course it must be remembered that when the annuities are paid off either through the Sinking Fund or by lump payment the tenant becomes the owner of his farm and there is no further dealing with him.

30,258. (Mr. Boutwood.) As regards these men, they make two comparisons that convey nothing to my mind because I know nothing of the circumstances. They say that in the Congested Districts this work is carried out by inspectors who are paid at a much higher rate and have much greater prospects of advancement. Is there any comparison?—The Congested Districts Board have a special staff of their own, and they employ a staff of surveyors.

30,259. Inspectors they say?—They really do the same duties. I think the Congested Districts Board men have certain additional duties to perform in addition to the ones that we give to our men. But they have adopted a scheme that will give them a somewhat higher rate of pay. Our maximum is 180*l.*, and I understand that the Congested Districts Board have made theirs 200*l.*

30,260. I don't know how it is, but they show their qualifications, and some of them have all sorts of qualifications—Bachelors of Engineering and so on—and yet they start at 90*l.* a year?—Yes.

30,261. Well, I don't say that that is not right, but I cannot help thinking, and it has struck me once or twice in Ireland, that you seem to have over here a very large number of educated people, people with degrees, who are tumbling over each other's heels for 100*l.* a year?—I am afraid that is true, because when we have one of these posts vacant commencing at 90*l.* a year, we have had a very large number of applications.

30,262. They also seem to want pensionable rights and promotion to the staff of assistant-inspectors. What are the assistant inspectors?—The assistant inspectors are gentlemen appointed at a salary of 500*l.* a year, and they require to have a certain knowledge of

the value of land, and are men who are capable of dividing up estates according to its value from their practical experience of valuations. In two instances we have promoted surveyors to these posts. They happened to be men who had that special knowledge, but the ordinary surveyor would be entirely unsuited for promotion to these posts.

30,263. But they are two different classes of men?—Yes, quite different.

30,264. I see the surveyors put in a paper—a Parliamentary Return, 1912—and comparing that with their own list of qualifications, their own list seems to be chiefly a list of educational qualifications of various sorts. Turning to the inspectors, they seem to be men who in various ways have been practical agriculturists, or otherwise connected with the management of agricultural affairs. So, really, it would be right to infer that the inspectors have a wider and higher range of qualifications?—Oh, undoubtedly. The qualifications of the two classes, although they may appear to approximate on paper, differ very widely. The inspectors are men that have a personal knowledge of farming and working land, and getting an income out of land, from their own experience and training.

30,265. These assistants don't seem to deal with the surveying in its largest sense, but rather with small details?—Yes, the surveying is largely, in many cases, checking the work of other surveyors. The maps are already prepared by outside surveyors, and submitted to us, and we send out our surveyors who check their work.

30,266. What do they mean by this: "The scales of salaries, as at present fixed, bear no proportion to those existing prior to the Act of 1903"?—We had then a very limited surveying staff compared with what we have now. There were two surveyors whose salaries rose to 300*l.*, and they may be referring to those.

30,267. But they were not strictly comparable?—No.

30,268. (Chairman.) In reference to these bachelors in engineering, and so on, is a bachelor's mere pass degree worth much? A degree in honours means something, but is not this a different matter? Is it your experience that it is of much value?—It means that they have passed through the Engineering School and obtained the hall mark of their profession; but it does not necessarily follow that they have much experience.

30,269. On the other hand, there are many of these inspectors who farm from 200 to 400 acres of land, substantial yeoman, who have been doing that sort of work all their lives?—Yes; if you put one of these surveyors out to do valuation he would probably make a regular hash of it.

30,270. Neither would he be able to classify land?—Quite so.

30,271. (Mr. Boutwood.) Tell us something about the field and office examiners, on page 6?—They are men who supervise the work of the draftsmen, and occasionally they may have to go out on the land for the purpose of testing and examining the work.

30,272. A comparison is made by all the parties to this representation between the Irish and English officers. Without going into details, I should like to know what you think on the general topic. Are there not so many differences between England and Ireland, size and social condition, and wealth, and all that, that such a comparison cannot be taken without considerable criticism?—I really think that in some of these things they compare things that are not to be compared. The duties and position are quite different. Some of the men who fill our posts are very competent, and, as it is proved they have benefited by their competence, because, I think, two of them have been promoted to be assistant inspectors at 500*l.* a year. If they are very good men who emerge from the general class they have their chance of getting on.

30,273. So these temporary officers, who are parties to this statement have occasionally passed on to the permanent staff?—Not to the permanent staff, but to the higher staff. The higher is, unfortunately, not pensionable.

27 February 1913.] The Right Hon. W. F. BAILEY, C.B. (Mr. C. T. BEARD, I.S.O., and [Continued.  
Mr. J. T. DRENNAN, B.L., were in attendance.)

30,274. (Mr. Shipley.) You sometimes put up cottages?—Yes.

30,275. What is the average cost?—The cottages are built, I would say, at an average cost of about 160*l.*

30,276. How many rooms?—There are five rooms.

30,277. And a little entrance hall?—Yes. An entrance hall; a large kitchen, which they live in; a room, which they call a parlour, where they give a parish priest, or any outsider who calls, tea; together with two or three bedrooms.

30,278. Is there an outhouse?—It would be an extra 20*l.* or 30*l.* for an outhouse.

30,279. It is a great deal cheaper than we can do it in England?—Yes.

30,280. They last?—Oh, yes. They are quite good. In one estate alone we have built 60 of them, and they are all excellent buildings. These were done very cheaply, because circumstances happened to help and they did not cost more than 120*l.*

Mr. ANSTEAD, Mr. KENT, and Mr. BALL, called and examined.

30,281. (Chairman.) Mr. Anstead, you will speak for the second division clerks?—Yes.

30,282. Tell us what you desire to bring under the notice of the Commission. I have your statement here, and I have gone through it, but I would like to have, in your own words, what you desire to bring to our notice?—The important points which we desire to bring under the notice of the Commission are, first, the high class of duties performed by second division clerks in the Irish Land Commission; second, the fact that we have to deal with a large and varied public; the third point we want to discuss is the preferential treatment accorded to the temporary staff compared to the treatment meted out to the second division staff. We would also like to bring under your notice the disadvantages under which second division clerks in the Irish Land Commission serve as compared with other departments, and lastly we would, if possible, like to explain our first paragraph on page 7 of the statement which you have.

30,283. Take your first point and read it again?—The high class of duties performed by second division clerks in the Irish Land Commission.

30,284. Your office is a second division office?—It has been so since 1904.

30,285. You have no clerks recruited by the Class I. examination?—None.

30,286. Therefore it is a second division office?—Yes.

30,287. You have 96 second division clerks?—That would be correct.

30,288. How many staff posts have you to look forward to?—We have no staff posts to look forward to, but there are five minor staff posts created from the second division, four carrying salaries of 150*l.* to 250*l.*, and one carrying a salary of 200*l.* to 300*l.*

30,289. Am I right in thinking that in addition to your organisation, second division, abstractors, and boy clerks, there is also a classification existing in the Land Commission of first, second, and third class Land Commission clerks?—Yes.

30,290. Now, the third class is no longer being recruited?—Not since 1904.

30,291. They will soon be absorbed, and I have been informed on high authority that the six first class clerkships shown in our return should be regarded by you in the light of staff clerkships, to any of which you might be appointed?—We took that into consideration, but as against that we took into consideration the fact that the last two vacancies in the first class have not been filled. That seems to be the general practice now, not to fill vacancies in the first class Land Commission clerkships.

30,292. Have these two appointments been reduced?—Yes.

30,293. Has an order gone out to reduce them—I did not understand that from the evidence we had from the head of the Department?—We refer to one case in page 6 of our statement, but as to whether there was any order we have no knowledge. Since then another first class clerkship became vacant, but it has not been filled.

30,294. Well, if these six first class clerkships were available, and were recruited from the second division clerks, your complaint, as regards promotion, would *pro tanto* be reduced?—It would, of course.

30,295. And if the whole of the first class clerkships—there are 12 of them—were available for promotion from the second division, your grievances would still further be reduced?—The number of Land Commission

clerks existing then would have to be taken into consideration.

30,296. If that classification were gradually got rid of by the lapse of time, or by retirement, it would be a great alleviation of the complaint which you now make?—It would, but we would like to remark that it appears to be the practice in the Land Commission to fill the larger proportion of higher appointments by introducing men from outside or men from other Departments.

30,297. If it were recognised that when a vacancy occurred, and suitable second class men were available, and would be promoted, would that meet the case? You cannot absolutely deprive the Government of the right of bringing in an outsider, when it is in the opinion of the Government essential to do so. That exists in every organisation?—We don't insinuate anything of the kind. When you said second class did you mean second division?

30,298. I did. What is your next point?—Our next point is that we deal with a large and varied public.

30,299. Do you think more than any other second division?—I think so. That is the general opinion of our office. If you would allow me I would give you an instance of the class of public with which we have to deal. There is what is called a "public office" in every branch of the Department. The callers include solicitors and their clerks, land agents, vendors of estates, and tenant purchasers, mortgagees, ministers of religion of all degrees and denominations, members of Parliament, ladies, etc.

30,300. But still, what is that but your daily routine work. You don't mean to say that your pay should be measured by the civil treatment you mete out to the public?—We are of opinion that for dealing with such a varied public certain qualities are required. You must have judgment and tact, and you also require address.

30,301. How many years have you been there?—I have eight years' service.

30,302. And what pay do you receive?—I received one special increment under clause 33 of the Order in Council, of 10th January, 1910, and my salary is 129*l.* 14*s.*

30,303. What age are you?—I am 26 years of age.

30,304. And you have a clear run before you to 300*l.* a year without any special promotion?—I have to pass the efficiency barrier at 200*l.* It is the practice for the callers to be referred to the clerk in charge of the estate to which their business relates, usually a second division clerk. We have to furnish information, and also to advise the public, including solicitors and their clerks, on matters of procedure.

30,305. That is, if they don't know what to do, you tell them what to do?—Yes.

30,306. With reference to the forms necessary and things of that description?—Yes.

30,307. You do not mean to say you instruct them in the law, in the interpretation of the Act, or anything of that kind?—We instruct the solicitor what to do in a certain case.

30,308. What kind of case would be put before you? Would it be a matter requiring instruction as to procedure?—I can only speak of my own case on this question. A solicitor might inform me that a vendor of an estate had died, and ask what would he do to continue the proceedings. I would find out the tenure under which the late vendor held the estate, and then direct him to bring in the necessary documents which would be required.

30,309. I think that would not be a frequent occurrence at your office?—It is very technical.

27 February 1913.]

MR. ANSTEAD, MR. KENT, and MR. BALL.

[Continued.]

30,310. What is the third point?—The third point is what appears to us to be the preferential treatment accorded to the temporary staff compared to the treatment we receive.

30,311. Give me an instance?—If you look at page 5 of our statement we have set out six instances there, A, B, C, J, K, and L.

30,312. Were these taken from the temporary staff?—A is a permanent official now, but all the remainder are still temporary.

30,313. What appointment did he get?—A is Assistant Secretary to the Estates Commissioners, and entered our office as chief clerk.

30,314. In what year?—In 1904.

30,315. And what was he before he entered your office?—He was chief clerk, I understand, in the Local Registration of Title Office, now the Land Registry.

30,316. Then he was an official of experience?—He had experience in several Government offices as a temporary clerk.

30,317. And he was chosen by the secretary, did you say?—I said he was appointed to our office as chief clerk.

30,318. What is his present appointment?—His present appointment is assistant secretary to the Estates Commissioners.

30,319. Well, that is an appointment which is generally made by selection. The secretaries and assistant secretaries are generally chosen from the whole body of officers available for such positions?—The view we take is this, that there were men in the office equally competent to undertake these duties.

30,320. But, after all, the head of the office has to decide who, in his opinion, is the most competent person for the office of assistant secretary. So long as he takes a man from the office, and does not take him from outside, your case is not a strong one?—The only point we make is, that he was originally appointed to our office from another department.

30,321. I am afraid you will find it difficult to limit the choice of the head of a department in respect of such promotions as that of secretary or assistant secretary?—We recognise that, of course.

30,322. Now, if when he was brought in from outside he had been put into the post of assistant secretary, you might have some ground of complaint; but it is difficult to establish a complaint on the point that he was taken from amongst you to be assistant secretary?—Our point is that his original appointment to the Land Commission as chief clerk was unnecessary. There were men in the office equally competent to undertake these duties. B and C are different from the first appointment. These gentlemen were both appointed from outside. They had no previous experience in Government offices at all.

30,323. Had they any professional qualification?—B is a barrister-at-law and C has no professional qualification of which we are aware.

30,324. And what appointment was B put into?—He was appointed head of the Estates Management Branch.

30,325. Did that require legal knowledge?—In our opinion, no; that is to say, nothing more than could be gained by ordinary office experience.

30,326. Were B and C land agents' clerks?—I understand both of them were.

30,327. That explains it, Mr. Anstead. When the Act of 1903 was passing through Parliament a strong representation was made to the Government of the day that some consideration should be paid to clerks in land agents' offices. Land agents would be deprived of their business by the land purchase scheme, and their clerks would be thrown on the world. The Government of the time recognised that great assistance would be rendered in the administration of the Act by employing land agents' clerks to some reasonable extent, and it was in consequence of that understanding that I fancy these two gentlemen were brought in. That is what I think is an explanation of these two cases. Would you pass on to J now?—The last three instances are what are termed in our department "legal clerks."

30,328. They are employed at work which wants a legal experience?—We say that this work could be

done by second division clerks who have office experience, and we would also like to add that most of the duties now performed by these legal clerks were previously efficiently performed by second division clerks.

30,329. Is there any suggestion that there is jobbery about these appointments?—We are not confining ourselves for a moment to these appointments, and if you look at the top of the page you will see the work of legal clerks.

30,330. Is there any suggestion that the appointment of these gentlemen was due to improper methods?—We do not suggest that for one moment, but we say their appointment was unnecessary, and we have facts to bear out that suggestion. In an interview between five second division clerks and two of the Estate Commissioners, one of the latter expressed the opinion that a second division clerk of experience was more valuable for Land Commission work than a barrister who had never practised. The majority of the legal clerks never practised at their profession, and we desire to draw the attention of the Commissioners to the evidence given on behalf of the Charity Commissioners in London, in which a similar point arose. I understand they took the view there that a barrister who has never practised is not suitable for the work they have to do.

30,331. You think that experience gained in an office by a clerk is more valuable than the legal knowledge which a barrister who does not practice may have?—We hold that opinion. I notice in Question 15,457 and the two following questions that the same point was brought out by Sir Matthew Nathan of the Estate Duty Office, and it was brought out again more strongly by Mr. Turpin of the National Debt Office. We would also like to bring to your notice in support of our contention that for the performance of the clerical duties of the Land Commission a professional legal qualification is not necessary, the following list of high officials whose duties are bound up in legal practice, and who have no professional legal qualification: Mr. Commissioner Lynch.

30,332. Was he not a solicitor?—I am informed not. Then there are Mr. Commissioner Wrench, Mr. Commissioner Stuart, Mr. Beard (Secretary).

30,333. But Mr. Beard is, I believe, technically a lawyer. I think he was called to the Bar?—Mr. Beard informed me he had no professional legal qualification; Mr. Green (Assistant Secretary), Mr. Seaver (Assistant Registrar of Fair Rents), Mr. Haughton (head of Agreements for Purchase Branch); Mr. Rice (head of Vesting Branch, in which legal clerks are employed); Mr. B. J. O'Donnell (Chief Clerk Estates Commissioners Department); Mr. Cavanagh (First-Class Clerk Examiners' Branch); and Mr. J. O'Donnell (head of Church Property Branch).

30,334. They have no legal qualification although they are engaged in departments nominally requiring professional qualifications?—That is so.

30,335. But are the particular posts they are engaged in such as would require legal experience or legal qualifications?—They are engaged in the administration of the Land Purchase Acts and the Land Law Acts. In addition, two temporary staff clerks were appointed to the department and perform legal duties, but are possessed of no professional legal qualification.

30,336. When did they come into the office?—They were appointed to the Land Commission in 1904.

30,337. That was the time, you know, when the office was being constituted. The Act passed in 1903, and the Estates Commissioners had to create their establishments from the best material they could get at the time?—They had a large number of Land Commission clerks in the department at the time.

30,338. They had to increase their establishments enormously?—They had. We would like before closing this subject to give you our reasons for saying that second division clerks with experience would be competent to perform duties now performed by legal clerks at large salaries. (1) Most of the duties now performed by legal clerks were previously performed with efficiency by second division clerks. (2) For some years their work was checked by the assistant head of the

27 February 1913.]

Mr. ANSTEAD, Mr. KENT, and Mr. BALL.

[Continued.]

vesting branch who had no professional legal qualification. (3) The same official, now head of the Branch, not only checks their work but advises them on legal matters connected therewith. (I believe he is reading for the Bar at the present time.) (4) At an interview accorded by two of the Estates Commissioners to five second division clerks of the Vesting Branch, one of the former expressed the opinion that a second division clerk with experience was more valuable for Land Commission, work than a barrister who had never practised. (5) The secretary to the Land Commission, at an interview accorded to the representatives of the second division clerks, stated that if the duties performed by legal clerks were given to second division clerks they would only be paid for at second division rate. (6) Nevertheless, increases of 150*l.* in one case, 100*l.* in another, and 50*l.* in two further cases have been granted to legal clerks, while none of them receives less than 200*l.* per annum. (7) One second division clerk is employed side by side with the legal clerks, performing identical duties, and sharing equal responsibility with them, but has received no promotion, and is still in receipt of a salary of less than 150*l.* per annum.

30,339. (*Mr. Shipley.*) I suppose one of your difficulties is the increased cost of living?—We have not gone into that question at all.

30,340. I mean you have experience?—We have no official figures and we make no mention of it in our statement, but, if the Commission are taking this point into consideration, I would like them to bear in mind the abnormal cost of house rent in Dublin.

30,341. How does your salary compare with what it would be if you were a clerk in a big business or solicitor's office?—(*Mr. Kent.*) It is not so much their salary as what they call their "pickings."

30,342. You have not much overtime?—Practically none.

30,343. You have a seven hours day?—Yes.

30,344. Is there any way of making money in the evenings?—(*Mr. Anstead.*) Practically none whatever.

30,345. (*Mr. Graham Wallas.*) The first appointment in your office was in 1904?—No. There were second division clerks in 1891.

30,346. But the class which you now represent entered the office in 1904?—Yes.

30,347. Therefore the oldest of you now have not more than 8 or 9 years' service?—Not more than 8 or 9 years in the Land Commission, but a lot of them have

prior service in other departments, up to 12 and 15 years.

30,348. And the appointments you complain of, made in 1906, would have been made when the oldest of you had only two years' service?—The oldest of our body would have had only two years' service in the Land Commission, but against that you must also remember that there was a large body of Land Commission clerks existing in the office at the time.

30,349. (*Mr. Boutwood.*) I don't quite understand you when you say that for some years the work now done by legal clerks was done by the second division previously. What years were they, because your grade came into the office, I suppose, in 1904-5-6. It seems that the legal clerks were introduced about the same time?—I don't think we stated that "for some years" these duties were performed, but it is a fact that from 1904 to 1906 the duties of legal clerks—fiating, and noting the devolution of tenants' interest in holdings—were performed by second division clerks.

30,350. You spoke of preferential treatment of the temporary staff; do you mean the mere fact of introducing the men, or do you refer to the comparatively rapid increase of their salaries? Do you mean that your office prefers to introduce temporary men, or do you mean that having got them it treats them better than they do you?—The latter is exactly what we do mean.

30,351. "That a more adequate number of staff posts should be provided"—now what is the object of that?—Our object in making that claim is that in every department there are second division clerks having the supervision of staffs. One second division clerk supervises a staff of 19.

30,352. Tell us what you mean by supervision?—In charge of a branch, and responsible for the work of that branch and maintenance of discipline. There is another second division clerk exercising supervision over a staff of 11, and there are several instances of second division clerks in charge of staffs of four and five. In none of these instances do they receive any special emolument whatever, and with this in our minds we make the suggestion that a more adequate number of staff posts should be provided. Before we retire, I may mention that there is one head on which you did not examine us, and that is the disadvantages under which we serve compared with second division clerks in other departments. If you like we would hand in a statement.

(*Chairman.*) Very good. (*Statement handed in.*)

Mr. DEMPSEY, Mr. DUFFY, and Mr. GLEESON, called and examined.

30,353. (*Chairman.*) Do you, Mr. Dempsey, speak for your colleagues?—(*Mr. Dempsey.*) Yes. Before proceeding with the evidence I would like to say that the printed statement already submitted is incomplete.

30,354. It does not contain everything you wish to say?—Not quite.

30,355. But you have filled eight pages?—Yes.

30,356. We have your statement here and have gone through it. Tell me briefly what is your complaint?—Our general complaint is that at no time in his career has an assistant clerk got a living wage, and our particular departmental complaint is that whereas there are a large number of assistant clerks eligible for promotion to the higher grade—the second division—they are passed over when appointments to the second division are made.

30,357. Do you say that an assistant clerk, for instance, when he reaches 120*l.* a year has not got a living wage?—He has if he is unmarried, but in view of the fact that he is probably married at the age when he has 120*l.* he is not in receipt of a living wage.

30,358. You enter at 45*l.* a year?—Under the present arrangements assistant clerks enter at that salary.

30,359. Did you enter from the boy clerk grade?—Yes.

30,360. How long were you a boy clerk?—Slightly over three years.

30,361. Were you recruited in England or Ireland?—In Ireland.

30,362. Did you pass into the abstractor grade by the examination held in Ireland?—Yes.

30,363. How long have you been in that grade?—Just three years.

30,364. What pay do you now draw?—70*l.* a year. There was a different arrangement when I entered. I began at 55*l.* a year.

30,365. Your first complaint is you consider that the scale of pay for the assistant clerks is not a living wage?—Yes.

30,366. Your next point is that the assistant clerks are eligible for promotion, but are not promoted?—Yes.

30,367. What do you mean by eligible for promotion?—Fulfilling the requirements of the Treasury regulations.

30,368. That is to say when they serve six years?—Yes.

30,369. But the mere fact of service for six years does not render a man eligible for promotion: something else is required?—That is so, but our grievance is that assistant clerks have performed and are performing work of a superior nature.

30,370. Even that, under the existing system, will not make them eligible for promotion. The assistant clerks who are eligible for promotion are those of exceptional merit?—Yes.

30,371. If every assistant clerk in the office did his work well and was generally meritorious it would not justify the head of the office in promoting the whole of them to the second division; otherwise what is the use of having a second division examination?—That is so.

30,372. There must be only a small proportion of them promoted?—Yes, but we only ask that where there are men of exceptional merit performing work of a

27 February 1913.]

Mr. DEMPSEY, Mr. DUFFY, and Mr. GLEESON.

[Continued.]

superior nature, that is work that is not copying, routine work under direct supervision, or other work inferior to that of a clerk of the second division, they should be promoted.

30,373. How many promotions have there been in the last ten years?—In the Land Commission since the class was instituted there have been ten promotions.

30,374. Have you any idea what proportion of promotions from the assistant clerks to the second division would satisfy you?—We have never considered the question of proportion, but where assistant clerks are performing special work they should be promoted as laid down in the Treasury regulations.

30,375. Of course you read the Treasury regulations with your idea of what they ought to mean from your own point of view?—The regulations lay down that where a man shows exceptional merit he should be promoted.

30,376. Where an assistant clerk is of exceptional merit and has more than six years' service he stands a very good chance of promotion?—We contend that such is not the case in the Irish Land Commission.

30,377. For the last 10 years you say there were only 10 promotions?—Of this class, since 1897. At that time the assistant clerks were first brought into the Land Commission.

30,378. What is your next point?—Take the work done by the assistant clerk in different departments. For instance, the accountant's department. An assistant clerk is employed on the improvements fund account, and working with him is a second division clerk of 12 years' service. The work done by the two men is identical.

30,379. That is to say the second division clerk is in charge of the work and the assistant clerk is there to help him?—No. There is no supervision of one over the other. They are working independently, but on the same lines. Take another case in the same department. A second division clerk of 30 years' service and an assistant clerk with 12 years' service are both engaged on the same work, that is examining claims made for travelling expenses and allowances by the assistant commissioners, inspectors, and surveyors; they have also charge of the preparation of the salaries lists, and the increments, and deductions from lists of payments of all travelling expenses, salaries, and incidental expenses. All these claims are examined by one or other of them, that is by the second division clerk or the assistant clerk, and the work is divided according as it comes in without any reference to the position of the man.

30,380. How many of such cases have you?—They are very numerous.

30,381. That is a fair sample?—It is.

30,382. Do you desire to read any more? All I want is to have a fair sample?—I will read one or two more. Take the bonus section of the inspection branch. The work consists in making calculations of the amount of bonus to be paid on the purchase money. The principal point we wish to refer to on this is that since August 1912, when the second division clerk was transferred to another branch, the assistant clerk has been responsible for the work subject to the superintendence of a staff officer. The new second division clerk who was appointed in place of the one who was transferred had no previous experience of the work, and the work is being done by the assistant clerk.

30,383. I suppose he is learning from the assistant clerk how the work is done, and in a very short time he will be able to do it himself?—He has been six months there and he has not yet performed the work himself.

30,384. What you want us to infer from all that is that the assistant clerk is doing the same kind of work as the second division clerk?—Yes.

30,385. What is the conclusion you aim at—that the assistant clerk should be made a second division clerk?—When he has completed his six years' service in the Government employment.

30,386. That would lead ultimately to the abolition of the assistant clerks grade altogether?—No. There are a number of assistant clerks who in the ordinary course of events would not be put on to work of a superior description.

30,387. You admit that the work of the assistant clerk is as a rule of an inferior character?—I would not

say so. The work of the assistant clerk is of the highest kind of routine work.

30,388. But is not the substantial mass of the assistant clerk's work different from that of the second division clerk?—As at present given out it is.

30,389. As I understand, your case is that there are assistant clerks who are clever and do their work well and are exceptionally favoured compared with their fellows. These exceptionally clever and prominent assistant clerks ought to get promotion: is not that your case?—That is our case.

30,390. (*Mr. Boutwood.*) Have you seen the statement sent to the Commission by the second division clerks in your office?—No, I have not.

30,391. Because in one sentence they say that assistant clerks in the office in many instances discharge duties higher than are commensurate with the salaries: that means, I suppose, that the men in the second division take virtually the same view of your work that you have been representing to us?—That is so.

30,392. (*Mr. Graham Wallis.*) You say the assistant clerks came into the office in 1897?—Yes.

30,393. Is it not the case that anything that happened in 1897 was exceptional, and that the main introduction of assistant clerks into the office happened about 1904?—About that time.

30,394. Did you come in after 1904?—Yes.

30,395. When did you come in, Mr. Gleeson?—(*Mr. Gleeson.*) I came in in the year 1907. I had four years' service as assistant clerk prior to that. I worked in the Savings Bank department of the General Post Office. Prior to that I worked as a boy clerk in the Savings Bank department when it was near St. Paul's Churchyard. I also served for about three years as a boy clerk in the Customs House, Lower Thames Street. I was transferred from the Savings Bank to the Customs House. I have nine years' service as assistant clerk, and four years as a boy clerk.

30,396. If the whole of your class began in 1904 and you came in roughly in about the same numbers each year the average time of service of the assistant clerks in your office would be about four years?—(*Mr. Dempsey.*) The great majority came in about 1904 or 1905. That would give seven years on an average.

30,397. Taking the last seven or eight years, the majority of you have been ineligible for promotion on account of not serving more than six years?—Four years is all that is required as assistant clerk, and two years as a boy clerk. That is how the six years is made up.

30,398. The great majority are eligible?—Yes.

30,399. Of those who have become eligible 10 have been already promoted to the second division?—Yes.

30,400. (*Mr. Shipley.*) I suppose one of your difficulties is the increased cost of living?—Yes.

30,401. Are you adequately housed in the office? Are the rooms you work in well ventilated or well equipped?—We make no complaint on that point.

30,402. Your work does not extend beyond seven hours a day?—In the great majority of departments it does not, but in one department there is overtime for six weeks in each half year.

30,403. (*Chairman.*) Where were you at school?—In the County Kildare.

30,404. At a national school?—Yes.

30,405. Did you go to a secondary school after that?—I got private instruction in the country, but I never attended a secondary school.

30,406. The national school was the only school you ever attended?—Except a Civil Service college, Skerry's, in Dublin.

30,407. How long were you there?—One and a half years. I was a boy clerk at the time, and attended there in the evenings.

30,408. Was that the case with you, Mr. Gleeson?—(*Mr. Gleeson.*) No. I was not in this country when I was a boy clerk.

30,409. Did you get in as a boy clerk in England?—I passed the examination in Ireland.

30,410. And you, Mr. Duffy?—(*Mr. Duffy.*) I passed the examination for a boy clerkship in Ireland.

30,411. Have you served in the Civil Service in England?—Yes. I was a boy clerk in the War Office for two years.



MR. W. G. PERROTT, B.A., B.E., A.M.I.C.E., and Mr. PARR, called and examined.

30,412. (*Chairman.*) You belong to the Survey and Mapping Department of the Land Commission?—(*Mr. Perrott.*) Yes.

30,413. Do you speak for your friends?—Yes, with your permission.

30,414. What is your complaint?—One of the chief things we feel is that the importance of our work is not recognised by the heads of the Land Commission. We are the only Government officials who come into contact with every tenant farmer in Ireland, and I think I am correct in saying that the Estates Commissioners have informed the Treasury that two-thirds the money advanced for the purchase of land in Ireland in direct sales is advanced solely on the certificates of the department to which I belong. On our work is based the whole land registration of Ireland.

30,415. Just give me an illustration of the kind of work you do? Say that a landlord has agreed to sell his estate to his tenants, where do you come in in the transaction?—The maps and schedules and purchase agreements are given to us and we are sent to the estate.

30,416. Are they given to you direct or are they given first to your chief?—They are brought first to the surveying department. They are examined there in a cursory manner. They are then sent on to another department where schedules and agreements are checked, that is the actual figures. They ultimately come back to us, and we are then sent with these maps agreements, and schedules, to the estate to verify everything on the ground.

30,417. You verify first the area of the holding?—Yes.

30,418. You compare it with the map and see that there is no mistake?—Yes.

30,419. Then do you examine the fields?—Not necessarily individual fields.

30,420. You really concern yourself with the total area?—With the boundaries of the holding, and, if there is any question of right of way across the holding, we have to consider that. We have also with great care to see whether there are any sub-tenancies on the holding. We have to go into the question of turbary, where the tenant gets his supply, and if he has had a plot marked out on the bog, check it.

30,421. Do you classify the soil of the holdings?—No, we don't go into the quality of the soil. There are many questions of river or coast erosion, or, if the estate is subject to flooding, we have to report on these and as to the means that should be adopted to prevent these matters which would injure the security for the advance.

30,422. Do you hear evidence upon any of the points if they are contested?—We do, particularly in a case of dispute about the boundaries or a right of way. We have to get the tenants interested to come before us, and as far as we possibly can we settle the dispute on the ground, so as to prevent litigation and strife in the future.

30,423. You take agreements from both the parties?—We get them to sign consents when we arrive at a settlement.

30,424. Having done that, you make your report?—Yes.

30,425. You do that for each holding on the estate?—Yes.

30,426. Do you make your report to the Estates Commissioners?—Yes.

30,427. In your report do you touch upon each holding or merely report upon the estate as a whole?—We refer to each holding, stating who is the occupier of it, as to whether the maps lodged by the vendor are correct, and if there are any sub-tenancies on the holding, or any questions of right of way or matters of that kind, we refer specifically to them.

30,428. Is there any form you are to fill up in making your report, or have you to write it out *in extenso*?—We are supplied with forms on which we have to write out under those headings details of the various matters.

30,429. We now come back to head-quarters: having fulfilled that duty in respect of a particular

estate, do any further duties in regard to that particular estate fall on you afterwards?—Only in case of inquiries by the commissioners before they rule on the estate.

30,430. If there is anything that requires to be explained, they send for you and ask you to explain it?—Yes.

30,431. These are your functions?—These are the usual functions. Outside these we have very different functions to discharge, such as investigating title both on the lands and in connection with the examination of title deeds.

30,432. The examination of title is the business of the examiners, is it not?—There are cases of disputes between tenants as to what constitutes their holdings, and we go through agreements and leases to find out the evidence on the point, so as to be enabled to report fully.

30,433. You do that on the spot?—Yes, when possible, or if the agent resides in Dublin when we come back to Dublin.

30,434. If there are any disputes regarding the right of a man to hold a particular plot of land, you make inquiries and report?—Yes.

30,435. So that the whole facts may be before the Estate Commissioners?—Yes. I do not exaggerate in saying that a vast amount of strife and litigation through the country is prevented by our acting as arbitrators.

30,436. Very likely. I want to know the whole body of your work?—Then we are sent on various works outside what I have mentioned. Some of us have been sent to report on the question of coast erosion along very large areas of coast and the steps to be taken to prevent that on the estates, so that the commissioners, in considering the question of purchase, may see that they have got sufficient security. Matters of that kind are very important and require expert knowledge to do it.

30,437. Have you any professional qualifications?—I have.

30,438. Is it essential that a surveyor should have such qualifications from an engineer's or a surveyor's office? Must he have been apprenticed to a surveyor?—I think it is very important that he should.

30,439. Would your recruitment for the Service require you to possess that qualification?—It is the desire of the commissioners to get the most highly qualified men they can, not necessarily with a university training.

30,440. Is it essential?—No. I would not say it is essential. (*Mr. Parr.*) It is not essential.

30,441. Where did you learn surveying?—(*Mr. Parr.*) In the Royal College of Science.

30,442. What pay do you get, Mr. Perrott?—(*Mr. Perrott.*) 102*l.* a year at the present time.

30,443. How long have you been in the Service?—A little over two years.

30,444. What did you begin on?—90*l.*

30,445. Up to what sum can you go?—120*l.* That is the limit for the lower grade of surveyors.

30,446. Above that is there a higher scale of surveyors?—Yes. They go from 120*l.* to 180*l.*

30,447. Is there a still higher grade?—There are surveyors of improvements, men who get 200*l.* a year.

30,448. May you look forward to possible promotion to these grades?—Possibly, but the surveyors of improvements are occasionally brought in from outside, and are not promoted from our grade.

30,449. Now tell me what your complaint is?—We say that the salaries given to the surveying staff are entirely inadequate to the work we have to discharge. For example, we are sent to divide up boglands, and very frequently in the winter time we are up almost to our knees in water, and when the men we have for pulling our chains get 2*s.* 6*d.* a day for helping us we who carry all the responsibility of the work get 5*s.*

30,450. That is to cover expenses?—That is our salary.

30,451. Do you get anything to cover your expenses?—Our expenses in the country are supposed to be paid,



27 February 1913.]

Mr. W. G. PERBOTT, B.A., B.E., A.M.I.C.E., and Mr. PARR.

[Continued.]

that is, we are allowed 10s. a night for the first fortnight, but if we go to a place knowing we shall be there over a fortnight we are only allowed 7s. 6d. a night. Very frequently you cannot get put up in the country at that rate, and you lose money over it. Also very often we are sent to places where inspectors are working to work with them. They put up at very expensive hotels. We have to do the same. They get a very much bigger allowance than we do, so we lose more often than anything else on our expenses. We also say that it would be a great incentive—I don't say it would improve the quality of our work in any way—but it would be an encouragement to us, if we had the feeling that we might be promoted to a higher grade, if the position of assistant inspectors or something of that kind were open to us. At present we see no prospect of it.

30,452. How many of you are there altogether?—I think there are 49 in the department, including draftsmen at a cost of 6,000l. a year.

30,453. You are not pensionable?—That is one of our grievances, that at the moment I don't think there are any people in our department who are pensionable. We think that a certain proportion at any rate of the surveyors' department should be pensionable. I am informed that two surveyors are pensionable. They are old Land Commission men. I need hardly say on behalf of the staff that we do our level best, and no one except those who accompany us on the lands can realise the extremely strenuous life it is. The weather is deplorable more frequently than not in Ireland, and we have to work in all weathers. Those who are married are away perhaps for a month at a time in some village or town far from our homes and our people, and our position is not by any means what it should be. We think we ought to get some inducement both in salary and prospects, which we have not got at present. The surveying and mapping department costs 6,700l. a year, while the inspection branch costs 39,510l. a year.

30,454. You don't make maps?—We go down and have to verify the estate maps. We make maps sometimes, copy maps, and things of that sort.

30,455. When you are required to take a map with you have you to copy it?—Very often, and to prevent the original map being torn by the weather we very often have to prepare maps.

30,456. (Mr. Graham Wallas.) Your work is temporary in the sense that the whole mapping work of the department will come to an end some time?—To a certain extent that may be so, but it is very hard to tell. There will always be a land question in Ireland I presume, and I think a department like ours will always be required.

30,457. You knew when you were applying for the work that it was a strictly temporary job which would in the nature of things come to an end?—I could not give a direct negative to that, nor could I give an affirmative, because we quite realise that this work will go on at any rate in our time.

30,458. In copying maps do you copy them with an ordinary surveying instrument, measuring and copying them with your hand, or do you ever have them photographed?—We never have them photographed.

30,459. Is there a large amount of map copying done in your office?—Yes. (Map produced for inspection.)

30,460. This is a bog where the turf is to be divided among the residents?—Among the tenants.

30,461. Is the map prepared with a view to having it striped?—Yes.

30,462. You have to make certified copies of these maps?—Yes.

30,463. Have you ever seen the machine by which engineers' plans are photographed?—Yes, very frequently.

30,464. Would it be suitable for this kind of work?—I don't think it would.

30,465. Why?—That is generally used where a great number of copies are made. In our case only one copy is wanted.

30,466. (Mr. Boutwood.) You gave an account of surveying connected with the purchase of land, but

here on page 4 the account of the work of surveyors seems to be dealing with improvements, not with anything connected with purchase?—There are surveyors of improvement works who get 200l. a year. They belong to a branch somewhat different from the one I am engaged in. My branch deals with the purchase of estates. The work of the improvement surveyors deals with estates which have been bought and are being improved by the Land Commission.

30,467. Have you got the statement in front of you?—Yes.

30,468. There is a reference to loans and free grants to evicted tenants; tell me something about that?—Tenants who have been evicted and have been out of their holdings for some time have in numerous cases been restored to their holdings, but they have not sufficient funds to work the holdings with advantage to themselves, and the Land Commission frequently give them grants to enable them to get the agricultural implements and stock for their holdings.

30,469. Who does that work?—The inspectors and surveyors of improvements supply the funds to the evicted tenants who have been reinstated.

30,470. About the two sections of surveyors; will the surveyor in the lower grade at 120l. be promoted to the upper section automatically?—No.

30,471. How does he go?—He has to remain in the lower section until there is a vacancy in the upper section.

30,472. What would be your notion of a proper scale of salaries for the lower section?—It would be very difficult for me to say without appearing perhaps to overstep the mark, but I have worked a great deal at engineering work both at home and abroad, and when I was appointed to this work at 90l. a year, I thought the work would be absolutely child's play seeing what the salary was. It was not long before I realised the great importance of the work and the extremely arduous life one has to lead in carrying out the duties. You have to work in all weathers. Altogether I prefer not to venture an opinion on the salary, but it would be greatly higher than it is.

30,473. You had professional experience outside the Service before you entered it?—Yes, after taking out my degree in the university I was engaged on railway work in Ireland. I then went to South America and worked in Brazil, Chile, and the Argentine Republic. Then I came home and was engineer of one of the suburbs of Dublin for some years until it was absorbed in the city.

30,474. How does your present work compare with your work outside the Service?—There is no comparison between the amount of energy I have to throw into the present work as compared with what I had to do before. One does not realise the amount of cross-country tramping one has to do in this work.

30,475. In this statement you put in two tables of qualifications. One table, Appendix B, deals with surveyors and draftsmen. Speaking generally, the whole list of qualifications is what you might call academic or educational, the men are bachelors of engineering and bachelors of arts, and so on. If you turn to the other list of qualifications, Appendix G, of the inspectors, we seem to get a wholly different kind of qualification. I don't know what the men in Appendix G are socially, but they seem to be men who have had something to do with farm managing and things of that sort; the qualifications, in fact, strike one as being practical rather than the technical qualifications of Appendix B. Would you accept that as a broad contrast?—I don't think I would, because though some of the surveyors have had university training and degrees, that in all cases has been followed up by very extensive practical work as surveyors, engineers, architects, or something of that kind.

30,476. So one could not regard Appendix B as being as complete as Appendix G?—No. To refer to my own case. My degrees are stated, as well as membership of the Institution of Civil Engineers. I say nothing about my practical experience, both at home and abroad. The same applies to all the other men. They have all had practical experience, so in that

27 February 1913.]

Mr. W. G. PEBBOTT, B.A., B.E., A.M.I.C.E., and Mr. PARR.

[Continued.]

respect it is not as complete as the appendix relating to the inspectors. The whole staff of surveyors would feel that they were obtaining a great advantage as regards information being given to you if there was a possibility of our chief, Mr. Pigott, being examined, because he could give complete information on many

points which a subordinate can only deal with very poorly.

(Chairman.) I think we have obtained from the Commissioners information which merely required to be supplemented by yours. I think we understand the case.

Mr. DAWSON, Mr. BROWN, Mr. MURPHY, and Mr. GRIFFITH, examined.

30,477. (Chairman.) You come to represent the non-pensionable indoor officers?—(Mr. Dawson.) Yes.

30,478. Of what classes do you consist?—We consist in the first place of gentlemen known as Staff Officers. There are three of these. Then there is the Legal Clerks' branch, and then there are men who are known as "Temporary Clerks" and the Shorthand Typists.

30,479. What is the work of the staff officer?—The first, Mr. De Courcy, has the Estates Management Department. The department consists of about 45 men. He has to supervise the work of that branch, which is one of the most important branches of the Land Commission.

30,480. That is to say, he deals with lands which come into the possession of the Estates Commissioners, and which have to be managed before they can be re-sold?—Yes, and he looks after all the work in connection with getting these lands ready for re-sale. For instance, the inspector's work is very largely work that comes into his department, the inspection of maps, and all that, and the preparation of undertakings for re-sale of the land to tenants, and also the arranging of the proposal, the offer that is made to the vendor, and so on. Most of that work is transacted by him.

30,481. What pay does he get?—450*l.* a year.

30,482. Why do you say he should be pensionable? The work is not of a permanent character?—It is not permanent in this respect, that I suppose the treating of the land of Ireland will be completed at some date, but it will take a considerable time.

30,483. We were told in the House of Commons some time ago by Mr. Birrell that he looked forward to it being finished in 10 or 12 years?—Then Mr. De Courcy would have had 21 years' service under the State, and at the end of that time he would be without a pension and be thrown on his own resources.

30,484. I supposed he had been engaged in managing lands. Was he managing lands of his own?—He was in Lord Dunraven's office.

30,485. Then he must have had experience of land management?—Yes.

30,486. (Mr. Boutwood.) How old is he now?—42.

30,487. (Chairman.) That gives us an idea of the staff officers?—There are only three others. Mr. Brown acts as deputy to Mr. De Courcy. He has had 24 years' service, 16 in the Land Judges' Court, and the balance at the Land Commission. He takes Mr. De Courcy's place in his absence. A great deal of responsible work passes through his hands. Then, Mr. Brock, who is in the Vesting Department, and was in the Land Judges' office for 16 years, does very responsible work in the vesting of lands in the Land Commission, under section 6, and payments of purchase-money under section 7. When lands are bought from the vendor (under section 6) they have to be vested prior to re-sale.

30,488. There is a legal procedure: the vesting order has to be passed and so on?—Certainly. He prepares these vesting orders to a great extent, and is very conversant with the Land Judges' procedure in connection with section 7 cases, that is, Land Judges' cases. He has only 250*l.* a year.

30,489. What are your Legal Clerks? Are these the gentlemen who used to examine title?—No. Those are the Conveyancing Clerks. They are not in this section at all. They did not stand in with us. The work of the Legal Clerks is somewhat similar to that of the Conveyancing Clerks. Their work is putting through the direct sales cases where lands are sold under section 1 of the Land Act. They have what is known as the flating of the agreements, and deal with all the other necessary documents.

30,490. That follows a routine; one is very much like another?—There is a very considerable difference in each case.

30,491. A difference in the figures, but the character of the work is the same?—Points are raised as to how the lands were originally held, whether the lands were originally held in fee simple, and so on. All the reservations and other circumstances which vary have to be taken into account, and there is the work of noting the devolution of the tenants' interest. The Legal Clerk has to read the documents such as probate, deeds of assignment, etc., and has to give a certificate stating in whom the lands may be vested.

30,492. What pay does he get?—The first gets 350*l.*, another 300*l.*, I myself and one other get 250*l.*, and there are three more on 200*l.*

30,493. What are the temporary clerks?—Some 17 men, who have been employed in the Land Commission for periods of 24 years in some cases.

30,494. What do they do?—Their work is rather divided. Some of them have positions like minor staff officers, that is to say, they have two or three men, some of them of the permanent staff, working under them.

30,495. What is the character of the work—ordinary office work?—Ordinary office work of a more or less responsible nature.

30,496. Give me a few of the heads of this work?—One of these gentlemen is clerk in charge of the evicted tenants' branch, and he acts as a minor staff officer.

30,497. What does he do?—Mr. Griffith is in charge of, and responsible for, all the work of the evicted tenants' division. He furnishes replies to parliamentary questions, drafts minutes thereon, deals with all applications and correspondence relating to evicted tenants, takes the commissioners' instructions, drafts minutes and letters, and deals with correspondence between the commissioners and the Congested Districts Board, and deals with inspectors' reports on evicted tenants.

30,498. That is all secretarial work regarding the subject of evicted tenants?—Yes.

30,499. The other gentlemen do similar work on the subject of evicted tenants. That gives me an idea as to what the temporary clerks are. Are the typists men or women?—They are shorthand typists; they take down notes.

30,500. Are they men or women?—They are all men.

30,501. They have been there for various terms of years?—Yes; one of them has had 19 years' service.

30,502. Are they all full time officers?—Yes.

30,503. What you wish is that these gentlemen should be put on the establishment?—Yes, and be given better pay.

30,504. At the present time do the typists get a weekly scale of pay?—Yes.

30,505. All the other officers you have mentioned have monthly pay?—The temporary clerks are paid weekly, but the staff officers and legal staff are paid monthly.

30,506. They are of the same class and, I suppose, their fate would be determined by what we decide in regard to temporary clerks generally throughout the Civil Service. There is nothing special in your temporary arrangements as compared with what we have heard in England?—I am not in a position to know what obtains in English offices, but the point we make is that our temporary clerks are not temporary in the strict sense of the word. Most of them have long service, some of them have men working under them, and some of the men working under them are permanent men. About 20 years ago a large number of the temporary men were made permanent, but when the Land Commission thought they had made as many permanent as they could the others were left over on their present very low salary, not exceeding 130*l.* per year.

27 February 1913.] Mr. DAWSON, Mr. BROWN, Mr. MURPHY, and Mr. GRIFFITH.

[Continued.]

30,507. When one of these temporary posts falls vacant you have a number of people applying for it?—Since 1901 no further temporary clerks have been taken in the Land Commission.

30,508. (*Mr. Boutwood.*) Is that an accident or does it mean that the recruiting of that class has ceased definitely?—It has ceased as far as the Land Commission is concerned.

30,509. Now only permanent officers are recruited?—Yes.

30,510. Does that hold good in all departments of the Land Commission?—It does not hold good as far as the Legal Clerks are concerned. If one was appointed to-morrow he would be selected because he had professional qualifications, and he would not be permanent.

30,511. (*Mr. Shipley.*) I suppose the cost of living has something to do with the discontent?—It has a great deal.

30,512. Do you consider that there is a profound feeling of discontent in the Service?—Yes, I would say that in the Land Commission the men do their work very cheerfully, but we do not think that we are well paid or that our prospects are in any way bright.

30,513. (*Mr. Graham Wallas.*) You say that no temporary clerks have been taken on since 1901?—Yes.

30,514. So that every temporary clerk in the Land Commission has now more than 12 years' service?—Yes.

30,515. Certain branches of the Land Commission work are rapidly diminishing?—Not at the present moment.

30,516. Would not you say that the evicted tenants work was diminishing now?—Yes.

30,517. And that the fair rent work is diminishing?—I don't think any of our men come from the fair rent department.

30,518. What general principle would you desire to lay down with regard to the service of the State in getting work done which is of a temporary character? May the State ever employ temporary clerks?—The State in any office that is really very temporary might employ temporary men, but for an office like the Land Commission, that has lasted over 30 years, I think it would be a mistake to bring in young men, say of 17 or 18, and keep them on from year to year at very small salaries, with very small occasional increases.

30,519. (*Mr. Boutwood.*) Recruiting of temporary clerks stopped in 1901?—Yes.

30,520. What has happened since; suppose there was a vacancy for the same kind of work that those temporary men did, would the office recruit a second division man?—Yes. The second division men were brought in at that time.

30,521. That rather cuts against the argument that the work as a whole is temporary?—It does.

30,522. If you employ men who have a permanent status that is an argument in your favour to come on the establishment?—I should think so.

30,523. You say here the non-pensionable staff of the Congested Districts Board were placed on a permanent footing. When one speaks of temporary work and temporary officers, is not the Congested Districts Board at least as temporary as the Land Commission?—It was considerably more so at one time, but since the Act of 1909 it is not temporary for our time.

30,524. Supposing the work of the Land Commission went on for another 15 years, what would be the average age of your temporary staff?—The average age would certainly be over 50.

30,525. Would many of them be appreciably over 50?—One man would be over 60, the eldest of that particular class.

30,526. How old would your legal clerk be?—Between 50 and 55. That would be the average age. The shorthand-typists in the Irish Land Commission are the worst paid in the Government service in Dublin. Their terms of employment compare very unfavourably with those of the Congested Districts Board or the Local Government Board.

30,527. What pay do they get?—An average of 35s. a week.

30,528. That is high compared with the typists in London, but they are female typists mostly?—Most of the typists in Dublin are men. In the Congested Districts Board the men get up to 150l.

30,529. They are shorthand-typists; do they do nothing else?—That is all.

30,530. Don't they work in the office?—They work as shorthand-typists in the offices. They do the clerical work in the secretarial departments. They don't do work any way more responsible than is done in the Land Commission.

30,531. Does not that strike you as being very high compared with what we know in other offices, at least the scale of pay?—Our standard of comparison is the other offices in Dublin.

30,532. The Congested Districts Board always do pay their men well, I suppose, because it was regarded as a temporary business, and then when it was made, as you say, permanent, the men had the advantage of the preceding temporary basis?—(*Mr. Murphy.*) The typists in the Agricultural Department are in receipt of a maximum of 40s. per week. The Local Government Board quite recently made all shorthand-typists permanent and brought in female labour.

30,533. Do they pay the female labour a lower rate than the men?—Yes, but they don't do the same class of work as the male shorthand-typist. He has to attend and take shorthand notes whereas the female typist has not.

## SEVENTY-FIFTH DAY.

Friday, 28th February 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman.*)

Mr. ARTHUR BOUTWOOD.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Mr. S. ARMITAGE-SMITH (*Secretary.*)

Mr. HENRY DORAN, called and examined.

Mr. J. R. O'BRIEN was in attendance.

30,534. (*Chairman.*) Mr. Doran, the Commission had hoped to take your evidence on Monday last, but you were not in attendance on that day. You have written me an explanatory letter, and I very readily accept your explanation that your failure to appear on the day fixed was due to a misapprehension of the

circumstances, and that nothing would be further from your mind than disobedience to the summons of the Royal Commission?—Yes, I am gratified to find that you quite understand my position.

30,535. My association with you has been far too long and close to permit me to fancy that you would

28 February 1913.]

Mr. HENRY DORAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

have knowingly failed to appear before the Commission?—I thank you very much; it was quite a misapprehension on my part. I am very sorry if I have put you or the members of the Commission to any inconvenience.

30,536. We were put to some inconvenience. However, I shall say nothing more about it. In order to enable us to fulfil the duty imposed upon us by the King it is necessary that we should make ourselves acquainted with the work of each department and office of State, the purpose such work is intended to subserve, and the means it employs to that end. We desire to learn from you how the Congested Districts Board is constituted, what aims it has in view, and what means it adopts to attain them. Will you, therefore, kindly help by giving us a brief sketch of the origin of the Congested Districts Board, and the steps which have led up to its present position. You begin with the Act of 1891?—Yes; the Board was formed in 1891 for the purpose of bettering the position of the people in what were in that Act scheduled as "Congested Districts." They had power to act in rather a free manner in the administration of the funds placed at their disposal, within certain limits. That is, they were confined in their operations to works which would have the effect of improving agriculture in the congested districts or developing fisheries and industries. The income was mainly derived from interest on 1,500,000*l.* of the Church temporalities funds, which amounted to 41,000*l.* odd.

30,537. That is by way of endowment?—Yes.

30,538. That still forms an important asset of your funds?—Yes. The Board proceeded during the years from 1891 up to 1903 to administer the funds placed at their disposal under the Act of 1891. They found very soon after commencing operations that their powers in dealing with land under the heading of improvements in agriculture were too limited to do any effective work; and in succeeding Acts they got increased powers to purchase and deal with estates; that is, to purchase and prepare them for sale, which they did not have under the Act of 1891. They started in a small way, and were considered to have been very successful in their treatment of the estates they had dealt with up to the time when the old Land Purchase Acts were carefully looked into, preceding the Act of 1903. Then their powers were very much increased and more money was made available.

30,539. In the 12 years between 1891 and 1903 the Board's funds were limited, and its powers of improving and dealing with land were also limited?—Yes.

30,540. And these limitations, and their injurious effects on the Board's operations, had come prominently to the notice of the Government when the Act of 1903 was passed?—Yes.

30,541. Then under the Act of 1903 larger powers were taken, and more money was placed at the Board's disposal?—Yes.

30,542. In pursuance of the fuller powers conferred on them they undertook larger schemes?—Yes, under the Act of 1903.

30,543. Might it be said that from 1903 their functions were divided into two broad classes—land and industries?—Yes, including fishing.

30,544. Under the heading Industries, fishing was the most important?—That is so.

30,545. With the second class, namely, the industrial and fishing part of the Board's operations, you had nothing to do?—At that time nothing.

30,546. You were then altogether restricted to the agrarian part of the work?—Yes, dealing with the land part of the Board's work.

30,547. Would you give the Commission very briefly a sketch of how you used to proceed in dealing with a congested estate bought under the Act of 1903?—First of all we seek to buy estates in the congested districts which we regard as suitable for the Board's purposes. An estate which would be suitable would be one comprising mainly untenanted land, which would be available for the relief of congestion on tenanted properties.

30,548. (Mr. Boutwood.) Have you compulsory powers of acquisition?—We have. Another estate

which would be considered suitable would be one which was congested, that is, occupied by tenants of small or poor holdings insufficient to maintain an ordinary industrious family; and our main scheme in the two cases I have put would be to better the condition of these small holders by migrating some of them to the untenanted land, which we would seek to acquire on a suitable untenanted estate. There is another class of case which occupies a great deal of our attention, that is, estates which are held in rundale, or intermixed parts, of which there is a great deal in the west of Ireland. These were holdings which, as a rule, were small, that is, under 10*l.* rateable value, but which were held in numerous detached divisions. I gave particulars before the Commission on which your Lordship was acting of one holding held at a rent of 30*s.* a year, consisting of 49 detached parts, some of them being three miles asunder.

30,549. (Mr. Shipley.) How could they determine the boundaries?—They all know them. They are marked by stones, or an untilled ribbon of grass is allowed to remain between them. In all these cases, before dealing with such a holding, we have to map out the holding, such as it is.

30,550. (Mr. Boutwood.) What is the total area of those 49 pieces?—About seven or eight acres statute. That is an extreme case, but quite a common case on a bad estate is to find in a townland, say, 20 holdings, having an average of 12 detached parts, and the average rental of such holding would very frequently be under 5*l.* In that case we have two modes of dealing with those people; first, by what we consider the only radical remedy, to migrate from such a congested townland a sufficient number of the land holders, whose vacated lands when distributed among the people who are left would put these people in occupation of holdings up to what we would regard as an economic standard, that is, sufficient to maintain a family.

30,551. (Mr. Shipley.) What is a townland?—It is a very ancient division of land in this country. It is the smallest unit of land division for rating purposes. The radical remedy would be to remove a number of these people. If we cannot do it, and very often it is not feasible, we have such congested holders very remote from untenanted land, and occupied by people who would not be suitable very frequently for large holdings, who very frequently would not be willing to migrate even if we could find the land by agreement, though there is not sufficient land to meet all such cases; then we have to set to and make the best of the situation, which we do by what we call, striping these rundale or intermixed holdings, which in effect is this: to give each tenant a holding of equivalent value to that which he holds in these scattered patches in as few patches as we possibly can. Very often the result of our work is, as in the townland, which I put before you as an illustration, that where 20 tenants have their holdings, on an average in 12 detached parts, if we are unable to migrate any of those, we leave, as a result of our work, these 20 tenants in occupation of holdings, on an average, perhaps, of three detached parts. It might be asked why should not we give a man his holding in one part, but the explanation of that is, that where a man holds in these detached parts, as a rule, the land is of a very variable character, and for that reason we must give each man a share of the good, the middling, and the bad land, and, consequently, it is not in practice, as a rule, possible to have the land in fewer divisions than two or three; but when we do that we always connect these parts with accommodation roads, so that it is not so much of a practical disadvantage.

30,552. (Chairman.) Have you been given, by legislation, compulsory powers to effect that striping?—We have. If a tenant does not comply we can serve him with notice to resume possession of his holding. We can take up his holding from him, paying him such compensation as the County Court may assess, or giving him a holding that we regard as of equivalent value.

30,553. Therefore you find it easier now to effect the striping of land than you did in the old days when the only way of doing it was by persuading the people to

28 February 1913.]

Mr. HENRY DORAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

accept your advice?—Yes. It is getting easier every year. We hardly ever have resorted to the extreme measures. The fact of our having them at our disposal is quite sufficient to establish our power. If we had to use them very frequently I think we would fail, because we would get up the resentment of the people, but in practice we have not to put them into operation often and we get on very well with the people. In fact, in the districts where we work for some time, we find it easier every month almost to get on with the people; they are more amenable in every way.

30,554. (Mr. Boutwood.) That compulsory power is not what I meant a little while ago. What I really had in my mind was compulsory power to acquire untenanted land?—Yes. We have compulsory powers to acquire any untenanted land in the congested districts which is held in fee simple by the owners and which is not demesne land or a home farm, but we cannot acquire land which is owned by a tenant purchaser.

30,555. (Chairman.) The practice of striping which you have explained to us is also applied by you as far as possible to giving the people a certain amount of turbary or bog?—Yes. We take the greatest trouble with the turbary, because in districts there, there is a dense population and the people are poor. It is of vast importance to secure to them a supply of fuel in the neighbourhood, and we take a great deal of trouble with it, and we apportion to each holding such turbary as we consider sufficient, where there is an ample supply, and where there is not we apportion it as fairly as we can among those who are entitled.

30,556. That sufficiently explains to us what the process of striping is. Do you, before vesting the proprietary right in the holdings in the tenant-purchasers, carry out any other improvements in addition to the process of striping and consolidation of holdings?—Yes.

30,557. Please mention the general character of the improvements you carry out?—In connection with the striping it is necessary to make roads, so road-making forms a large part of our expenditure. It is also necessary to fence up the new divisions. That has to be done incidentally to the striping. Again, very frequently it is necessary to change the residences of the people. In some of the worst districts the houses are in groups of villages, and the houses in relation to one another are in a very unsanitary condition. They are also as a rule very old and generally speaking bad. We do what we can to alter that condition of things so that the housing of the people will be improved.

30,558. This goes on *pari passu* with the other work?—Yes, and our general plan is this: We never build a house for a person we don't move; that is to say, in the striping of the land, if we move people from their present house on to a new division, we build houses for them, charging them a certain proportion of the cost, or we give them the option of building the house themselves and we give them a free grant of 30*l.* If we build a house for them we charge them the outlay minus 30*l.*

30,559. What is the average cost of a new house to the Board?—It varies. We have six different plans according to the size of the holding. The poorest house we can build, affording what we regard as necessary decent accommodation, costs us from 80*l.* to 100*l.*

30,560. (Mr. Shipley.) How many rooms would there be in that?—Three rooms, a large kitchen or living room, with two bedrooms.

30,561. All on one floor?—All on one floor, and in the kitchen we have in our design a recess 6 ft. by 4 ft. 6 in. in which a bed is placed in which the old couple sleep. Then the other two rooms are left, so that the boys and girls of the family can occupy different apartments. That is our lowest grade. Another house containing four rooms, that is, three bedrooms and a living room, with a little dairy, costs from 110*l.* to 140*l.* without the offices.

30,562. What are they built of?—They are substantially built of stone.

30,563. I suppose there is plenty of stone in the neighbourhood?—It varies. A house in one place costs 110*l.*, and in another place where stones and sand are both scarce and dear it would cost 140*l.* Our average cost of all the houses we built at the time we were

inquiring for the Commission was 110*l.* It has gone up since then.

30,564. (Mr. Graham Wallas.) Do you have damp courses?—Yes.

30,565. (Chairman.) Are they slated?—Yes, I speak of slated houses.

30,566. You also drain?—Yes. Always when dealing with an estate we make or improve the main drains of the estate. We do not drain the individual holdings, but we make the main drains so as to provide an outfall to enable the occupiers of the individual holdings to do their part, but we never by any chance do work which we think the tenant himself ought to do.

30,567. You build houses for the tenants whom you migrate?—Yes.

30,568. Have you got any scheme by which you stimulate the tenants who remain to improve their houses?—Yes. We never build a house for a person whom we don't move, but we give every tenant on an estate which we buy, and who has a bad house, facilities for building a new one or substantially improving his existing one under schemes with the details of which we familiarise them by distributing posters among them. Shortly it is this, that we make an advance of a sum not exceeding 50*l.*, or the price of the necessary materials and skilled labour, whichever may be the lesser sum, to a tenant to build a new house according to our plan. It comes to this, that such people, for 50*l.*, can build as good a house as we could put up for 100*l.* or 110*l.*, because we have to pay for the stone and sand and all the skilled labour in connection with it, whereas we allow here 50*l.* as an advance, a sum which is barely sufficient to buy timber and slates and pay for the skilled labour. Then the persons who get this money have to make a great effort themselves. If they have no horse or other animal to draw stones they must either borrow or hire one. If they have to hire one we don't allow anything for it. They must in fact take off their coats and make a great effort.

30,569. What result do you find to come from stimulating people to improve their houses?—It has had a wonderful effect. There are parts of the country which, without any exaggeration, I may say, are actually transformed, and every six months this is getting more marked. The feeling now among the great bulk of the people is that it is a disgrace to occupy a really bad house for a long time with all these facilities existing.

30,570. Are you speaking of Mayo and the West of Ireland, or are you speaking of the enlarged congested districts altogether?—I am speaking of the enlarged congested districts but our progress is most marked where we have been longest at work.

30,571. That brings us up to the Act of 1909. What was the area of the congested districts at the time of the Act of 1903, and how far was it enlarged? It was the same under the Act of 1903 as it was in the commencement?—Yes. In 1891 the area of the congested districts as scheduled was 3,608,569 acres, the population was 505,723 and the rateable valuation was 577,043*l.* Then there was added under the Act of 1909 to that 4,049,545 acres, which was more than the previous area, the population in that area added and was 616,718, which was also more than the population of the previous area and the rateable valuation of that added area was 1,794,871*l.*

30,572. That left the total congested districts with which you are now dealing with an area of 7,658,114 acres, a population of 1,122,441, and a rateable valuation of 2,371,914*l.*, so that to put it another way the area of the new congested districts is slightly more than double the old area, the population is also slightly more than twice the old population, and the rateable valuation is over four times what it used to be?—Yes. The approximate ratio between the present congested districts and the rest of Ireland is as one to two in area; the population bears to the total population of Ireland the ratio of one to three, and the rateable valuation of the congested districts bears a ratio to the total valuation of Ireland of one to six.

30,573. You have one-third of the area, one-fourth of the population, and one-sixth of the rateable valuation to deal with?—Yes.



28 February 1913.]

Mr. HENRY DORAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

30,574. Besides the changes in area and consequently in population, what was the change in constitution which was effected by the Act?—The Board was reconstituted and two permanent members were appointed. The Board now consists of 14 members of which two are permanent members.

30,575. Paid permanent members?—Yes. These 14 members include the chief secretary for the time being as chairman, the under-secretary in his absence to be chairman, and the president of the Department of Agriculture. These are *ex officio* members. The others are nominated members.

30,576. They hold office for a term of years?—Yes.

30,577. What were the main features of the additional powers conferred on you?—We got much more money. We got a sum of 250,000*l.* placed at the disposal of the Board, minus a sum of 19,000*l.* which was to be paid over to the Department of Agriculture and Technical Instruction in respect of work to be done by them in connection with the development of agriculture as distinct from the work we were doing. The remainder of the money is placed at our disposal and is used practically on the old lines, except that there is more money available and that we can do a larger volume of work.

30,578. There are two points to which I specially wish to inquire. You told us about the enlargement of the Board and the change in its constitution. What additional legal powers were conferred upon the Board and what relations were established between it and the Land Commission?—I will first answer your question with regard to our relation with the Land Commission. The Board's duties in connection with the purchase and re-sale of land are clearly set out in a special part of the Land Act of 1909. Under that the Estates Commissioners are precluded from purchasing any estates within the congested area, tenanted or untenanted, without the permission of the Board, except such land as they may require for the settlement of evicted tenants. The Board on the other hand are precluded under the Act from purchasing any land outside the congested area, so that the field of operations of both Boards is clearly defined.

30,579. But in actual practice I understand that a different arrangement obtains. We heard from Mr. Bailey yesterday that although what you say is the legal situation, in actual practice the Estates Commissioners are allowed to deal with all direct sales within the congested area, that is sales by a landlord to his tenants?—I am correct in this way, that in the case of direct sales the Estates Commissioners do not buy but they merely act as the medium for transferring the ownership.

30,580. They give the money, which is the most important part of the transaction?—Yes, but I ask you to draw the distinction that they don't buy the land.

30,581. Yes. That is reconcilable with what Mr. Bailey says?—Yes, but I want to make it quite clear that it is not correct to say that they buy an estate.

30,582. Not in the technical sense. Then I take it the Land Commissioners deal with all cases of direct sales in the congested districts?—Yes.

30,583. They do not do so, subject to the possible veto of the Congested Districts Board. Might you not say "don't do it"?—Not unless it was a congested estate.

30,584. Does that situation arise under the Act or under your practice?—Entirely under the Act. We have no power of veto except in the case of an estate which is a congested estate, but I would like you to remember that the Estates Commissioners are dealing very largely, in fact altogether, with the estates in respect of which agreements to purchase were entered into before the passing of the Act of 1909, and they will be dealing with them for years yet. I don't think they have had many cases at all where the purchase was under the Act of 1909.

30,585. They have had some cases, I think about 1,500,000*l.* all told?—Not many.

30,586. (Mr. Boutwood.) What is your definition of a congested estate?—A congested estate is one-half the holdings of which do not exceed 7*l.* in rateable valua-

tion, or on which one-fourth of the holdings are held in rundale or detached portions.

30,587. (Chairman.) You have now given us all the information I want in regard to the relations between yourself and the Land Commission. Would you go on to the second point, namely, the extent of the powers conferred on you by the Act of 1909?—The most radical change was the power to purchase land compulsorily. We have now power to purchase any estate in a congested district compulsorily, whether it be congested or not, provided that the estate or the portion we seek to acquire is not demesne land or a home farm. That induces owners to come to terms with us, because they see that if they do not come to terms we have the power to acquire the estate compulsorily. We have acquired a great deal of property of a character most suitable for our purposes under the Act of 1909, and we have had no case of compulsion tried out yet.

30,588. Where an estate is not congested does your power of compulsory acquisition apply?—We believe it does. It is a question that is being raised in connection with Lord Clanricarde's property, but we are advised we have power to buy any estate suitable for our purposes in the congested districts.

30,589. Now as to the sum total of your operations, what is the value of the land you have purchased, and what is the value of the land you have sold to the tenants? I have got figures here which I obtained from the Land Commission, showing the results of the proceedings under the Irish Land Acts of 1903 and 1909, and the Evicted Tenants Acts of 1907 and 1908 up to 13th February 1913, and I find from this return that you have bought, or that vendors have sold to the Congested Districts Board under the Act of 1903, land to the value of 2,241,053*l.*?—These are only the closed cases. They don't represent more than half our actual agreements.

30,590. But I have not finished with the figures. They also show that you have bought from the Land Judge land worth 228,750*l.* That is a total of 2,469,803*l.* under the Act of 1903. Under the Act of 1909 the figures show that you have bought and paid for in 3 per cent. stock land to the value of 1,962,226*l.*; and that you have bought and paid for in cash land to the value of 82,803*l.*; further that you have bought from the Land Judge, land to the value of 60,219*l.* That makes a total purchase under the Act of 1909 of 2,105,248*l.* Under both Acts, that of 1903 and 1909, your purchases would thus be 4,571,051*l.* Does that fairly tally with your figures?—I cannot say it does. The figures I have for you are cases where we have come to terms. These only deal with cases that have gone quite through the mill altogether.

30,591. What addition would you make?—I can tell you quite shortly. We purchased under all Acts prior to the Act of 1909.

30,592. That is from the beginning. My figures only deal with the Acts of 1903 and 1909, only with transactions which passed through after the Act of 1903 came into operation?—I could separate them easily afterwards.

30,593. Could you give me what was done before 1903?—I cannot give you off-hand, but I can afterwards. The estates purchased prior to the passing of the Act of 1909 comprised an area of 497,484 acres, and the purchase-money was 2,260,551*l.* You want to compare that, I assume, with the result of the operation of the Act of 1909.

30,594. Yes?—Since the passing of the Act of 1909 the Board have been offered 758 estates with an area of 1,848,416 acres, and an estimated value of 7,263,951*l.* In reference to that 7,000,000*l.* worth we have closed agreements with owners for 3,132,923*l.* That is to say, we have done more within the last two years than we did in the previous eighteen years. In addition to these 3,000,000*l.* of offers accepted there are 146 estates where offers are issued and pending, and where the owners have not refused or accepted.

30,595. I think our figures are not far off agreement, because the agreements for 3,132,923*l.* must include estates of which you have not had possession yet?—Yes, that are not vested. We are in possession.



28 February 1913.] Mr. HENRY DORAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

30,596. My figures are for estates bought under the Act of 1909 with the land vested?—Quite so. These figures are quite correct, but they don't represent the operations to date.

30,597. I am only dealing with vested estates. Now out of the 4,575,000*l.* worth of estates which have been vested in you, what amount represents the land which you have resold to and vested in the tenants. I have got a similar statement up to 15th February 1913, which shows you have resold to the tenants land to the value of 718,542*l.*?—For comparative purposes you may take those two figures because they represent the same stage of operations.

30,598. If you do that it leaves in your hands land to the value of 3,852,509*l.*?—According to that, but we have much more.

30,599. But according to these figures which deal with vested estates?—That is a fair comparison on that basis.

30,600. What do you do with the land represented by this sum of 3,852,000*l.* I presume that some of it is in process of improvement?—Yes.

30,601. I presume that the untenanted land which you are not ready to cut up and divide is being let out to tenants for grazing, and that for the arable land you get rents from the tenants already in occupation of those lands. Am I right in thinking that you still take from them the rents they paid to the landlord?—Only for the first year.

30,602. What is the scale; because you must sell them within five years, as otherwise you have to pay the sinking fund without recovering it?—Yes.

30,603. I have given you certain figures to show the land which you have bought and which is vested in you. I have given you certain figures which show the amount of land that you have resold to and vested in the tenants. The balance between these two represents the land which is now in your possession? You are managing that land; you are preparing it for the purpose of vesting it in the tenant, but meantime you get rent from the tenants, and you get grazing fees and so on from the untenanted land. What I want to find out is, what is the total amount that you received, say, last year from these sources?—At the present time we have 22,764 tenants on our estates, and their rental is 136,000*l.*

30,604. I want also the income that you get from the grazing tenants?—What we do with the grazing lands is this: We put them under management and appoint a stock master in charge of as many farms as he can look after in the district, and we take in for grazing the cattle of all the small land holders who desire to send them upon the land, so that they get immediate access to and use of this grazing land, and we continue that while we are preparing it for resale, that is, cutting it out into new holdings for migrants, erecting houses for migrants, and making roads through it for access and all that. While we are preparing these lands for resale we give access to the small farmers in the district to put cattle on it, and we charge a grazing rent per head. If, as happens in some districts, there is not a dense population, and we cannot have the land utilised in that way, we let it in fields or divisions for grazing purposes to one or more persons. Where we fail to let it in that way then, and only then, we put stock on it ourselves. We buy the cattle and farm the land with a view to making what profit we can on it.

30,605. What is the annual sum you receive from the grazing rents?—The revenue from the untenanted lands last year was—

30,606. You receive rents from the tenants, collecting from them in the first year the old landlord's rent?—Yes.

30,607. Then do you proceed by a sliding scale of reduction?—We used to require them to pay the full rent until we had the estates sold, and we applied the difference between that full rent and the interest, which we paid to the development of the estate, which was a much sounder plan than the present one, if we could continue to adopt it; but, owing to the fact that when landlords arrange with their tenants now to sell their holdings by direct sale, or when the Estates Com-

missioners buy estates themselves, they always put the tenants under interest in lieu of rent; that increased our difficulties in dealing with the tenants. As a compromise, we have issued a circular, which is in our printed report, at page 62 of the twentieth report, which sets out our procedure, under which you will see, on page 63, that in the second year we allow abatements in the rents of 4*s.* in the pound on the first term and 3*s.* in the pound on second term rents. I ought to explain that we inform the tenants who demand these reductions, and claim to be charged only interest, that we cannot say what the purchase price of the holding is under present conditions, inasmuch as we propose to alter it, and that consequently we cannot put them under interest or tell them what the purchase price is, but we have agreed, in order to meet the practical difficulty which we had to meet, to abate the rents pending the final settlement of the holdings.

30,608. That abatement is not to be reconsidered when the final settlement is arrived at?—No.

30,609. It is a final transaction?—It is.

30,610. These rents from tenants and the grazing rents form part of your assets, which you employ for the purpose of your finance?—Out of that rent we have to pay interest on the purchase money of the estate, which absorbs practically the entire, except a small proportion due to the cost of collection and management, but any margin which is over—and there should always be a margin—is applied to the improvement of the estate.

30,611. For the estate or for the general purposes of the Board?—For the estate. We always show each estate's account by itself. We give credit for all rents we receive, and we show how much we lose on each estate we treat after giving credit for the entire receipts.

30,612. Now we come to your staff. In this statement which has been given to me at page 21?—(Mr. O'Brien.) That refers to the pensionable staff.

30,613. Is this staff working under you?—There are non-pensionable also, but these are kept separate.

30,614. We have not got a statement of the non-pensionable staff?—In our explanatory statement to the Government we took it that there were only Civil servants. We have figures to hand for all.

30,615. We should not be able to fulfil our functions unless we get information regarding your temporary staff. How many pensionable officers have you under your control, and how many non-pensionable officers? Read first, please, the classification, if you have them classified?—(Mr. Doran.) There are 109 men employed in connection with estates, outdoor officers outside of the Dublin office.

30,616. In connection with what?—With the purchase and preparation for resale and all improvements connected with estates.

30,617. What department do you call that?—The Land Department or the Estates Department.

30,618. What is the next department under you?—That includes all the men under me outdoor. Perhaps I ought to explain that the duties of the two permanent members and their functions are defined by the order in council, which I have here, and Mr. Micks and I have for our own convenience divided up the work. I look after all the estates business, he looks after the fishing and the industries, the parish committees and the general administration of the office. If you wish me to speak of the work which I deal with I shall do so.

30,619. Certainly. We only want you to deal with your part. You have 109 officers. Are these all temporary?—All temporary; but we have made application, and there was a scheme submitted to the Treasury for making them all pensionable. It has been under the consideration of the Treasury for, I think, nearly two years, and they have not yet given a final answer.

30,620. You are waiting for it?—There is a provision for that in the Act of 1909, a direction in fact to the Board to submit a pension scheme to the Treasury, and, in accordance with that, we have submitted a scheme to the Treasury, and at their suggestion an actuary has been employed to inform the Board of the amount of money which should be set apart from their

28 February 1913.] Mr. HENRY DOBAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

funds to provide a fund to meet the liabilities imposed on them by the proposed pension scheme.

30,621. How are these 109 officials divided and classified, if you do classify them?—One chief land inspector, four senior land inspectors, 12 inspectors, 16 assistant inspectors first class, 16 assistant inspectors second class, 1 superintendent surveyor, 19 first class surveyors, 17 second class surveyors, 8 valuers and strippers, men who arrange the holdings, 10 inspector's clerks in the inspector's offices in the country, and 5 paymasters; 139 is the number of the establishment approved by the Board, and 109 is the figure of the officers actually employed.

30,622. That is the approved establishment, and you might have 30 more?—Yes, 30 more.

30,623. All these men are on scales of pay, are they?—Yes.

30,624. Could you give me a sample case of the class now mentioned with the scales of pay against them?—I have it here.

30,625. Please hand it in?—These men are appointed with few exceptions after competitive examination.

30,626. Am I to understand that all those 109 gentlemen to whom you have referred are appointed by nomination, or after competitive examination, and how?—All of the 109, except 24, have been appointed after limited competitive examination.

30,627. Were they nominated before they competed? They were nominated; a nomination was given to every applicant who was considered to have the qualifications specified in the advertisement. There was no such thing as rejecting a man for any reason provided he had the qualifications specified in the advertisement.

30,628. You advertise that a certain number of vacancies were to be filled, and the candidates made application?—Yes.

30,629. The candidates sent in the applications, and any candidate whose application complied with the terms of your advertisement was permitted to compete?—They were nominated for the examination, that is what we call nomination.

30,630. The persons who were not nominated were senior men?—They were men who came in the earlier stages of the Board's work.

30,631. They had either professional or business capacity?—We considered them to be likely to be the most competent men.

30,632. That was in the old days?—Yes.

30,633. That disposes practically of your staff?—That disposes of what I call my staff.

30,634. That is the outdoor staff; have you got any indoor staff?—No, except in the Dublin office I have no special staff in the Dublin office.

30,635. You have none, but you make use of the Dublin staff and of the Dublin office?—We have the Estates Branch who do part of the work, the Dublin office deals with the collection of the rent and deals with the estates. I do not pay any special attention to that; they are not under my special control, the secretary deals with them.

30,636. I notice the rent collection; to whom is the rent paid, this enormous mass of rent?—Receivable orders are issued by the Dublin office, and the money is paid into the banks throughout the country by the people to whom the orders are addressed.

30,637. Then, in fact, you are not concerned with the collection of rent?—We do not handle the money, except in so far as a few of them remit directly by cheque.

30,638. Are you responsible for the maintenance of the rentals of the town lands?—I don't quite know what that means.

30,639. Rentals such as were kept by the landlords before they sold?—What we do is this, the landlord sells us his property, and we require a guarantee—

30,640. That is not what I mean; what I mean is this: After you have got possession of the land, and it is vested in you, do you make use of the landlord's rental which is submitted to you at an early stage of the sale negotiation; who issues the demands upon the tenants on the basis of that rental?—They are issued through the secretary's office of the Estates Commissioners.

30,641. (Mr. Shipley.) You are clear of the collection; you leave it to the office?—Yes.

30,642. (Chairman.) That is all I have to ask you, Mr. Doran. But there may be some points which you would like to explain further in reference to the ground we have traversed?—One thing I would like to explain. The Chairman is quite familiar with it, but the other members of the Commission cannot be expected to be. I would like to emphasise the fact that this work of ours is very special, exceptional work, dealing with the estates. You cannot have a staff on call or decide by examination who would be best qualified to discharge the various duties connected with striping, the arrangement of holdings, the supervision of improvement works, road making, bridge building, and all that kind of thing on a huge scale. We have really had to train up our staff. Our assistant inspectors are all men possessing engineering qualifications and university education. All the surveying staff have diplomas in surveying, and passed into the Service after quite a stiff examination. I would like to say in reference to this outdoor staff that they are promising to be a most efficient and excellent staff. The great bulk of them take the greatest interest in their work, and are most enthusiastic about it, and that to a very large extent accounts, I think, for the good relations which we are able to maintain in our dealings with the people, because it is only those who have been in close contact with the poor people in the remote districts that will appreciate the difficulties of dealing with them, when you come to interfere with the boundaries of their little holdings. They do not like to give up what they actually have, and what they know they possess, or to give up any holding, even though you promise something very much better. We must have a great deal of tact and patience so deal with them successfully.

30,643. You say your men have engineering qualifications, college qualifications, and so on, but, nevertheless, they pass through a separate examination?—Yes.

30,644. And the engineers, the men whom you recruited for your engineering staff, passed an examination before you appointed them?—Yes.

30,645. Was the examination on professional subjects?—Yes. What we did was this. I have the terms of the advertisement here. We applied by advertisement in the newspapers inviting applications from candidates for the position of assistant inspector, and pointed out that no candidate would be considered eligible who had not engineering qualifications or experience in land surveying, levelling, mapping, and land improvement work, such as the Board carried out, so that no man could be a candidate for examination unless he had engineering qualifications, or, in the absence of these, had special knowledge of the work required to be done.

30,646. What is the age?—Under 45.

30,647. Are you able to find men of that age, or, say, from 26 to 36 to submit themselves to those examinations?—Most of the men who come in are men who have just left college, having just got a degree in engineering in Trinity College or some other university. The assistant staff is recruited from that kind of men at ages from 20 to 30. The last time the men who were successful in the examination varied from 23½ years to 27½. The last time we had 35 applicants, and we had only 10 places, and instead of selecting these 10 from the 35 by interviews or anything like that we put them through an examination. That examination was conducted by the Civil Service, and our previous examinations were conducted by persons nominated by the Surveyors' Professional Board and by the professors of the university.

30,648. If the Treasury sanctions your pension scheme would you be prepared to agree to your examinations being conducted by the Civil Service Commission?—We have already had our examinations conducted by them, and we do not intend to have any more examinations otherwise. Our examinations last time for clerkships and for assistant inspectors were conducted by the Civil Service.

30,649. So that in your department there is nothing like patronage?—No patronage; nothing like patronage; it is not possible for any member of the Board to get a person on my staff by personal pressure of any kind; he must go through the mill.

28 February 1913.]

Mr. HENRY DOBAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

30,650. (*Mr. Shipley.*) I want to ask you a question about the examination. I gather that these candidates are men who have recently left college, and they compete and are eligible at the ages of from 30 to 40?—The maximum age is 45, at which no one can compete.

30,651. As a matter of fact, after 30 one hardly cares to present oneself for an examination. I think that is an important point. I thought they were allowed to compete up to 40 or 45, but they do compete just after they have left college at 22 or 23?—I mentioned that most of them were about 20 or 30; I do not think the average is much more than 24 or 25.

30,652. That is a point upon which we have had a good deal of evidence?—This is the form of the advertisement: "An examination will be held in Dublin, in September, on dates to be fixed, to fill up vacancies for the undermentioned officers, assistant inspectors, and staff surveyors. Particulars can be obtained on application to the secretary of the Congested Districts Board, 24, Rutland Square." When they made application, each applicant got a copy of these particulars. Shall I read them.

30,653. I think that might be put in?—Yes.

30,654. I want to ask you this: Your Board is financed partly from money which it got from the Irish Church when it was disendowed. I understand you have had 1,500,000*l.*?—That was the capital sum; we get the income of that 1,500,000*l.* of the Irish Church Surplus Fund.

30,655. I wanted to know how much was the value of that after the whole thing was cleared up; what proportion of the total is that 1,500,000*l.*?—We do not know. We never got any of the capital; we only got the income.

30,656. As a matter of curiosity I want to know what the Irish Church was worth?—We only get the income; we do not know whether it really exists or not; the Chairman would be better able to tell you.

30,657. Is there any overlapping of the work of your Board with the work of the Land Commission?—No; we get on quite well. We are always in communication, and since the Act of 1909 we have no overlapping of any kind. We have always worked quite in harmony.

30,658. Supposing you had a dispute with them and you could not come to terms, how would it be settled?—We have no need, because under the Act of 1909 they are prohibited from purchasing any land in a congested area. We are the only purchasing body except in the case of direct sale. There is no possibility of any friction even if we were so disposed.

30,659. Is the term "congested" often left to the judgment of some of the officers?—No; it is a legal definition. A congested holding is one under 7*l.* rateable value; a congested townland is one one-half of the area of which is made up of congested holdings; a congested estate is an estate comprising holdings one-half of which are under 7*l.* rateable value or do not exceed 7*l.*

30,660. And it has no relation to the density of population?—Not in that sense.

30,661. (*Chairman.*) Would you say it had if you go back to the early definition in the first Act?—The earlier definition of a congested holding is a different thing from a congested district. The definition of a congested district under the Act of 1891 was arrived at mechanically in this way: it was an electoral division where the population of the electoral division, divided into the rateable value, gave a result of 30*l.* per head or less. It was scheduled as a congested district provided that not more than one-twentieth of the Union did not come within that definition. A non-congested district might be one with a sparse population, if the land were poor. There might be a dense population and comparatively good land.

30,662. (*Mr. Shipley.*) When this Act first came into operation, did you have any maps showing all those scattered bits of land belonging to the people or did you have to make them?—When we took up these estates we had to map all those holdings ourselves, because we did not require the landlords from whom we bought the estate to furnish us with detailed maps.

30,663. They probably had them?—They rarely had.

30,664. You could not rely on the traditions of the people?—Each one knew his own holding all right.

30,665. It had come down by tradition; there was nothing on paper to prove it was his land excepting perhaps boundary stones?—In a great many cases that was so. In the case of small rundale holdings it was quite an exceptional thing to get an accurate map of them, and we had to make maps of such holdings before we could commence our treatment of them and know where we were.

30,666. Did they ever remove their neighbour's landmarks?—I think they watched one another too closely for that.

30,667. Taking the men whom you send down to those parts chiefly in the west, do the bulk of them have to talk Irish?—No. In our examination for these appointments any one who speaks Irish gets marks for it.

30,668. There is no real difficulty in conducting the surveys in English?—There are just a few districts where there is difficulty, but only a few.

30,669. I gather that the whole movement has been a great success; has it checked emigration?—I do not think so; I don't think it has to any appreciable extent.

30,670. Emigration has gone down recently?—Well, it has in numbers, but not so much in proportion, as the population of the country has been going down. Of course the numbers are smaller, but the proportion still continues large. There is a temporary check; we have not had so much emigration for the last year or so. I do not think that can be attributed to our operations, because the holdings we provide are only sufficient to support one head of a family and the surplus population must go elsewhere.

30,671. Still you think the whole movement has been very successful?—We are naturally prejudiced, but we believe it has been eminently successful.

30,672. One of the tests of that is that neighbouring districts want to come into it?—Yes.

30,673. With regard to your staff, apart from the complaint that they are non-pensionable, is there any considerable discontent or widespread discontent?—Among the outdoor staff: I say they are a splendid body of young men and most loyal and keen about their work, and they think their pay is not so good as it ought to be. That is a natural feeling. I do not think myself it is.

30,674. Can you tell us how much the paid commissioners receive?—2,000*l.* a year. It is fixed by statute. With regard to their duties, this is a definition of their duties (*document handed in*).

30,675. (*Mr. Graham Wallas.*) You have a Board of 14 members?—Yes.

30,676. The action of the Board is the action of the majority of the Board present and voting?—Yes.

30,677. How often does the Board meet?—Once a month.

30,678. And all the important business is presented by the two paid commissioners to the Board and voted upon by the Board?—When put to the vote, but voting is very rare. The necessity of asking for a vote is very unusual.

30,679. What attendance do you usually have at the Board?—Very good.

30,680. How many out of the 14?—Generally about 10.

30,681. I want to consider for a moment the relations of your work with the general land administration by the Government in Ireland. I may take it that the problem you had before you when the Government began to undertake the land question was that the arable land in Ireland was held in small intermingled strips, and these intermingled strips were occupied by occupiers who claimed and had certain rights, and that there were certain other rights claimed and had by the landlord?—Well, the right of the landlord was merely a right to collect rent; he had little else to do; the Land Act secured the tenant in the occupation of the land so long as he paid the statutory rent.

30,682. I am speaking of the period before the Land Acts. The general administrative action of the

[28 February 1913.]

Mr. HENRY DORAN. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

Government of Ireland with regard to land is to substitute for that system a system of occupying ownership in which every holding is sufficient for a family to live upon?—That is the ideal.

30,683. Taking that problem as a whole, I want to consider what Government departments are concerned with the carrying out of that policy. Would you say that the general substitution of an occupying ownership for dual ownership is a problem which concerns all Ireland?—Yes.

30,684. In the general administration of that policy the Irish Land Commission is concerned?—Yes.

30,685. And you have correspondence from time to time with the Irish Land Commission?—We have to work with them; we are in very close touch with them.

30,686. In constant touch with them?—Yes.

30,687. By correspondence with the Irish Land Commission?—Yes.

30,688. Your Board is concerned, so far as the supply of breeding stock and seeds, and so on, for these new holdings goes, with the Department of Agriculture, and you have to be in touch with them?—We have looked upon ourselves as preparing the way for agricultural development. When we have the holdings provided, our idea is that the Department of Agriculture should step in then and find better circumstanced holdings than those which previously existed, and so they would have greater facilities for inducing the people to develop agriculture.

30,689. You have to keep in touch with them?—We do.

30,690. And you are in correspondence with them?—Yes, but we do not interfere with them.

30,691. You have to work with the Public Loans Fund Board?—No, we have no connection with them.

30,692. Do they ever advance money in connection with these holdings?—No; not out of public funds.

30,693. Have you to keep in touch generally with the Valuation and Boundary Survey of Ireland?—We have to obtain from them certified maps and areas of each holding. Beyond that we have not. When we provide new holdings we apply to the Valuation Office for a revision of the rating.

30,694. Have you to keep in touch with the Inspectors of Land Improvements under the Board of Works?—No, we have no connection with them.

30,695. Have you to keep in touch with the Board of Trade in their work with regard to foreshores?—Yes, we have a good deal of connection with them with respect to seaweed rights.

30,696. Does your work bring you in touch, to any definite extent, with the Local Government Board?—We have no direct work with them.

30,697. No direct connection with them. Your estimates representing your general policy have to be prepared in the Chief Secretary's Office?—Oh, no; the Chief Secretary is merely an *ex-officio* member of the Board; he has no direct control over the Board.

30,698. The Chief Secretary says, on page 15: "All important financial proposals have now to be submitted by the Congested Districts Board through him"?—That is so. These are only the ordinary estimates. They are forwarded by the Chief Secretary to the Treasury for approval.

30,699. And considered by the Chief Secretary?—So far as they have to be submitted.

30,700. Concerned with carrying out the general land policy of the Government of Ireland, you have six offices all situated in Dublin and communicating by letter with each other?—Yes; but the important office with which really we have any practical work is the Land Commission, the Estates Commissioners, in making our valuations, revising the surveys, and altering holdings of untenanted land. There is also the Chief Secretary's Office. But we really have not very much to do with any of the others.

30,701. (Mr. Boutwood.) I am not quite clear about this—your Board seems to be independent of the Land Commission and to have a statutory origin. Within the range of your power can you do anything in your area that the Land Commission cannot do in its area?—We can.

30,702. What?—The Land Commission cannot spend any money on the improvement of estates purchased by them except when they are congested districts. They have no money available for the development of an estate or the improvement of an estate unless it is an estate which is scheduled as congested. In the acquisition of these estates they can only incur an expenditure each year to an extent that does not exceed 10 per cent. of the cost price of the estate sold to them. They have no money available and cannot do anything to develop a district in the same way as we can do in a general way.

30,703. Another matter I am not quite clear about. You have mentioned the 1,500,000*l.* from the Irish Church Fund, but you deal with many millions?—For the purchase of estates we get the money through the Estates Commissioners, who get it from the National Debt Commissioners. For the purchase of estates it is a different thing from our own income. We get the money for the purchase of an estate in this way: When we decide to purchase an estate, say, for 300,000*l.*, we enter into a preliminary agreement with the owner of the property to buy his estate for that sum. We lodge all the necessary papers with the Estates Commissioners who investigate the title, and when the title is approved of we requisition them to pay him the money, and that money is paid out of the Land Purchase Fund. We do not touch it at all. The owner is paid off, and then the estate is vested, and then we proceed to treat the estate. An account is opened for the estate separately. We get the 300,000*l.*, and we buy the estate *in globo*, and as we sell each tenant's holding we lodge an agreement with the Estates Commissioners showing the amount for which that tenant agrees to buy his holding. When that is approved of it is written off against our indebtedness until the whole estate is sold. We probably have sold it for 320,000*l.*, having spent 50,000*l.* and lost 30,000*l.* That is shortly the way the thing works out.

30,704. When you arrange the holding and put the tenants upon new holdings with, perhaps, new houses, do you give them implements or stock?—We do not do anything in getting them implements. We make a loan to them, if they desire it, to an amount not exceeding 50*l.*

30,705. As a general result of operations of that sort does the rateable value increase?—No, the rateable value of land in Ireland under the present statute cannot be altered, and it can only be varied when buildings are erected. When, therefore, we put buildings on untenanted land the rateable value is increased in respect to the buildings.

30,706. In another connection, with regard to inspectors under the Land Commission, we had two tables put in showing the qualifications of the men appointed; could you give us a similar paper with regard to your inspectors and valuers?—I have that here with respect to these 109 men (*document handed in.*)

30,707. In the exercise of your powers of migration do you ever send people very far from one county to another?—Yes, sometimes, but the bulk of them do not go from one county to another. It is not usual. They go quite freely seven or eight miles, and that kind of thing. Some have gone as far as 40 miles, but that is only a few, from one county into another. Some have come from the islands into the mainland.

30,708. (Mr. Shipley.) Do they pay back the debts very regularly?—We have not had a single defaulter in any case up to the present; not one single case.

(Mr. Shipley.) That is very remarkable.

Mr. W. L. MICKS, called and examined. Mr. J. R. O'BRIEN was in attendance.

30,709. (*Chairman.*) Mr. Micks, we have examined your colleague Mr. Doran, who has given us very valuable evidence. I understand that you and he divide the work between you. Mr. Doran deals with the agrarian portion, and you deal with the fishing and all the other industrial work of the Board?—Yes.

30,710. Will you please enumerate the departments of the Board with which you deal?—Fisheries, works, industries, and office discipline and arrangement.

30,711. Is the office discipline especially under your supervision?—It is very largely, because Mr. Doran is away so much in the country.

30,712. The fisheries is an independent and self-contained branch of your work?—Yes.

30,713. Who has executive charge of it now?—Mr. Pigot.

30,714. Is it a large branch; does it involve a large annual expenditure?—It does, it involves a large expenditure since the Board was reconstituted in 1909. They have started steamers and motor boats.

30,715. Do you mean steam trawlers?—Steam drifters.

30,716. How many have you?—We have two at present and three are being built.

30,717. Are they being built by the Board?—Yes, at the Board's expense.

30,718. Do the Board hire them out or work them themselves?—They work them themselves.

30,719. Am I to understand that the Board have entered into the fishing industry?—They have got a loan from the Development Commissioners for this purpose. They got a loan of 20,000*l.* from the Development Commissioners for the development of the fishing industry according to modern methods.

30,720. What is the policy of the Board in regard to fisheries?—The Board found that the sailing boats were not earning anything like the amount they used to earn.

30,721. The sailing boats used to be the property of the Board, and the Board used to let them out to the fishermen?—Yes, but we got the receipts, and we kept a certain portion of the receipts in repayment of the amount we spent on the boats and gear, and divided the balance according to a share arrangement among the fishermen.

30,722. There the policy of the Board was quite clear. It was not that the Board wanted to make money by fishing, but that the Board wanted to encourage the fishing industry?—The same method still prevails as regards the new boats, the steamers and the motor boats. The boats remain the property of the Board, and a portion—of course, it is a larger share—of the earnings go towards the repayment of the cost, and the balance is divided among the crew on the share system.

30,723. Have the Board in contemplation to divest themselves of proprietary rights in these drifters and confer them on the fishermen?—Our estimate is that a steam drifter will be really effective for about 15 years. We calculate we will get back our money in about that time. At present we are getting it back at a quicker rate, but we look on 15 years as a normal period for the replacement of the cost of a steam drifter.

30,724. The policy is not the acquisition of money by the Board, but teaching the fishing population how to manage these drifters?—Quite so.

30,725. And enabling them to make a living?—Yes, according to the new method.

30,726. It is the same policy as existed when the Board taught the fishermen how to build boats and to fish?—Precisely. We hope that capitalists in places like Londonderry and Galway will, as soon as they see the published results of our experiments in steam drifter and motor boat fishing, start crews of their own on the Scottish method, independently of ourselves. We don't look forward to employing the same number of men as hitherto have been working in the sailing boats.

30,727. Is the ordinary sailing boat fishing industry flourishing?—It is not at all flourishing, compared

with past years. At the same port, say our chief port Downings Bay, there are 50 or 60 local sailing boats fishing, and there are as many as 200 British steam drifters fishing. On a stormy day, the sailing boats cannot go out. The steam drifters do go out and bring fish in. When there is a dead calm, the sailing boats cannot go out. The steamers can, and they catch fish. On a good sailing day the fishing boats go out and bring back fish. The steamers do the same, but the steamers get in first, and get the top price of the market. The tendency of steam fishing is to lower prices, and the sailing boats get less fish at a smaller price.

30,728. Before you adopted this policy of steam drifters, Scotch steam drifters used to come round from Scotland and fish in Irish waters?—They do come at present. Their coming was what forced us into it. As many as 400 British steam drifters fish on the Donegal coast, and we have only got two steamers so far.

30,729. What are the other industries?—There is very little change since your Lordship's chairmanship of the Board. There are lace and crochet. The only new industry is knitting, knitting golf coats and other articles.

30,730. How does the carpet industry go on?—It is going on satisfactorily. The wages are not very large.

30,731. Has it now become established in the country, or does it still depend upon the enterprise of one firm?—The same firm is the only firm. They have four factories now in Donegal, and they are negotiating about one in the County Mayo. Its work is entirely apart from the Board. The Board only gave some slight assistance to that firm, by renting buildings.

30,732. The other industry which the Board favour are lace making and crochet?—Yes, and embroidery.

30,733. Has that now largely increased?—Yes, very largely increased. Last year the girls earned over 30,000*l.* chiefly in the County Mayo, in the districts which needed it worst, and the people were most anxious to do the work. The County Mayo receipts are very much larger than all the other counties put together.

30,734. Do the Board arrange for the sale of produce?—No. They never do. That is left to the head of the school. The head of the school is responsible for the marketing. She acts as the schools agent. We have no financial responsibility.

30,735. When you say the school, what do you mean?—The schools that the Board start in order to train the workers. The teachers whose salary is paid by the Board, remains on to teach new girls coming in, and also to work as agent for the girls who have learned the work.

30,736. Does she work through a great agency in Dublin, or communicate with France and other countries?—The largest number of schools supply their work to the Lace Depot in Molesworth Street close by. The schools that earn most have established a direct trade for themselves, chiefly with the United States. One school I know earned 4,000*l.* Practically all that lace was sold by the teacher in New York. Payment has been satisfactory, because a sum of 500*l.* is sent over in advance for the work before it is made.

30,737. (*Mr. Shipley.*) Over what period does that extend?—One year.

30,738. Was it a very big school?—Yes, I suppose it has over 60 workers.

30,739. (*Chairman.*) Is there a fashion in the lace trade, or would the same patterns do from year to year?—It is altogether a matter of fashion. You cannot have a high price if you are not kept up to the fashions and the coming fashions, so our inspector Mr. Phelan visits Paris, Vienna, and the different other markets. He used to be with the Lace Depot, so he is up-to-date, and anticipates the fashions with success, we think.

30,740. This large trade which you have established with New York, deals with the particular kind of lace that Americans want for the coming year?—Yes; Mr. Phelan gets a design worked in the districts.



28 February 1913.]

Mr. W. L. MICKS. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

We send that across, and the people in America say, "Make us so many yards, or so many founces of that."

30,741. How many schools of that kind have you established?—Eighty.

30,742. You say that the profits of these schools last year were 30,000*l.*?—Over 30,000*l.*, which does not include the work that is done in knitting. We provide a teacher, but the purchases are made and the payments are made to the girls by firms like Debenham of London.

30,743. When you say knitting, do you mean such things as sweaters?—Sweaters and golf coats, more especially the finer kind.

30,744. Is that all hand knitting?—Machine knitting is now coming in. We have two classes for instruction in machine knitting. The machine knitting is bound to succeed. We don't quite like it, but still we think, on the whole, it may not be an injury. A great deal of the work has to be done by hand, even with the machine work.

30,745. Up to the present, has hand knitting held its own?—It is not injured so far.

30,746. The hand-knitted sweater would have a value of its own?—The sweater is a rough article, but ladies prefer, I believe, the hand knitting for their coats.

30,747. Is there any other industry that has been established of late?—We have assisted a granite industry in Galway town. That is satisfactory, I think. It employs a limited number, but still it is valuable in that place as a means of employment.

30,748. What is the amount of money you employ in financing your industrial side?—About 5,100*l.* You will see it at page 38 of the 20th Report.

30,749. Between loans and grants?—Yes. Practically all that is the wages paid to the teachers.

30,750. Your office establishment is shown on page 21 of this statement furnished to us; they are pensionable officers at your headquarters?—Yes.

30,751. You have an under-secretary and chief clerk who, I presume, conducts the general correspondence of the office?—I have a full detailed explanation of the duties of each officer.

30,752. I merely want a general idea?—He is practically a deputy-secretary.

30,753. Your accounts' department is shown in this statement; there are five staff clerks?—There are six.

30,754. There are four minor staff clerks?—Yes.

30,755. Is your accountant shown among them?—He is. He is one of the staff clerks in charge of the accounts department.

30,756. What pay does he get?—400*l.*, rising by 20*l.* to 500*l.*

30,757. Your office then really consists of a secretary, a deputy-secretary, chief clerk who does secretary's work, and the staff clerk?—Mr. Pigot, head of the fisheries work.

30,758. Is he an outdoor officer?—He is mainly in the office. He goes down occasionally when something difficult occurs.

30,759. Mr. Doran has told us that the Board have submitted a scheme for bringing the temporary clerks on to the establishment and making them pensionable. How many temporary clerks have you on your side of the department?—We have not got them separately.

30,760. Mr. Doran told us that the outdoor staff number 109?—Of the others, we propose that the scheme which we sent forward to the Treasury, and which is still under consideration, should affect 81, and also 9 in the solicitors or legal branch. That would be 90.

30,761. Have you got a statement showing how the 81 are classified?—I have.

30,762. Would you be good enough to put it in?—Yes.\*

30,763. Does it show the scale of pay?—It does. We have three grades in our proposed scale. In the top grade there are eight men with a minimum salary of 200*l.* going by 10*l.* to 300*l.* In the second grade

there are 30 men beginning at 130*l.* and going by 10*l.* to 200*l.*, and the third grade consists of 43 men with a minimum of 70*l.* increasing by 7*l.* 10*s.* up to 130*l.*

30,764. Do these men come in by competitive examination?—Practically open competition. I don't think we have refused a man a nomination.

30,765. But you do, for appearance sake, insist upon a nomination?—The examination is held by the Civil Service Commissioners, and we conduct part of the inquiry for them. We conduct the inquiry into character and health.

30,766. Is that the only way in which nomination comes into play?—That is all.

30,767. Before a man is permitted to appear at the examination he has to give a certificate regarding his health and general character?—He has to be of the prescribed age and we send forward the name.

30,768. You make inquiries as to what his character is?—Yes.

30,769. There is an examination in handwriting, copying manuscript, English, arithmetic, mathematics, typing, stenography, French, German, or Latin, and Irish. Is Irish compulsory?—No. It is optional. If you compare the examination with that for the second division it is very much alike.

30,770. I find it here in the Civil Service abstract of rules and regulations?—The regulations are of course identical with the second division, and the subjects with the exception of Gaelic. There is some slight variation in the marks assigned to different subjects. There are 100 for Gaelic. We have in another subject, typewriting.

30,771. Your nomination is not a nomination really. It is an inquiry as to character and age, and you have got the Civil Service Commissioners holding the examination?—Yes. They send us the names of the successful candidates.

30,772. You have established scales of pay which bring your establishment on a second division basis?—Yes.

30,773. Do you give the right of promotion from this body to your staff clerks?—That is a matter that has not yet arisen, but my own impression is that that ought to be the course, but they would not occupy the same position. Suppose a vacancy occurred in one of the Civil Service positions, we could not promote a man from our own staff and give him all the benefits that his predecessor had. We could give him the salary but we could not give him a Civil Service pension.

30,774. If the Treasury accepted your pension scheme, would it be the ordinary pension scheme of the Civil Service second division?—That is a matter for negotiation. We don't know that a bit.

30,775. If your claim to bring your clerks upon the establishment were granted it would be practically establishing a second division in your office?—Certainly.

30,776. That being so, would not men of the second division naturally have a claim for promotion to the staff appointments on the occurrence of a vacancy?—I think so, but they would not have the same status as the present men, because the present men's pensions are paid by the Treasury.

30,777. Your pensions would come out of your own funds?—Quite so.

30,778. (Mr. Boutwood.) Why are the salaries and pensions of these men charged against the Treasury, and the rest of your staff against yourself?—Because when the Congested Districts Board was started in 1891 these men were transferred from other public departments to our staff, and so they carried their pension rights to other departments.

30,779. (Mr. Graham Wallas.) On the industrial side of your work you must be in close touch with the Board of Agriculture and Technical Instruction?—They give instruction but they don't carry on the same mercantile methods that we do; but we are closely in touch, and consult with them very frequently. For instance, as soon as the new area was given to us under the Act of 1909, we found that the department had already established instruction there, and we had a conference with the department and arrived at an arrangement that we should not start any school in the

\* Vide Appendix LXVIII.



28 February 1913.] Mr. W. L. MICKS. (Mr. J. R. O'BRIEN was in attendance.)

[Continued.]

new area except with the consent of the department. That was to prevent any possible overlapping.

30,780. Would it be the case that a body of fishermen who wanted to improve the industry and obtain boats might still, in some cases, have to choose whether they would apply to you or to the Board of Agriculture?—No; the coast of Ireland is divided distinctly between the two. We have the whole western coast of Ireland from Lough Foyle to Cape Clear and a little to the east of it, and the department has the rest. The department don't expend money or carry out schemes in our area. They exist as a fishery authority for making bye-laws for the whole of Ireland and for gathering statistics, but there is no overlapping.

30,781. In their area they carry out the same functions as you carry out in your area?—Quite so.

30,782. (*Mr. Shipley.*) The research steamer is still worked by Mr. Green and Mr. Holt?—That is under the Department of Agriculture.

30,783. The Department of Agriculture is doing the research work, finding new fishing grounds and so on?—That is scientific work. We don't do any scientific work.

30,784. I am Chairman of the Council of the Marine Biological Association of Great Britain, and I think I may say that it is also practical work. It is endeavouring to find new fishing grounds. Has the Board of Education any fishing work?—No.

30,785. Do the Irish Lights Board do anything about fishing?—No.

30,786. What is the Board of Conservators of Fishing?—They are local men dealing altogether with salmon fishing in rivers and tidal waters.

30,787. Have you anything to do with fresh water fishing?—No. We give a little money to stimulate hatcheries, and preserving in large lakes like Lough Corrib and Lough Mask.

30,788. Is the Board of Conservators an official board?—No. It is a local body altogether.

30,789. There must be a great deal of correspondence between these different boards, when they come in contact with regard to fisheries?—No. We are not at all scientific. We simply try to increase the earnings of fishermen on the west coast. We don't come in conflict or contact with the department. The department have only got a small sum to spend on fishing. I think it is only 10,000*l.* a year.

30,790. Do you do anything besides hatcheries to develop fresh water resources? Did you ever contemplate pearl fishing, which pays in some parts of Germany, and used to pay in some parts of Scotland; and fresh

water pearls are very much sought after in some parts of America?—Many fresh water pearls are got in the west of Ireland. There is no law regulating that fishery.

30,791. It is not systematised at all?—No. When the river is low people go in and gather mussels, and look for pearls.

30,792. I believe that shirt buttons are made of the shells of those mussels; most of them come from Scandinavia, that has never been developed?—No.

30,793. Do you do anything about creameries?—We have nothing to do with it in our office.

30,794. Is your work increasing or diminishing? Do you contemplate coming to the end of your work?—As regards the land side we have not made an estimate, but I believe that the Treasury have made an estimate that it might come to an end in 20 years.

30,795. Is there any marked discontent among your staff?—I don't think there is anything undue.

30,796. This little document, which has not been referred to as yet, deals with a small number of clerks in the Congested Districts Board who are members of the Irish Temporary Clerks Association. It says that in every case the prospects of increment and promotion are practically nil; I suppose that that only applies to a very small class?—That applies to a vanishing class. After our next Civil Service examination I think that that class may go altogether.

30,797. (*Chairman.*) Does that apply to the temporary clerks who sent in a memorial?—Yes. There are a number with the solicitor. He gets a lump sum of 700*l.* a year, and he can employ anybody he likes for the 700*l.* a year, and he employs men at, I think, about 30 shillings a week to do scrivenery and matters of that sort. They are, of course, in a hopeless position, but he employs them merely for routine copying and matters of that kind.

30,798. (*Mr. Shipley.*) They took this up knowing their future?—Absolutely. There are a few ladies employed by us in copying outside.

30,799. (*Chairman.*) Where are these men to be found?—In different departments. They are chiefly typists and shorthand-writers. We expect to eliminate these after the next examination. Our scheme of Civil Service examination only came into operation last year for the first time. We hope to have a second examination soon, and I think that class will disappear then. Our hope and aim is to have all our staff on the grade of salaries of the second division scale.

30,800. (*Mr. Boutwood.*) Do you mean that they will disappear suddenly, or drop out as they die off?—A number will go suddenly, I am afraid.

Mr. JOSEPH A. GLYNN, called and examined. Mr. JOHN HOULIHAN was in attendance.

30,801. (*Chairman.*) Mr. Glynn, what is your official designation?—Chairman of the National Health Insurance Commission.

30,802. When were you appointed?—On the 30th December 1911. That is the date of our warrant.

30,803. Please give the Commission a brief sketch of what you have done, of what your functions are, and how far you have gone in your work of National Insurance in Ireland?—Our department is divided up into two divisions—the indoor and the outdoor. The indoor staff, with two exceptions, is recruited entirely from the Civil Service.

30,804. You have recruited your indoor staff altogether from the Civil Service, with two exceptions?—Yes, my private secretary and the officer in charge of the statistics. We have what is known as the intermediate system in our office, and when we want to appoint clerks we have two alternatives open to us, either to go to the Civil Service Commissioners for a junior intermediate clerk or to appoint second division men under clause 6, and we adopted the latter course. From all the other Irish offices we got together an intermediate class.

30,805. Why do you call it the "intermediate"?—We have no second division clerks as such in the office at all.

30,806. What is the initial pay in the lowest grade in your intermediate class?—It begins at 100*l.* a year, and rises to 350*l.* Beginning at the top, we have the secretary and the assistant secretary. The secretary begins at 850*l.* and rises to 1,000*l.*

30,807. I want to ascertain from you what functions you discharge. When we know of the functions that you have to discharge then we can look into the staff to see whether the organisation is appropriate to the proper discharge of their functions?—Our functions are to administer the National Health Insurance Act, Parts I. and III. We have to see that every person in Ireland under contract of service is insured, and we then have to issue the cards to the employes, and again collect the cards at the end of every quarter, and credit the different societies with their proper contributions.

30,808. Now, in order to enable you to perform these functions you require two sorts of establishments, an indoor and an outdoor establishment?—Yes.

30,809. Let us consider what indoor establishment you have. First, you yourself, over everything, and immediately under you there is a deputy-chairman?—Yes.

30,810. And he was appointed at the same time as you were?—Yes.

28 February 1913.] Mr. JOSEPH A. GLYNN. (Mr. JOHN HOULIHAN was in attendance.) [Continued.]

30,811. And you have also got two colleagues as commissioners?—Yes.

30,812. Therefore, there are in the "Direction," four officers, one drawing 1,500*l.*, one 1,200*l.*, and the two others drawing 1,000*l.* each?—Yes.

30,813. Then there is the secretary. How did you obtain your secretary?—He was appointed by the Government at the same time as ourselves.

30,814. Mr. Houlihan, you are secretary to the Commission; were you in the service of the Government before?—(Mr. Houlihan.) Yes, in the War Office.

30,815. By what examination did you enter?—By the Class I.

30,816. The open competitive examination for Class I.?—Yes.

30,817. Did you pass from a university?—I finished in the Royal University in Dublin, and then I went to London to a well-known grinding school.

30,818. Then there is the assistant secretary. How did you get him?—(Mr. Glynn.) We got him from the Civil Service. He entered by Class I. also.

30,819. What department did he come from?—The Local Government Board, Ireland.

30,820. Now according to the classification we come to Group II—Civil servants. You have five first class clerks in that grade, and 28 second division clerks. Apparently, you have got some second division clerks then?—We have two or three that are awaiting promotion. When they were transferred we found that they hadn't done their eight years' service.

30,821. You have five first class clerks in Group II. Of these four entered the Service as second division clerks by open competition?—Yes.

30,822. And one is a junior clerk in the Supreme Court of Judicature in Ireland?—Yes.

30,823. I suppose they had special examinations in the High Court?—Yes.

30,824. You took these four officers who were in the second division and converted them into the intermediate division?—Yes.

30,825. Why, Mr. Glynn, didn't you preserve the second division organisation throughout?—It was considered a better service; this matter was considered in London. The class of work that was to be done in our office was considered to be better adapted for the intermediate grade than for the second division.

30,826. Where did this discussion take place; who took part in it?—That was a matter decided by the Treasury.

30,827. You personally did not suggest it?—No, we were told that this was the grade that was settled by the Treasury.

30,828. Your two assistant accountants entered also as second division clerks. Do you regard them now as in the intermediate grade?—They are. As a matter of fact that is their grade.

30,829. And there are 28 clerks shown as second division clerks and examiners. Twenty entered as second division clerks by open competition and two as assistant clerks. How many of these are now recorded as intermediate clerks?—All of them.

30,830. Then it is a mistake to enter them here as second division?—They came to us as second division and were then transferred. They entered the Service as second division. I took column 7 as meaning how they entered the public service and not our service.

30,831. I mean column 2?—Well, that means second class clerk.

30,832. Well, then the word "division" is a misnomer. Is not that rather a large establishment Mr. Glynn—these 35 clerks to begin with?—We find as a matter of fact, that most of them have to work considerable overtime as the work is excessively heavy.

30,833. How many persons have been insured?—At the present moment well over 700,000 but owing to the scattered areas in Ireland they are much harder to get at than in Wales where five-sixths of the entire insured population lives within twenty miles of Cardiff, and we have a much larger number of societies proportionately to deal with in Ireland than in the other countries.

30,834. What work is done by the supervising assistant clerks?—We have only two in the office, and it is a promotion from the particular grade, but they

do practically the same work as the assistant clerks; they look forward to that promotion in the office.

30,835. I suppose they supervise the rooms in which the clerks work?—Yes.

31,836. Did you get these clerks from the Civil Service Commissioners?—Either from other public departments or the Civil Service Commissioners.

30,837. You have 39 assistant clerks—did you get them from the Civil Service?—Yes, all of them.

30,838. Did they all enter your service for the first time?—Not into ours; most of them came from other offices. I understand that of the last batch of them about half came from the Civil Service Commissioners.

30,839. Are these assistant clerks all Irishmen?—I think all of them. (Mr. Houlihan.) There may be one or two exceptions. When the Civil Service Commissioners were asked for men they sent us Irishmen.

30,840. The impression was left on my mind that when an Irish boy passes into the assistant clerks grade in London, he generally wanted to get back to Ireland?—The Civil Service Commissioners divide the year into two seasons, in one of which transfers are allowed from London to Dublin. In the other there are no transfers allowed. That enables Irish boys who go in for the latest examination to come to Irish offices direct.

30,841. You have 11 female shorthand writers and typists. Do you recruit these by any educational test?—(Mr. Glynn.) They have to pass an educational test before they are put on the permanent staff. We take them on temporarily until we test them in the office and if the secretary or accountant, whoever is over them, is satisfied with their work then the best of them are sent up for examination.

30,842. Who conducts the examination?—The Civil Service Commissioners.

30,843. You nominate the typists, and on nomination they present themselves for examination?—Yes, that is so.

30,844. Do they work in the same room or side by side with the men?—They don't work with the men. They have all their own rooms. They are in different offices because we are scattered like most Dublin offices, unfortunately, over six houses, and the women are separated in different houses, but they have rooms for themselves.

30,845. And under a female superintendent?—Yes, our female superintendent who is in the principal building.

30,846. Let us come to the outdoor and inspecting staff. You have one chief inspector and five inspectors, and 16 assistant inspectors. Does the chief inspector stay in Dublin at the head office or does he travel about?—He practically stays in Dublin, but he is supposed to have Leinster as his travelling district, but he is not able to go around.

30,847. Who is your chief inspector?—He is Mr. Darley, a barrister and the founder of a big benefit society here in Dublin.

30,848. How did you recruit him?—He had founded one of the biggest friendly societies in Ireland, and we found that he had experience of just the very class of work that we had to do, and in addition the professional qualifications of a barrister, and so we took him in.

30,849. You got the sanction of the Treasury before you accepted him?—Yes.

30,850. How did you get your inspectors?—Two of them by nomination and three of them by open competition.

30,851. Three?—Yes, we had 10,000 applications, and we appointed from our commissioners two members and the Civil Service Commissioners appointed one, and they went into the applications and made selections, and a number were called up for interview. The result of that interview was to bring down the number to about six or seven for each vacancy. They were then examined and got their positions in order of merit.

30,852. By whom were they examined?—By the Civil Service Commissioners.

30,853. Was the examination a written examination or was it merely an interview?—Both written and oral. It was divided into an examination under the Act of Parliament, which was very severe, both written and oral,

28 February 1913.] MR. JOSEPH A. GLYNN. (MR. JOHN HOULIHAN was in attendance.) [Continued.]

and a literary test—not a stiff examination by any means, but owing to the limit of age we felt that you could not have a severe literary examination for men who were away at work for 15 years or so.

30,854. And the examination was principally upon the Act of Parliament that they would have to administer?—Yes, 50 per cent. of the marks were given for the Act of Parliament.

30,855. And the rest was a thesis, was it?—There was a regular examination, I believe, in mathematics and English, and composition.

30,856. And an oral examination?—Yes.

30,857. Did you see the papers Mr. Houlihan?—(Mr. Houlihan.) I did, my Lord, but not at the time. So far as I saw the papers, they would be something below the second division standard, but, of course, the competition would not have been keen, the number of candidates does not indicate the same standard of competition as would apply in the second division where they would be more numerous.

30,858. It was a competition amongst selected candidates?—Yes.

30,859. How were the 15 assistant inspectors selected?—(Mr. Glynn.) Seven by direct nomination. We appointed originally 25 lecturers—20 men and five women. They were brought over to London and got a thorough training in the Act.

30,860. How did you select these men?—We had to do the best we could from our own knowledge. When the secretary and the assistant secretary and the commissioners knew a good man and a good speaker, and intelligent and presentable, they got him.

30,861. From their own knowledge they selected the people?—Yes.

30,862. There was nothing in the shape of an advertisement asking for people to apply?—Not for the lecturers, because they were only appointed from week to week. Without the advertising we had 3,000 applications.

30,863. After going to London and being instructed were they sent to different parts of Ireland to lecture?—Yes. We had two types of them. We took a certain proportion from men who were working in factories and knew that sort of work, and the next type of men were men of sound education and of a university type, who would go to work in the good class towns.

30,864. When they were finished were they made assistant inspectors?—Yes, we made a selection from these men of two inspectors and seven assistant inspectors.

30,865. Were they appointed under any examination?—They were appointed under clause 7. The time was short and without that we could not have got any men.

30,866. Were the inspectors appointed in the same way? How did the others come in?—In the same way, by open examination amongst selected candidates.

30,867. How did you appoint the women inspectors?—In the same way. We selected one of the women lecturers as being the most suited, as we considered at the time, for the appointment, and the others by competitive examination, except the chief woman inspector, who was a direct nomination.

30,868. What is the standard of your health insurance officers?—They are rather above the average that would be expected from men in that grade. We found that the average were men of a class that in England would not take up the post at all. We got a very well educated and superior class of men. Some were from the factories, a very good type, and some were men that were in the country and had a thorough knowledge of the country, and had been in the habit of acting as secretaries of societies and doing work of that class.

30,869. You did not look to the college type of young men?—No. You see that the age limit was 25, and men of this class are already in employment.

30,870. And that limit would exclude the student?—Yes, we were assured that they would be too young for the delicate class of work that they would be called upon to discharge in going to people's houses, making inquiries and discussing things.

30,871. Of the accountants, several are women?—

The card branch and the tellers are all women, the same as in the Post Office.

30,872. You have a very considerable body of accounts to keep?—Yes, very big.

30,873. You have five first class clerks—are they not accountants?—Three are on the accountant's branch. (Mr. Houlihan.) The staff is interchangeable between the different sections, it depends upon the character and the pressure of the work.

30,874. Do you think you have the greater portion of the people that should be insured on your lists?—(Mr. Glynn.) Oh, we have by far the larger proportion. We have, I should say, 75 per cent. at the present moment, because they come in in much greater numbers than at first, and, judging by the rise in the sale of stamps, there is a steady increase, and we expect that by the end of another year we ought to have 800,000 insured in Ireland with a further increase in another year of 100,000.

30,875. You have no connection with the Labour Exchanges?—Oh, no. We don't touch that at all, except so far as regards the information that they give as to persons employed.

30,876. Who works the Labour Exchange?—The divisional officer for Dublin is Major Fuge.

30,877. Does his jurisdiction extend over all Ireland?—Yes, and they have a much more detailed system than we have, because they have practically in every town some officer who is a local person and gets a small salary and keeps a registry. We have no local system of that kind.

30,878. (Mr. Graham Wallas.) You have rather an elaborate system of cards, have you not?—Yes.

30,879. And card collectors?—Yes.

30,880. And it constitutes a part of the whole of a rather ingenious system?—Yes; they have it very well organised.

30,881. When you came into office had that system been thought out for the insurance system generally in England, or was it thought out in your office?—Well, that was thought out in London, where all the conditions were thought out and all the countries were represented on a joint committee that elaborated the system.

30,882. And every suggestion that could be made for reducing the routine labour was made to that committee?—Yes. They consulted picked men from all over the United Kingdom for that purpose.

30,883. And the result of that was that it was applied to your department?—Yes. Of course, in some cases we did not follow all their details because we have not the same division of labour as they have in England, where each branch is practically an independent branch acting upon its own lines. We had to concentrate very much more. In that way one of our branches does what two or three branches do in England.

30,884. And if that card system of labour saving had not taken place, you would have been overwhelmed with work?—Oh, yes. Besides, our accountant had spent all his time at the Post Office, and he was used to that class of work.

30,885. You had no suggestions from the Stationery or other offices of the Government on this subject?—(Mr. Houlihan.) No. They would not come to us direct, but through the sub-committee that was dealing direct with it.

30,886. As I understand the system by which you appointed your clerks and your inspectors, you have from time to time vacancies in your Health Insurance offices?—(Mr. Glynn.) No, not so far.

30,887. Were you overwhelmed with letters recommending capable and desirable people for posts?—Yes, we were up to the time of the interviews. I suppose my post bag must have been something like 1,000 letters a week, and everybody that knew the candidates that were up was writing to me.

30,888. And you think that the machinery you then created for self protection was an advantage?—It would be. I think the interview was honestly and properly carried out. Neither myself nor the deputy chairman sat on the interview committee at all. We appointed Dr. Maguire and Mrs. Dickie, and a repre-

28 February 1913.] Mr. JOSEPH A. GLYNN. (Mr. JOHN HOULIHAN was in attendance.) [Continued.]

representative came from England from the Civil Service Commissioners.

30,889. You valued from that point of view the co-operation of the Civil Service Commissioners in preventing pressure?—Yes, because he was there sitting on the Commission perfectly independent and not knowing anybody, and he judged of the merits of the candidates as they came up.

30,890. And you think in that way you got the best results by having a representative on one hand of the department concerned, and on the other a representative of an independent authority?—Yes, we thought it worked out very well in this case and saved us a vast amount of trouble.

30,891. (Mr. Shipley.) Which is Part II. of the Act that you don't administer?—Part II. is the Unemployment section.

30,892. Who does the Part II.?—The Labour Exchange.

30,893. You don't have to do with doctors?—We have no medical benefit in Ireland. Part II. has nothing to do with the National Insurance Act, and Part III. is the general section that applies both to Part I. and Part II.

30,894. Can you give me the number of your staff and the cost of the officers in round figures?—I have the total numbers.

30,895. Is it not 178?—(Mr. Houlihan.) Indoor and outdoor. (Mr. Glynn.) I could not give the cost at present. I will add it to the evidence.

30,896. I want to get some sort of relation between the cost and the benefit that the public get. Is it usual when a new Act is coming into force to send out at the cost of the taxpayer, people to lecture?—Well, it was an innovation. I think we had a precedent for it in Ireland to some extent in the Department of Agriculture. The idea of sending out lecturers was my own idea which I recommended to the joint committee, and which the Chancellor thought a good one to adopt. It was done all over the United Kingdom. I knew what had been done by the Department of Agriculture and Technical Instruction when the Act was passed in the way of lectures, and I thought it a very good way of making the Act known to the people.

30,897. You say, judging by the number of stamps sold, there would be an increase in the number of people insured—does that point to progressive poverty amongst the people?—It means that like everything else people will avoid paying if they can, but owing to our staff being now well distributed they are getting in touch with the uninsured people, those who have not up to the present been insured.

30,898. The Scottish commissioner told us some of his officials were watching people—I think I should call it spying myself, but he called it watching them—have you to do that here?—The Health Insurance officer's duty is to carry out section 112. His duty is to visit all factories and workshops and private houses where people are employed to see if the people are insured.

30,899. And has he a right to enter a house?—He has no right to enter a private house, but of course he can knock at the door and ask to see the proprietor but if he is told to leave he does so at once. As a matter of fact I must say nowhere in Ireland except in two or three districts, has there been any resentment shown. On the contrary the people have afforded every facility to our inspectors and Health Insurance officers.

30,900. And the sailors and fishermen—are their cards in order?—Fishermen with us are different—we have not completed our inquiries with reference to the fishermen because we have not the same number as they had in Scotland.

30,901. Is the tuberculosis division efficient?—Yes, in Ireland the county councils are coming forward very generously to work the sanatorium benefits and I have been able, owing to being so long connected with county councils in Ireland, to get in touch with most of the county councils and I got them to take up the work.

30,902. You stated there were none of your officials distributed in the various county towns, but of course

you have got the county committees sitting there?—Yes, we have county committees in all the counties.

30,903. You are in touch with them?—Yes the officials move about and attend meetings of these county committees.

30,904. You told us that in London they had done their best to get some mechanical device for counting these stamps; do you know if they considered any device like they have in America, having cards with holes punched in them instead of stamps stuck on them?—They had all these before the committee. I am not in a position to say, as I have no knowledge of the particular evidence they took. I never was on that committee and we only know the results as they come to us.

30,905. It seems to me there ought to be some contrivance which would save this terrible monotonous work of counting millions of stamps every day almost?—It is not such a big thing with us as it is in England. We have, after all, only seven or eight hundred thousand.

30,906. (Chairman.) At the head of this organisation in Ireland there are four—the two Commissioners and the chairman and deputy-chairman?—Yes.

30,907. Is there work for such a strong Board as that?—I think so. I have myself divided the office in consultation with the other commissioners so that each commissioner has his or her work assigned.

30,908. Would you be good enough to explain what is the distribution of work between yourselves?—I take the entire outdoor staff; the entire inspection work is directly under me. Of course, everything comes through the secretary or the assistant-secretary, but then the files dealing with the inspection staff come to me. All prosecutions come through me, and there are no prosecutions unless I initial that particular file after I have read all the particulars. In addition to that, none of the other commissioners are allowed to decide any point of principle, unless it is brought before the Commission or sent to me, and if I think it is of sufficient importance to be referred to the Commission, I so rule. Then, in addition to that, I myself am the second signature to what we call "X decisions." These are decisions where persons are excepted or exempted from the Act, and that second branch is dealt with by the deputy-chairman. He has charge of what we call the "X Department." First of all, the principal clerk and his assistant give a ruling on the facts as they come in. The system is: the person who claims to be exempt from the Act gets a form from the local pension officer, which is filled up by the employé, and another by the employer. The local pension officer writes a report on that, and it is sent up. That is dealt with by one of the clerks in the office, who writes a memorandum of what he thinks the decision ought to be. That goes to the deputy-chairman, who reads the file and writes "Agreed," or his reasons for disagreeing, and then they come to me, and I initial them. They don't go before the Commission as a whole. In addition to that work, the deputy-chairman does the approved societies, which is a very heavy class of work. All questions dealing with the work of the approved societies come either direct, or through the accounts branch, to him. They may come through our own approved societies branch, or may come on reports from the auditors, and he deals with all these.

30,909. What do the other two commissioners do?—The medical commissioner deals with all the questions of sanatorium benefits, and he has under him all the county committees. There are 39 county committees, and his branch has exceedingly hard work. In fact, I think the medical commissioner's work must be really, proportionately, harder than any of our work. He is assisted by two medical officers, who travel around. They are not always in the office. They generally spend time in visiting the various county committees, and arranging about helping them in sanatorium work. Then Mrs. Dickie has under her charge all the deposit contributors, whose accounts are in the Post Office—people not in approved societies; also all questions referring to maternity benefit, except medical questions, which go to the medical commissioner. In addition, she has any approved societies which are purely women's societies; in fact, any question dealing with women as

28 February 1918.] Mr. JOSEPH A. GLYNN. (Mr. JOHN HOULIHAN was in attendance.) [Continued.]

such. In addition, she is also doing a large amount of work in connection with the insurance of outworkers. That is a very pressing problem with us, and has not been settled yet in Ireland.

30,910. What is that?—An outworker is a person to whom a firm sends work to do, and which the employees do in their own home. There is a vast amount of it in the North of Ireland—all over Donegal and other places.

30,911. (Mr. Shipley.) You say you initial all prosecutions that take place—could you tell us how many prosecutions have taken place?—To the end of January, I think, the exact figure was 70 prosecutions, individual prosecutions, which included about 900 separate summonses. You might have 14 summonses against one employer.

30,912. Is that a large proportion of the number you recommended?—As a matter of fact, of the numbers of complaints that come in, 2 per cent. go to prosecution.

30,913. Not 2 per cent. of the numbers that come in are prosecuted?—The other 98 per cent. stamp when the letter goes from the office. The inspector first reports that in such a district a person has refused to stamp. Then there is a warning letter sent from the office, pointing out the liability that the person is under for not stamping. That is followed up by a second visit from the assistant inspector or the Health Insurance officer, and if on the second visit the person is still obdurate, then it comes back with a recommendation. We then take statements from the employé on a special form, and when the case is ready for a prosecution the files are sent to me to read, and to know if I shall order a prosecution.

30,914. Practically you then recommend it in every case?—In every case where there is deliberate refusal

to comply with the law. It is only in cases where there is deliberate refusal.

30,915. What is the result of the prosecutions?—In every case up to the present we have had fines inflicted.

30,916. Heavy fines?—Oh, no; as a rule they don't fine very heavily, but sufficient anyway to insure that the persons complied with the law, with the exception of one or two people of very high social position, who will have nothing to do with it, and still wish further prosecution.

30,917. (Chairman.) Are you familiar with this class of ordinary second division clerks?—Personally I am not. Of course, I never was in the Civil Service. I am only one year a Civil servant myself.

30,918. Mr. Houlihan is?—(Mr. Houlihan.) Yes.

30,919. Is the work which these 28 ordinary clerks do of a different type, or is it of the same type as is done generally by the second division?—I should say it is something of a higher standard, and has had to be done, of course, under circumstances of unusual pressure.

30,920. In what way is it of a higher standard do you say?—The general administrative return of the work that is done, dealing with what is generally admitted to be a complicated Act of Parliament, and each individual having to take, from force of circumstances, a great deal of individual responsibility.

30,921. (Mr. Boutwood.) Does that apply to the 28 or the 5 only?—The 28.

30,922. (Chairman.) I should have thought second division clerks would have been able to do this work?—These men have been second division clerks with considerable experience, varying from about eight years, which is the length of service they must have to be promoted, to, perhaps, 15 or 16 years' service.

30,923. Were they picked second division men?—They were picked men.

Mr. JAMES MILLS, I.S.O., M.R.I.A., called and examined.

30,924. (Chairman.) You are Deputy-Keeper of Public Records?—I am.

30,925. How long have you held that position?—Thirteen years.

30,926. Would you tell us very briefly what is the character of the records you keep?—They are all the records of the country over 20 years of age, primarily the records of the law courts, but ultimately practically everything in nature of public documents that exist.

30,927. Have the records from the Muniment Room of Dublin Castle been transferred to your keeping?—All the older ones.

30,928. Down to what year have they been transferred to you?—Practically down to 1790. We are bringing later ones over now.

30,929. Down to what year has it been determined that the records are to be transferred to you?—Under the Act they are transferred as the indexing is completed, but not to come within 50 years. That is the period laid down in the Act.

30,930. Then are all the records down to 1860 to be transferred?—They are to be transferred under the Act, but that transfer is subject to the approval of the Lord Lieutenant for the time being.

30,931. Yes, I remember there was some question about transferring to you the more recent records?—Well, we have some records down to about 1837, but there are others to come. They will be indexed and transferred.

30,932. To enable you to fulfil your functions you have as staff an assistant deputy-keeper, an assistant keeper, and seven clerks?—Yes.

30,933. Marked Class I.—what is meant by Class I. there?—Class I. is the same examination as the Indian Civil Service. Those who accept home appointments are called Class I.

30,934. We have found in different offices different nomenclatures. A man shown as Class I. had not really passed the Class I. examination?—Oh, yes, all these seven clerks passed the Civil Service examination, Class I.

30,935. The Home, India, and Colonial Civil Service?—Yes.

30,936. Well, I observe that they enter your office at the initial pay of 150l.?—Yes, 150l.

30,937. In most other offices the initial pay of the Class I. man is 200l.?—Many other offices are better than ours.

30,938. Why should a clerk who passes by the highest examination enter on a lower pay if he is posted to your office than he would if he was posted to the Treasury?—I have not the arrangement of that. The scale fixed for our office is the same as that adopted for the English Record Office.

30,939. Is that the case?—Oh, yes. It is quite the same. I looked it up very thoroughly. I did the best I could for them, and they cannot get more than they get at the other side. The Commission inquiring into the English Record Office last year recommended an increase, but the Treasury, I believe, have not done anything.

30,940. Did these young gentlemen who passed the examinations apply to be posted to your department?—They are allotted in the order of the examination.

30,941. So that if a man is posted to your department he begins at 150l.?—Yes.

30,942. And if he is posted to the Colonial Office he gets 200l.?—Yes, probably.

30,943. Is that fair play?—Of course, the men that come out highest in the examination take the best offices. For instance, I had one allotted this year. He was the 102nd in the examination. If he came tenth or twentieth he would have got a high office in England. There is a certain amount of reasonableness in that, of course.

30,944. These seven supplementary clerks begin at 70l. and get up to 250l. Are these what are elsewhere known as second division clerks?—Oh, no, they are not second division clerks. They pass by an examination which is very much the same as the second division examination, but it is not open competition.

30,945. How are they selected then?—They have been selected in practically every case from men who have been serving as temporary clerks before in the office and have already gained experience of the work there and have been tested.



28 February 1913.]

Mr. JAMES MILLS, I.S.O., M.B.I.A.

[Continued.]

30,946. What is the work these clerks do?—The work is different. Most of it is in connection with the testing of ages of claimants for old age pensions. We have sent some of them to relieve the better class clerks of the routine duties they had to do before this class was formed.

30,947. For these duties I see here that the age for appointment is between 18 and 22, with extension in favour of persons virtually employed in the Public Record Office—that is an extension in favour of these temporary clerks, but the only examination they seem to pass is handwriting, spelling, arithmetic, English composition, digesting returns into summaries and English history?—Yes.

30,948. That is very simple, and their pay is good?—The examination is fairly strict. They put very difficult papers to them.

30,949. The pay is good, is it not, for clerks recruited by that examination—from 70*l.* to 250*l.* a year?—Yes, I think it is very good.

30,950. That is better than the abstractor class than the assistant clerks?—Oh, it is distinctly better.

30,951. Are the men themselves a better type of men?—I have no experience of abstractors, but I should think they are very much the same.

30,952. Why should not the abstractor class be introduced into your office?—Simply because everything done in our office is moulded on the lines of the English office, and they have already fixed on this scheme of supplementary clerks, and the Treasury did the same for us.

30,953. What is the work these searchers do?—Their chief duty is taking out the records required to be seen, and then they have the minor work of arrangement of records. Some of these are bookbinders and repairers of records.

30,954. All mechanical work?—Mainly mechanical. Some of them engage in work that is more the work of a clerk. Two or three of them are selected for looking up the details and making returns; work similar to that on which some of the clerks are engaged.

30,955. If a person comes into your office and wants to examine the judicial records in a particular case, he has to fill up a form of application, I suppose?—Yes.

30,956. Are these the men to whom he delivers that form of application?—That is received in the public search room by one of the supplementary clerks, and he writes a docket and passes it to the searchers.

30,957. To these searchers?—Yes. The searcher goes to the place indicated, picks out the record, and brings it in.

30,958. Then he is the man who fetches and carries?—Yes, but he needs a good deal of knowledge of records to know what he is fetching from.

30,959. He must know how to read and write, of course; beyond that there is no intellectual labour, is there, involved in getting the record off the racks and bringing it down to the supplementary clerk?—It is very hard work, more than getting it off the rack; often a large bundle has to be examined for the particular paper required.

30,960. These men get 20*s.* per week, and after three years 25*s.*, and then an increment of 1*s.* per week every two years to 30*s.* per week?—I might mention that the Treasury granted a slight increase on that scale. They now go up to 32*s.*, and there are two men going to a higher rate.

30,961. When vacancies occur in the searchers have you many applicants for the vacancies?—As a general rule, it is not very well known. I get applications, but not to any great extent.

30,962. Have you a waiting list?—A small one. Of course, vacancies do not occur very frequently. There has not been a vacancy for some time.

30,963. Are the men pensionable?—Yes, they are permanently in the Service.

30,964. Do you think they have any complaint?—Well, I know they think they ought to be very much better paid. In London, men doing the same work have 5*s.* to 10*s.* a week more.

30,965. Is not the ordinary wage of labour considerably higher in England than it is here?—I do not

know; the cost of living is quite as high here, I think.

30,966. For instance, the ordinary agricultural labourer's wages is very considerably higher?—Oh, yes, agricultural labour certainly is.

30,967. What do you think would be fair?—I asked the Treasury to allow the men on entering to go up to 32*s.*, and they granted that; but I wanted to have a higher class of men for more responsible duties of overseeing others to go to 40*s.*

30,968. How many of these do you want?—I asked for three and they are only giving two.

30,969. They gave two, and they will go up to 40*s.*?—Yes.

30,970. And the rest up to 32*s.*?—Yes.

30,971. When did the Treasury make that concession?—Only a couple of weeks ago.

30,972. (*Mr. Graham Wallas.*) You have 17 temporary clerks?—About 17.

30,973. And from them the seven supplementary clerks are recruited?—Yes.

30,974. So that the 17 temporary clerks are virtually in permanent employment?—Oh, yes; seven of them I regard as virtually permanent, but of the remainder about seven more are engaged upon work which will come to an end, so that I only regard seven as practically permanent.

30,975. Seven of your temporary clerks are really permanent clerks, with practically a right of promotion, becoming supplementary clerks?—They have no right of promotion.

30,976. You do draw the supplementary clerks from them?—Those who were suitable have been promoted.

30,977. You have hitherto appointed temporary clerks to the supplementary clerks?—Yes; and we had a considerably larger number a few years ago, and we have selected men from them to be supplementary clerks.

30,978. That number has been reduced?—Yes.

30,979. Supposing there was a vacancy to-morrow in the supplementary clerks, how do you fill it up?—By limited competition from such men as were thought suitable.

30,980. By limited competition you mean that a man must get a nomination?—Yes. He is nominated by the Master of the Rolls.

30,981. What special advantage do you consider is there in this system compared with open competition?—In the case of limited competition the man is nominated, and you know, therefore, you have a suitable man, whereas if you leave it to open competition you do not know whom you get.

30,982. Now does the Master of the Rolls receive letters from time to time from people recommending persons to him?—Yes; the Master of the Rolls nominates from the names sent in.

30,983. Then you receive from time to time letters asking for nomination?—Yes.

30,984. And you receive a large number of these letters?—Not a very large number. We do not send in any names except of men who have worked well in our office.

30,985. I am talking about the new vacancies in the supplementary clerks. The men in these cases must have worked as temporary clerks?—Yes.

30,986. Then it is the case that you would fill a vacancy for supplementary clerk with a man who had already worked as a temporary clerk?—Yes, if he were a suitable man.

30,987. And the nomination is made by the Master of the Rolls?—Yes.

30,988. On recommendations made to him by friends of the candidates?—Yes.

30,989. And you think that for this kind of clerical work that is a satisfactory system of appointment?—I think it is eminently satisfactory; I have got plenty of satisfactory men.

30,990. Do you know that other Irish offices, such as the Congested Districts Board, have got rid of their quasi-temporary system altogether?—I have no knowledge of it?

30,991. (*Mr. Shipley.*) How long is your office open?—From 9.30 until 4.30 o'clock.



28 February 1913.]

Mr. JAMES MILLS, I.S.O., M.B.I.A.

[Continued.]

30,992. And do the first class clerks work seven hours per day?—Yes.

30,993. What is their day's work?—It is hard to describe it. One is in charge of the search rooms, another is in charge of the correspondence; another is in charge of the temporary clerks. Two have only just joined and are learning their work.

30,994. Do they much editing for publication?—Latterly we have not been able to do much owing to the Old Age Pensions Act, which completely upset our normal work for a couple of years.

30,995. Just explain what the Old Age Pensions Act has to do with it?—We had to check lists of 200,000 people; lists of 60,000 people were sent in at the same time; that was a big job. The registration of births in Ireland did not begin until 1864, and we had to fall back on the census records of 1841 and 1851, and it is not easy to pick up people who come in by tens of thousands from all over Ireland. The temporary clerks have been working on that for some years, and that stopped our other work.

30,996. Then the research work and editing has been stopped by this?—Yes, practically; it is a great pity, and we are trying to start it now.

30,997. As a matter of fact the work is more administrative than research?—Yes.

30,998. You want a particular kind of man for that work—men who are accurate, careful, and patient?—Yes.

30,999. Do you think you can do that by taking them from the Civil Service examinations?—At one time it was not satisfactory, but it is working better now. A man must pass the Civil Service examinations and must show a knowledge of Latin and French.

31,000. Does your work require a knowledge of Irish?—No. We have imposed, of late, a condition on new clerks entering the office, who are now informed that they will not get permission for transfer to another office. For some years we were terribly crippled by men using our office as a stepping-stone, and there was a constant loss of men who had acquired a knowledge of the work.

31,001. (*Chairman.*) You say you set your face against transfers? Does one of these seven first class clerks ever get promotion beyond 500*l.*?—Oh, yes; there are three higher appointments—a deputy-keeper and two assistant keepers. The two assistant keepers rise to 700*l.* a year, and the deputy-keeper 800*l.*

Mr. JOSEPH BRACKEN, called and examined. Mr. E. MURPHY (President of the Irish Temporary Clerks' Association) and Mr. M. DUGGAN (Hon. Sec. of the Irish Temporary Clerks' Association) were in attendance.

31,015. (*Chairman.*) Mr. Bracken, you belong, I understand, to the temporary clerks' class?—(*Mr. Bracken.*) Yes, my Lord.

31,016. Which consists altogether of 31 men, we are told?—Yes, my Lord.

31,017. It is a moribund class—it will probably be extinguished in a short time?—I understand it is of that nature.

31,018. We were told to-day by Mr. Micks that after the next examinations it would probably disappear—in that case do you hope to be provided for in the regular staff of the Congested Districts Board?—There is no particular provision for us at all.

31,019. Will it be open to you within the limit of age to present yourself for the Congested Districts Board examination?—Unfortunately no; I was just over the age at the last examination.

31,020. And no age allowance was made because of your being in the service of the Board?—No, I put a note in the application at the time, but the nomination was declined on that ground.

31,021. Tell me in a few words what your complaint is?—What do you mean by a complaint?

31,022. What do you want to represent to the Commission. Under what hardship do you conceive yourself to be labouring?—If you mean a personal grievance I cannot say I have any. It is merely on the general

31,002. That is the utmost they can rise to?—Yes.

31,003. Could not that work be done by other men—by picked staff clerks from the second division?—I tried to persuade the Treasury to have special examinations for it, but the Treasury was unwilling to adopt my suggestion.

31,004. Then I infer these young gentlemen who come with the highest university training are rather fretful when they get into your office—they don't like it?—Many of them do not.

31,005. Have any of these young gentlemen written any paper or any book of distinction upon Irish records?—Yes, one of the younger men now has written two particularly good books—Mr. Chart. He wrote a history of Dublin and a book "Ireland from the Union to Emancipation."

31,006. In that "Ireland from the Union to Emancipation"—I am sorry to say I do not know it personally—was he perfectly free and unfettered to make use of the records of your office according to his own discretion in writing that book?—Oh, yes.

31,007. You did not insist upon seeing the proofs?—I read every batch of the proofs.

31,008. If there was anything in the proofs that seemed to be injudicious, would you strike it out?—I would have recommended him to strike it out.

31,009. If he did not obey your recommendation it would be the cause of difficulty?—I don't think there was the smallest danger. I think I read over every sheet; I did call attention to several things, and in every case he agreed to whatever I suggested. There was not the slightest difficulty about it.

31,010. And if he wanted to leave your office you would prevent him from going?—Oh, I certainly would throw every obstacle in the way of his going.

31,011. Original research prosecuted under those circumstances is subject to inconvenience. What would the public say who are anxious to have access to documents?

31,012. (*Mr. Graham Wallas.*) Do you not think that some of the higher work dealing with records would be suitable to highly educated women?—Yes, but I am not aware that the question has ever come up.

31,013. Because it never came up it was never discussed?—We have several ladies as public searchers, and they do very good work.

31,014. (*Chairman.*) Are there suitable conveniences for the public in your offices?—Yes.

grounds. In view of our service we would like to have some special provision made for us.

31,023. Am I to understand that personally you have no grievance to complain of, but as one of the temporary clerks you think that the general grievances under which temporary clerks labour should be redressed?—Quite so.

31,024. Explain the meaning of the grievance; and also explain to me how you think it can be remedied?—Permanence should be arranged for us on some special basis on account of our general service to the Board.

31,025. Well now, you yourself have a very short service?—Very short, my Lord; I am little more than 18 months in the Board's service, and as regards the general body of the temporary men in our place they are all on much the same lines as myself—about two years' service at the outside.

31,026. There is no case of prolonged service at all—like 10 or 15 years?—It is two years at the outside.

31,027. It is hard to say what you have to complain of unless you complain of the abstract disabilities of the temporary men?—Quite so.

31,028. Is it worth your while talking on that point? Before we can remedy it we must have evidence of concrete hardship, and, as I understand, in this particular case 31 men will disappear with the abolition of the grade altogether. Please explain Mr. Duggan, if you

28 February 1913.] Mr. JOSEPH BRACKEN. (Mr. E. MURPHY and Mr. M. DUGGAN were in attendance.)

[Continued.]

have anything to say?—(Mr. Duggan.) I suggest that some provision be made by the transfer of these clerks to some other branch of the service. They have given satisfactory service, and they are not dismissed because of inefficiency.

31,029. Won't there be a difficulty there, as the Congested Districts Board is a temporary Board of a particular character, and men there don't belong to the public service generally. They are in a particular class of the Service, and paid from particular funds, and not paid from public funds generally, and other departments of State may make objection to taking them?—That is so. I think, owing to their service, they are entitled to be recognised as Civil servants.

31,030. I understand they are not Civil servants at all, except being paid by the State in that general sense, but they are not pensionable servants; it is only a small portion of the Congested Districts Board that is pensionable at the present time?—Yes, but they are servants of the State, and their contention is that the State should make some provision for them afterwards.

31,031. But when that claim is only supported by two years' service it is not strong?—Yes, but they have no future before them unless the Board make some provision, or they are transferred to some other department.

31,032. (Mr. Boutwood.) You have 31 temporary men and your statement relates only to six; what about the other 25?—(Mr. Bracken.) The six are members of our association.

31,033. Are we to take it that the other 25 don't share your views?—(Mr. Duggan.) The majority of the temporary clerical men in the Congested Districts Board of Mr. Bracken's grade think they can get their grievances settled by petitioning the Board, and they are inclined to approach the Board.

31,034. (Mr. Shipley.) You are not complaining of anything except that your position is precarious. You don't complain of the rate of wages or the hours of work?—(Mr. Bracken.) No, sir, the hours are good, and we don't complain about wages, but we would like to have something to look forward to in life, and that our services should be recognised.

31,035. (Chairman.) I suppose, when this class disappears you would have to seek a livelihood in the commercial world?—Yes, my lord, and commercial employers don't look with favour on those who have been some time in Government employment. (Mr. Duggan.) I have noticed in the appendix to a volume of evidence that the after careers of 58 temporary boy clerks in the Civil Service have been analysed. Of these, 39 found that their Civil Service experience was of no positive value, and my experience in connection with our association is that a commercial employer will not have a Government-trained clerk.

31,036. You are going to be abolished, and naturally are dissatisfied, and think you should be transferred to other departments?—(Mr. Bracken.) Yes.

31,037. You support that contention by the fact that you have served the Congested Districts Board more than two years?—Yes.

## SEVENTY-SIXTH DAY.

Saturday, 1st March 1913.

### PRESENT :

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (Chairman).

Mr. ARTHUR BOUTWOOD.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.  
Mr. S. ARMITAGE-SMITH (Secretary).

Mr. M. DUGGAN (Hon. Secretary to the Irish Temporary Clerks' Association), Mr. E. MURPHY (Chairman of the Association), Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, Mr. SOMERS, Mr. MCCRAITH, and Mr. MYLES (Members of the Association) called and examined.

31,038. (Chairman.) You gentlemen are members of the Temporary Clerks' Association?—(Mr. Duggan.) Yes.

31,039. And Mr. Duggan is here as your spokesman?—Yes.

31,040. You are delegates from the following departments: The Woods and Forests; the Agricultural and Technical Instruction Department; the Public Record Department; the Census Clerks; the Registrar-General's Department; and the Valuation Department. That, I think, exhausts the departmental temporary clerks here to-day?—Yes; Mr. Murphy is chairman of the Association.

31,041. But you, Mr. Duggan, are put forward as the spokesman of the Association?—Yes, my Lord.

31,042. Now, Mr. Duggan, will you explain your case to the Commission?—As you know there are a great many temporary clerks in the Service from Dublin; we have no means of getting the exact number; there are a good number of temporary Civil servants in the Irish public departments; and I should like to say that the Parliamentary return given at the back must not be taken as indicating the number of temporary clerks under the heading of "unestablished." That includes all classes of subordinate officials, and we have no means of getting the number of temporary clerical Civil servants.

31,043. How many members are there in your Association?—Something over 200, my Lord; and of these 200 temporary clerical Civil servants many have long services in their respective departments. In one department—the Registry of Deeds—some of the clerks have served up to 44 years' service. Their representative is not here now in this representation; but those in the Registry of Deeds are paid on piecework and have no weekly salary; they are paid 1½d. per folio of 72 words of copied matter.

31,044. How does that compare with the charges in ordinary copying offices; I think it is the usual charge?—In other offices there are salaries paid.

31,045. But I am asking you to compare what the copyists in the Registry of Deeds are allowed for copying with similar charges for copying charged in the commercial world outside; can you say?—I cannot say.

31,046. I think it is the same rate as they charge in London; some copying is done for me now and then, and I think I am charged 1½d. per folio of 72 words. Well, go on, please?—In the Registry of Deeds Department there are men who have spent 40 years in one department continuously; these are paid on the piecework system, and although they may not be aged and without capacity, their earning power decreases with age; they are not able to

1 March 1913.] Mr. DUGGAN, Mr. MURPHY, Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, [Continued.  
Mr. SOMERS, Mr. MCCRAITH, and Mr. MYLES.

earn as much as in their youth; and in the best days their maximum is 2*l.* 10*s.* per week, though very few ever attain that maximum. It so happens that when these men grow old they may have families, and they find that their earning power does not increase as they advance, and they get no retaining allowance such as is given in other departments, say, the Supreme Court of Judicature, mentioned in the Appendix to the Registry of Deeds statement, which gives particulars as to retaining fee and allowance for copying. These men get no retaining fee; some have up to 40 years' service and they cannot earn often 2*l.* per week, and they may have families to provide for.

31,047. Is there not a long waiting-list in the department—a waiting list of applicants to fill the vacancies that occur?—I have no information of that.

31,048. You are talking of the Registry of Deeds office?—Yes.

31,049. I think we were told there was?—I have dealt with the "temporary work" clerks. There are in other offices various classes of clerks who do general clerical work and the usual pay is 1*l.* a week. In some offices, if the clerk is under 20 years he gets 15*s.*, but I have known cases, and it is general that no matter what age a clerk may be on entering for temporary work—he might be 40—he gets 1*l.*, although he may have a family to provide for.

31,050. You are now dealing with clerks who are not on a piecework system?—Yes; assistants are often taken on in times of unusual pressure and paid 1*l.* a week.

31,051. For what length of day?—Seven hours generally.

31,052. Is overtime allowed?—Yes.

31,053. At what rate?—A copying rate of 1½*d.* a folio.

31,054. For overtime is it piecework rates?—Yes.

31,055. Is that universal?—I don't think it is universal, my Lord. I should mention in connection with temporary clerical assistants that in the Census Office, Dublin, for the purpose of assisting in the compilation of the Census of 1911, the Registrar-General had to get a staff of 175 officials, including boys and men and girls. The majority of these passed a Civil Service examination in open competition, and some passed a departmental examination.

31,056. You need not place very much importance on that. If I am right in saying that there was a competitive examination for employment at Census work?—That is right.

31,057. The examination which they passed for admission to that employment gave them no claim for subsequent employment when the Census work was over. There is little use in urging that it did. The Government regards the matter as one of contract. Sentiment does not enter into the business. If you are engaged for a particular temporary work after having passed a competitive examination for it, that fact only shows that a large number of people wished to get the work, and that the Government thought it right to make their selection by a competitive examination. They might have done it by nomination; but probably you would all have objected to that as a mere exercise of patronage. The men who applied for that particular piece of work were chosen fairly, and when the work was over their agreement with the Government ended. You would be deceiving yourself by placing importance on any claim arising from a transaction of that nature?—But I would respectfully submit that these Census clerks who hold certificates from the Civil Service Commissioners, and certificates of efficiency, might have a claim for employment in other public departments to which ordinary unskilled temporary clerks are appointed.

31,058. You mean that their selection for Census work should, when that work was over, give them priority of claim to employment in other departments?—Yes, on account of good service and governmental experience. I should like to go back to a statement I made yesterday. I referred to an analysis published in the evidence of the Royal Commission in which the cases of 58 temporary clerks were analysed with a view of

finding out whether their experience in the Civil Service was of advantage to them in securing other employment, and 39 of the 58 clerks referred to have, over either their own signatures or their parents' signatures, asserted that it was of no positive advantage in securing outside employment. There is a peculiar hardship in the case of the Census clerks to be thrown on the commercial world.

31,059. I should be misleading you if I encouraged you to place reliance in such an argument as that. Please go on?—I know from statements made by some of the witnesses of the Census clerks, they found it exceedingly difficult to secure commercial employment.

31,060. Would you direct your attention to the general question as to whether it is or is not desirable to employ temporary clerks in the Government service. Is it desirable, as a general rule, that there should be temporary employment in any kind of labour, except mere manual labour? I should like to hear you, or any other of you who have particular views on that point?—I should like to open the discussion myself. I consider the employment of juniors in a temporary capacity most unfavourable to the employed and to the employer. The junior has no assurance that his future is secure when he is taken away from domestic life and school life, when he could be preparing himself for commercial or technical life.

31,061. What is the earliest age at which you think a boy should be engaged as a clerk?—I think it would be unfair to take a boy from school, to put him in the arena of open competition or in a Government position before the age of 18.

31,062. That is the age at which boys go up for the senior intermediate, is it not—the limit of age of the senior intermediate?—I believe so, my Lord; I am not sure.

31,063. But there are many boys in commercial life who are much younger than 18; they go into business at the age of 16 or earlier?—I should like to deal with this. They go into commercial life and shops and they consider themselves in the position of apprentices. They may go into a chemist's and they are apprentices, in a way, to a chemist's life, and their experience may be useful in their career. They go into that chemist's shop with the view of improving themselves in their position.

31,064. Yes, they learn the manipulative rudiments of the work, but they have to fetch and carry just as in the shops?—Yes, but they also have the atmosphere of the shop. The druggist and his assistants come in contact with people who know things, and get to know things. It is an advantage to them after.

31,065. Quite so; well?—I have said I consider it a disadvantage for a clerk to be placed in a Government office before the age of 18.

31,066. Yes?—I think it is unfair of the State to take boys before that age.

31,067. You think it is wrong?—I do, my Lord; it is really perpetuating the system of cheap labour in my opinion. You take a boy clerk at 15*s.* a week. He knows he will be dismissed at the age of 20. Of course—

31,068. He knows he will be dismissed at the age of 18 if he does not get a permanent appointment earlier. Twenty was the former age?—Yes, my Lord, that is correct. He knows that there is another Service examination for—

31,069. That comes later?—He enters by the boy clerk examination, and if he wants to get a permanent post there is an abstractor's examination, which is restricted to boy clerks alone.

31,070. That is so?—So far it is restricted, but I would like to state that in April next there is an open competitive examination for abstractors announced by the Commission.

31,071. The competitors will be boy clerks, won't they?—It is open competition, my Lord. Before the competition was limited to boy clerks, now it is open.

31,072. If what you say be correct, and if the examination be not a very exceptional case, it seems to me an infringement of the rules that have hitherto prevailed

1 March 1913.] Mr. DUGGAN, Mr. MURPHY, Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, [Continued.  
Mr. SOMERS, Mr. MCCRAITH, and Mr. MYLES.

limiting competition for abstractors to boy clerks?—I have referred to the two principal examinations open to boy clerks, the abstractors which is usually a limited competition, and second division clerkships on which examination he is allowed service marks. I should like to emphasise the point that a boy clerk entering the Civil Service may study and he may not study. He may desire to become a second division man or an abstractor, but there may not be enough vacancies. Boys may or may not study, but if you increase the working knowledge and intelligence by 30 or 50 per cent. you will not increase the number of vacancies.

31,073. Are not vacancies always occurring in the abstractor and second division? Are not there examinations every year?—There are, my Lord, with limits of age.

31,074. Quite so, competitors are limited to a particular age?—Yes, my Lord.

31,075. Well?—And the competition is rather severe. Well the boy now has given some years of his life to the service of the State. He may be fortunate enough to secure a Civil Service appointment or he may not, because even if he worked very hard and increased by a percentage his intelligence or his value to the Commissioners, the number of vacancies would not be increased by a corresponding percentage.

31,076. The State has only a certain number of situations for the public service, and the State offers those to the most competent competitors. It does not undertake to find a career for every boy. It only wants for its own purpose to get a certain number of boys, and it takes the best. Therefore, the improvement you point out, the mental improvement a boy goes through is entirely in his own interest in the hope of getting one of the appointments, because if you have in an office 50 boy clerks, and they study and improve themselves, and are 50 per cent. better than when they entered, that imposes no obligation on the Government to take the whole of them if they don't want them. If they only want 20 they take the best, selecting them by competitive examination. You cannot impose an obligation on the Government to take more than they want, and you cannot prevent them from choosing the best?—Yes, I should like to argue this point. Men who have given so many years service and spent so many years studying—I don't claim that the State should extend the list—but they have not been studying in a line which will benefit them.

31,077. They take their chance of getting into the public service, and if they think that is not good enough, it is for them to look elsewhere for employment. The Government does not undertake to find employment for everyone. It can only offer employment to a certain number. There is never a lack of competitors and it takes the best men. You have not addressed yourself to the question of the desirability of temporary employment in the clerical service of the State; whether people should be employed temporarily, or whether persons taken into the service of the State should be taken in for good and all as permanent employees. That is the point you have to make, if you object to temporary service—if you think temporary service is bad, and I fancy that your presence here is an assertion that it is bad?—Yes; would you allow me to suggest a scheme by which the Government would get an efficient service without employing temporary hands?

31,078. Yes?—In France the system is rather different from here. A candidate for a Civil Service post gets a nomination from the ministry to which he wishes to be attached; he serves three months in a probationary capacity, and is nominated for an examination.

31,079. Yes, I know that?—I think that system, with amendment, could be applied to the Imperial Civil Service.

31,080. Let us begin at the beginning. A French boy gets a nomination before being attached to a ministry. That is the first condition; the boy has to get a nomination. There at the outset comes in the evil of patronage against which you have been all struggling, and against which competitive examination is, at all events, a sufficient remedy. That very first step raises

the great difficulty against which the poor boy has always had to struggle, and from which the competitive examination saves him. The French boy serves in a ministry for three months without pay; only boys who are able to support themselves can do that. Well, go on; pass by that objection, and explain your views regarding the French system, and its application to English and Irish conditions?—I think if the probationary period of service were extended, and that during that probationary time various men were tried in the posts, and some of them might be nominated for examination, and some might be allowed to try to make themselves fit for the work, might be allowed to compete with the people trained and found suitable, they might be able to get desirable Civil servants.

31,081. In the first place, the nomination is necessary, and afterwards work gratuitously in a public office, as a sort of probationer. There is no claim during that period on the State. At the end of that period a report is made about the candidate to a Minister, and again a nomination becomes necessary. A Minister nominates the probationer for the limited competition among men who have been selected from these probationers. That is the French plan, but do I understand you to say that the probationers who have not been nominated should be allowed also to compete? Is that what you have said?—Yes, it amounted to that.

31,082. If you are correctly informed (I do not think you are), what would be the difference between the French system and our own. If every one who had been a probationer is allowed to compete, whether nominated or not, there would be no substantial difference; why should not every one be allowed to compete, as here, without any probation. Here you have only to send in your application, and furnish certificates as to health and character; you introduce an unnecessary complication if before competing you insist on a period of probation. In the English system the probation comes afterwards, when you have been selected by competitive examination. Everyone who enters the Civil Service has to pass through a period of probation, during which he is tried; and, if found unsatisfactory, may be rejected?—It is not always enforced.

31,083. If it were more strictly enforced it might be better. I do not see anything in what you have said to show that this French system is better in any way than the English. What is your next point?—My suggestion from the French system is that a larger number of probationers than are actually required should be nominated for the probationary period, and the batch should be allowed to compete for the positions.

31,084. The whole of them?—Yes.

31,085. All these probationers?—Yes.

31,086. What is the advantage of that over the existing system; everybody, you say, who wishes to go into a particular office, should be allowed to go in as a probationer, and then, after the period of probation, should be allowed to compete; what is the advantage of that system over the system we have here, namely, that anybody who wants to get into the public service shall simply send in his application to be admitted into the examination?—The system of probation, and the power of rejection, to which you refer, as existing in the Service, is not generally known. I do not know that it takes effect. I do not think it is understood by people who compete in the examination system, and pass into the Civil Service, that there is a definite power of the kind you mention.

31,087. Then people do not read the published rules which every candidate should read before going in for the examination. The probation lies at the very threshold of the whole business?—If your Lordship will allow me I will leave that point for the present.

31,088. Yes, go on?—What I would like to state is that I think that a man who serves for a number of years continuously in one department should automatically become permanent on account of length of service. The man who wants to get into the Civil Service permanently has to pass an examination.

1 March 1913.] Mr. DUGGAN, Mr. MURPHY, Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, [Continued.  
Mr. SOMERS, Mr. McCRAITH, and Mr. MYLES.

31,089. You say that a man having spent a certain period of time as a temporary clerk, should either be dispensed with or should automatically become permanent?—If he has served satisfactorily for a long period as a temporary clerk, he should automatically become permanent.

31,090. What period would you fix?—In this connection I would agree with Sir Edward Ward, the Secretary to the War Office, in his evidence before this Commission at question number 11,060 in connection with the draughtsmen in the Fortifications Department of the War Office. He was asked, "Would you be disposed to say that provided a man on the unestablished list had remained at Government work for, say, 15 years, the question of bringing him upon the establishment may automatically arise?" and Sir Edward Ward's reply was: "I think so, decidedly."

31,091. Fifteen years. Would clerks enter the public service under such conditions, conditions of temporary service up to 15 years and the chance of permanency afterwards. Have you thought of the close sifting to which temporary clerks might then be subjected in the unestablished period of their service. Government would naturally, if it was bound to take them on permanently after a service of 15 years, winnow out all the incompetent from year to year. Men who are now making, not a rich living, but some sort of living, would have to go. I only put it to you, I do not say it is an insuperable objection?—I would like to say that the 15 years' system prevails in connection with the ordnance survey men. I am informed that after 15 years' service the men automatically become permanent.

31,092. I did not know that this prevailed in the entire ordnance service?—(Mr. Richardson.) I beg to say that that is so.

31,093. Did you belong to it?—Yes, I was on it for eight years; after 15 years they go up for the qualifying examination.

31,094. They have to pass an examination and medical tests, and so on?—Yes.

31,095. At 15 years it takes place?—For a certain age.

31,096. Does a man in that case suffer a reduction of pay on account of becoming pensionable?—The scheme was pensionable and at first that was so, but since then there has been a revision, and instead of anything being deducted there is an increase of pay.

31,097. We will look into that?—(Mr. Duggan.) Besides that, we are fighting for the abolition of the temporary system. We consider it is prejudicial to the interests of the State and the interests of the employee. If I may, I would like to quote Mr. Philip Snowden's book, entitled, "The Living Wage." At page 18 he says: "In February 1891 and March 1893 the House of Commons, with the approval of the Government of the day, passed resolutions in favour of the adoption by the State of the principle of a living wage in regard to the workmen in its own employment. The resolution which was passed in March 1893 accepting the principle of a living wage was definite." I think it is worth quoting in full.

31,098. What is a living wage?—It is a wage which enables a man to keep his family and himself in decency, to save a little, and educate his children properly.

31,099. That slides, does it not, with the class of life you belong to, your ambitions and desires. I think the temporary system might continue to prevail as it is now, consistently with the living wage; it merely means whether a man is to get 1l. 10s. or 2l.?—I contend that the present temporary system does not allow a living wage to a man and his family.

31,100. You are going now into the question of a living wage?—Yes, and also the increased cost of living during the past 10 years in Dublin.

31,101. I do not want to stop you, but are you not straying from the argument addressed to the abolition of the temporary system?—We want the complete abolition of the temporary system, and we suggest that any temporary man who has given long service—we will not say any particular number of years, it is a

very difficult point—and satisfactory service in the department in which he has served, would be made permanent on an official basis.

31,102. That is a definite proposition which this Commission will consider. Have you any other argument to address to this Commission that is in favour of that proposition. If not we should like to hear any other gentleman who wants to support the proposition or to urge any particular view he may wish to put before us. I think you now have really gone over the ground which you desired to cover?—There is a gentleman here, Mr. McCraith, who has written this and handed it up to me, "These temporary positions are usually accepted under stress of circumstances without any thought of the future, but when things become smoother the individual sees that he has made a bad bargain, he has no prospect of any increase of pay, although it is most inadequate, and he has to make the best of it."

31,103. I think that is a likely state of things. It is really what often does happen. A man takes temporary employment under stress of circumstances, and afterwards finds it difficult to get out of it; I think that is a reasonable way of putting the matter?—He must endeavour to make the best of it until he gets an opportunity of appealing to a Royal Commission to give him a decent wage.

31,104. It is a proper way of placing the matter before the Commission?—I would like Mr. McCraith to say a few words.

31,105. Yes, certainly?—(Mr. McCraith.) These temporary appointments I am very certain are usually accepted under dire stress of circumstances; very often, and, in fact, in most cases, when things begin to run smoothly for the individual, after a few years, he sees no prospect, nothing in front of him, and no hope of reaching a proper maximum, or anything of that kind. He has no means to provide for his old age, and in a good many cases he cannot even insure himself decently. In order to live out of his weekly salary he cannot pay a premium upon a decent insurance policy, and he drifts along until things become hopeless, and it is only in a case of this kind when he can appeal through his organisation to a Royal Commission that he can hope to get them to recognise the difficulty under which he is living, and that, as a result, he might be able to better his position somehow. Having spent the best years of his life in the service of the State, the State should at least provide for his old age, as is done by commercial firms, and that sort of provision is on the increase; speaking for Dublin, I must say that. Then, in commercial life his merits are recognised by his employer; he gets a decent salary, and his position is enhanced in a good many ways; his employer tries to make it appear to him, or does make it appear, that he appreciates his services, and the employee regards his employer's business welfare as a kind of vested interest for himself. Nothing of that nature obtains in the service of the State; he works as an automaton, and has no prospects. He may show ability of any description, but he still finds himself in a hopelessly subordinate position; he gets no merit for anything; there is no scope for his abilities in any way. In commercial life he gets a certain employment, and although the salary is not perhaps automatically increased as it is under the State, he gets an increase every now and then, and as it is substantial it helps him along just as much as if he were in the Civil Service. Personally, if I may say so, I was in commercial life for two years before I accepted a position as temporary clerk in the Government service. During those two years I got both promotion and increase of pay. The reason I left was I was advised by a kinsman who was in the Civil Service, that if I got into what he described as the outer circle I would be likely to do well, and my chances would be better.

31,106. What pay are you getting now?—I have been getting a maximum of 35s. during the last eight years.

31,107. I do not wish to pry into your personal affairs, but may I ask what did you get in business life?—To be as precise as I can, I will state the difference



1 March 1913.] Mr. DUGGAN, Mr. MURPHY, Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, [Continued.  
Mr. SOMERS, Mr. MCCRAITH, and Mr. MYLES.

between what I was worth then and what I am getting now. I was in the drapery trade, and we were getting our board and keep, which was reckoned to be worth from 40*l.* to 45*l.* I was paid 25*l.*, that is, 65*l.*; in round figures I was worth 70*l.* After 12 years' service I am now worth 90*l.* in the service of the State, and I am never likely to be considered to be worth another halfpenny.

31,108. You had much longer hours in commercial life?—Very little.

31,109. I should have thought that in a draper's shop you would have been pretty busy from 8 o'clock in the morning until 6 or 7 in the evening?—I was a clerk in the counting-house, and they have fairly regular hours in the counting-houses of those business firms. Occasionally, as happens in the Civil Service, one had to put in an extra hour or two, but you would be paid for that or it was likely to count anyhow.

31,110. Would you say that if you had remained in commercial life you would by this time be drawing 150*l.* or 200*l.*?—I would probably be drawing 200*l.*

31,111. We often hear that where in Dublin a Government clerkship at 25*s.* to 30*s.* a week falls vacant there are 20 or 30 applicants; what is the meaning of all that?—Simply the struggle for existence has become so keen, clerks have become more numerous, for the simple reason that education has given them ambition; they come from the rural parts of Ireland to Dublin, having become sufficiently educated and having got ideas of city life, and instead of working there they prefer the city.

31,112. They reject manual labour?—They reject manual labour by virtue of their education.

31,113. They think that is lowering? They become educated and prefer to work, if I may use a colloquialism, at driving a quill on 10*s.* to 15*s.* a week to manual labour, perhaps on their own farm, making a decent living?—It is not a case of agricultural labourers but of ordinary commercial and industrial life. Instead of coming here to quill driving, as you say, if they turned their attention to these things it would be much better for themselves and for the country.

31,114. Is it the fault of the education?—Of education such as they get, a great deal of it.

31,115. And if there be higher education, will there be more ideas of the kind?—Yes.

31,116. Thank you, I have a good deal of sympathy with you?—(Mr. Ashley.) You asked us about the abolition of temporary service. It is very generally agreed that it should be totally abolished, because it is not alone unfair to the man, but because temporary service is unfair to the office itself and unfair to the Service generally. In my own case I took up a position in the Department of Agriculture at 30*s.* per week. Immediately previously I had 150*l.* a year in London as a clerk.

31,117. Why did you give it up?—The firm I was with failed and my people were here in Dublin and I was married at the time. I came over here and my father died and I had to try to get a position. I was offered this position in the department at 1*l.* 10*s.* per week, which I had to take. I had nothing else to look forward to. I did not think when going in there that I would still remain now at practically the same salary. It has been very little increased since then. That obtains in almost every Government office in Ireland.

31,118. What age are you?—36. Personally, I do not consider that I have a living wage by any means. I think it is unfair to take a man in as a temporary official and to keep him, as I have been kept for 12 years, at a very small salary. I consider that if I had been in a good commercial office for 12 years I would have a very different salary from what I have now.

31,119. (Mr. Shipley.) I gather that you agree that the boy clerk system is a bad one?—(Mr. Duggan.) Yes.

31,120. If you have got a piece of work such as comes along only once in 10 years like the census how can the Government get on without temporary labour? With regard to the census it takes about two years. (Mr. Somers.) I spent 17 months myself in the census.

31,121. The census comes every ten years, and there is an interval of eight years in which you would not be wanted. In a thing like the census which comes at recurring intervals, when you want a lot of help, I do not see how you can do without temporary clerks?—They could take temporary clerks from Government offices where they are not used.

31,122. Do you think you could collect such a body of clerks from other Government offices where they were having a slack time?—I really think so, and again the census people on entering the office sometimes know nothing about Government business, and these men, who have experience, would be able to do it with a less number.

31,123. At the end of 17 months did you revert to another office?—For two months I did nothing, and then I was fortunately employed as a temporary clerk in the Labour Exchange, and since then I have 27*s.* a week.

31,124. There again, I suppose the establishment of Labour Exchanges and the present tendency of legislation to produce a gigantic mass of work which has to be dealt with at a feverish rate, accounts very largely for these temporary clerks. It seems to me you cannot do away entirely with temporary clerks?—(Mr. Duggan.) I would like to suggest if you are going to deal with the census clerks you might do it in this way. The position in cases of that kind is this: they hold Civil Service certificates and they have passed a Civil Service examination. Their position is unique. There are temporary clerks in various departments in Dublin such as the Labour Exchange and the new department of National Health Insurance. I think the Civil Service Commissioners who have evidence of their efficiency (educational and physical fitness) should arrange something better than what is done in the case of the census clerks who pass an examination, and that they should have a supplementary register, and when a Government department in Dublin finds it necessary to get temporary assistance they give it to their own hands and be supplied by the Civil Service Commissioners, who could register the names of qualified persons.

31,125. (Chairman.) You want to have a Labour Exchange for Government clerks?—No, not quite that. It does not resolve itself into a Labour Exchange, but the Civil Service Commissioners should have a register of permanent officials.

31,126. You want to see the principle of the Labour Exchange applied to these clerks?—The machinery would not be so cumbersome.

31,127. (Mr. Shipley.) There would probably have to be small off-shoots from the office in London to Dublin?—(Mr. Myles.) Talking about that, with reference to the finance branch of the Valuation Office, there are four or five second division clerks who are limited to temporary service, and all these four temporary clerks are on permanent work. That work will go on indefinitely for 20, 30, or 40 years, and they have no prospects even of getting overtime. Any overtime is done in another branch by the permanent men.

(Chairman.) That is an illustration.

31,128. (Mr. Graham Wallis.) You are now a supplementary clerk in the Public Record Office. You are a pensionable officer beginning with a salary of 70*l.* a year and going up to 250*l.* What is your present salary?—(Mr. Duggan.) 70*l.*

31,129. Were you up for a boy clerkship?—I was.

31,130. For the examination?—Yes.

31,131. And you failed?—Yes.

31,132. Did you ever sit at a second division examination?—No.

31,133. You sat for a boy clerkship and failed?—Yes.

31,134. You then went into the Service in the Public Record Office, and got for that purpose a temporary service nomination?—Yes.

31,135. From whom?—The Master of the Rolls.

31,136. How did you approach him. Did you write to him. How did you get at him?—It was like this, to go into a little detail, my father was a first class clerk.



1 March 1919.] Mr. DUGGAN, Mr. MURPHY, Mr. RICHARDSON, Mr. ASHLEY, Mr. FLEMING, [Continued.  
Mr. SOMERS, Mr. MCCRAITH, and Mr. MYLES.

31,137. (*Chairman.*) Don't go into details. We want to know how you got the nomination; was it friendly influence or otherwise?—Friendly influence.

31,138. (*Mr. Graham Wallas.*) You had failed as a boy clerk and you got, through influence, a nomination from the Master of the Rolls?—Yes.

31,139. Is I. J. Duggan, now a temporary clerk, a relation of yours?—My brother.

31,140. He also got a nomination?—Yes.

31,141. And he is among the temporary clerks?—That is so.

31,142. He hopes sooner or later to get from the temporary clerks into the supplemental clerks?—He will have to pass through an examination.

31,143. It is a mere pass examination, a qualifying examination?—It is sometimes a limited competition; it may be limited to the office.

31,144. Now, Mr. McCraith, you have told us that your friend informed you in Dublin that if you got into the outer circle of the Civil Service, into the temporary fringe of it, you would have a strong chance of being admitted into the inner circle?—(*Mr. McCraith.*) Yes, I had that from a kinsman who had spent a period in the service of the State; he advised me to leave commercial life. An opportunity arose on the occasion of the census of 1901, and he got me a nomination for the census and I sent in the papers, and I had nothing to do but to sit for an examination.

31,145. What trouble did he take to get you nominated?—I was nominated by the usual process, by the Lord Lieutenant in the case of census clerks.

31,146. How were you nominated?—This gentleman was in close touch with His Excellency at the time.

31,147. You got into the census by nomination, and I suppose you were led to believe that once you got Government pay the Government pay would increase and you would ultimately get into the Civil Service, into the permanent service?—I was too young at the time, I did not give much serious thought to it, I was only a boy.

31,148. That was what your friend had in his mind?—It was my parents whom he approached.

31,149. That was what your parents had in their mind?—They were influenced by him.

31,150. And you hoped that that would happen to you which has happened to Mr. Duggan; that sooner or later you would get into the permanent service?—I had a vague idea at that time.

31,151. Now, Mr. Ashley, you came into the Service in very much the same way, with the hope that having got into temporary service under the Government it would lead to permanent service?—(*Mr. Ashley.*) I had some idea of that kind.

31,152. The temporary service was, in fact, without prospects?—I thought, perhaps, that if I were retained in the Service for a certain number of years I certainly would get on the pensionable staff; I thought such would follow in course of time.

31,153. Now how did you get nominated?—I just heard from a friend who knew the Department of Agriculture was starting. He had been offered a post himself, and did not wish to give up his own post at the time. He came to me and asked me if I would like to take it. I said, "Yes," and I saw the secretary and was appointed there and then as the work was very urgent at the time.

31,154. Would not you agree that it would be a very bad thing for the interests of the staff in Dublin, that any man who gets on temporary pay should think that he would sooner or later get into the permanent Service if that were not true?—I do not know about the general interests of the staff. Of course, you cannot help thinking that something will occur if you are retained sufficiently long in the Service; you naturally hope to be a permanent official after getting on and serving a certain number of years. If I were told it would be only for six months I would have no hope, but if I am retained from year to year, such as I have been, I would certainly think it a great hardship if

I were to be told now that my services would be no longer required.

31,155. Would you say it is a thoroughly demoralising arrangement, this sort of vague expectation that anybody who can get a nomination for any job, however temporary, will be sooner or later, if he looks out for himself sufficiently, get into the permanent Service?—I think that should not be allowed to exist.

31,156. (*Mr. Graham Wallas.*) I entirely agree with you.

31,157. (*Mr. Boutwood.*) Mr. Duggan, when you were asked how you proposed to get rid of temporary labour you said that you thought that, after 15 years' service, a man ought to be established. If he is put on the establishment what is going to happen to the younger men?—(*Mr. Duggan.*) I would like to say before going on that I did not fix on behalf of my association the period for temporary clerks at 15 years.

31,158. It does not matter what sort of period you have, you say that a man having served a certain period of service, whatever that might be, should be made permanent; then what would you do with the rest?—I think the junior officials who have served satisfactorily in a department should have these benefits of permanency and pension accruing to them, so that when they complete a certain (unstated) length of service, at present unknown, they would automatically become permanent.

31,159. (*Chairman.*) What you want is, that a junior man should have an inchoate right to confirmation?—Well, length of service will give him that right.

31,160. If he is turned out at six years' service he would be disappointed; if turned out at eight years' his disappointment would be aggravated?—That is so; as the length of their service increases they feel that their claims are getting stronger. Mr. Richardson would say something in that connection. (*Mr. Richardson.*) The terms of appointment are not always correct. Take one case. Five men are designated as temporary clerks, but all these men are trained surveyors and draughtsmen, and were specially employed to do that class of work, although they were designated as temporary clerks.

31,161. They are trained draughtsmen and surveyors, but they are employed as temporary clerks by this arrangement and agreement?—I submit that to call them temporary clerks is an injustice in itself.

31,162. Still, an essential part of the business is the temporary character of your engagement?—Yes, but at the same time, if I receive my proper title, I would receive more money as a surveyor and draughtsman than as a temporary clerk.

31,163. Were you engaged as a surveyor and draughtsman or as a clerk?—I was engaged as a clerk to do drawing work.

31,164. I think we have listened with a considerable degree of patience, because I was anxious to see what was at the bottom of the whole thing. Now that I understand it I do not think there is anything else you can say which will throw any further light upon the subject. (*Mr. Duggan.*) I don't know whether I am quite right or not in bringing this case forward, but there are certain gentlemen who may be considered to belong to the Civil Service. They are men who are paid out of a grant allowed to the head of their department, what is called a lump sum.

31,165. A lump sum?—Yes, I do not know whether they are Civil servants.

31,166. Are they paid out of the lump sum, or are they put on the vote?—The lump sum, I think.

31,167. Do they appear on the vote?—I do not know whether or not they appear on the vote. I have not referred to it.

31,168. What department are they in?—They belong to the Receiver's Office in the Four Courts, and the like. The Land Judge gets an allowance for temporary assistants.

31,169. There may be some question whether or not any of you are Civil servants. You are not pensionable?—We are State servants.

## At the Royal Commissions House, Old Palace Yard, S.W.

## EIGHTY-FIRST DAY.\*

Thursday, 10th April 1913.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Miss E. S. HALDANE.

Mrs. DEANE STREATFIELD.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. W. M. J. STARKIE, M.A., Litt.D., LL.D., called and examined.

33,251. (*Chairman*.) You are Resident Commissioner of the National Education Board, Ireland?—Yes.

33,252. We had the advantage, when we were in Dublin, of taking the evidence of Mr. Butler, and one of your secretaries of the National Board of Education, Mr. Lemass. But we feel that we have not got a complete and comprehensive account of the system of Irish national education, and that no doubt you will be able to give us. If, ignoring all questions of staff, you will give us a broad account of the system of national education, the relation which exists between it and secondary education, and, so far as you can, the relation between both and the university education in Ireland, we shall feel greatly obliged?—The Board of National Education was established by a letter to the Duke of Leinster from Mr. Stanley (afterwards Lord Derby), who was Chief Secretary in the year 1831. It originally was composed of seven members, with the Duke of Leinster as president, with a small endowment—I cannot call it an endowment, but a vote—for the first year, of 30,000*l.* to assist existing schools—not to open schools but to pay over small sums between 3*l.* and 12*l.* to the teachers of existing schools as a supplement to their salaries, which were provided from local funds. That system, although the circumstances have entirely changed, really continues to the present day. Although our present grant is something like 1,800,000*l.*, and although the money given to the schools in most cases is the total sum that these schools receive, still these grants are called grants-in-aid. Although occasionally through a confusion of ideas the word “salaries” appears in the Rules, we still look upon these grants as merely grants-in-aid of what the localities are supposed to do. When we are taking on a school, we ask how much local aid is available, and we are supposed not to assist a school unless local aid is provided. But, as often happens, local aid is promised and is not forthcoming, and the result has been that, after 80 years, the State grant practically is the sole grant to the schools. That might roughly be said to be so. The Board, as I said, was originally composed of seven members, and it existed and worked simply on this letter of Mr. Stanley for 14 years. There was no Act of Parliament behind it and there is not still. We had no charter until 1845. There was a second charter in 1860 which raised the number of members on the Board to 20, which is the present number, half Catholic and half Protestant. Originally there were four Protestants and three Catholics, but in 1860 the number was equalised and still remains so.

33,253. All purely nominated by the Lord Lieutenant?—Purely by the Lord Lieutenant. Originally the administration was conducted by the whole Board, and it was a very small affair. There were only 200 schools, which quickly mounted up to 2,000, and then it was found necessary to delegate part of the administration to a committee called the Office Committee. Of the seven members it turned out that only one, a Presbyterian clergyman living in Dublin (Mr. Carlile),

turned up. The Duke of Leinster had other duties I suppose, and the rest of the members of the Board were busy men, and it was found after some time that only one turned up for the committee.

33,254. Was this the first meeting of the Office Committee?—This was the first meeting of the Office Committee. Then, as this Presbyterian clergyman was the only person who looked after the details of administration, it was proposed after a time that he should get a salary of 300*l.* a year and a horse and car. He was also allowed rooms in Marlborough Street, and that was the origin of the title which I have (*viz.*, “Resident Commissioner”), although I do not reside there now. After a few years Mr. Carlile resigned. Then, as the work had increased very rapidly, in 1838 Mr. Alexander McDonnell was appointed out of the Castle—I think he was one of the first class clerks there—definitely to the post of Resident Commissioner. That was really the origin of the office. He got 1,000*l.* a year, and that salary was increased in 1873 to the present figure. So that my post may be said to date from 1838. The Office Committee had complete control of the details of administration. It was supposed to meet daily, and any commissioner who liked could turn up and sit with Mr. McDonnell, but as a matter of fact nobody ever did turn up for 60 years, and consequently, in practice, the Office Committee came to mean the Resident Commissioner. The title “Office Committee” was abolished about 12 years ago. Most of the Commissioners did not know the meaning of it. I do not believe they knew that they could present themselves if they liked and control the details of administration; at any rate, they never did, and possibly I should have been rather surprised if they had. The title was a confusing one, because many of the commissioners, I believe, thought the secretaries and the accountant (or the financial assistant secretary, as then) were members of the Committee. They used to see on the Agenda, “Recommendations of the Office Committee. Present: The Resident Commissioner attended by the secretaries.” They thought that the secretaries were members of the Office Committee. I explained to them that the Office Committee was myself, and they said, “In that case it is a misleading title and should be changed,” and they forthwith abolished it; so it does not exist any longer. The details of administration are now controlled solely by myself, and I make “provisional orders” which are brought up with certain details before the Board which fits them or not just as it likes.

33,255. Does the Board meet regularly?—It meets once a fortnight. For many years it used to meet once a week, but about 12 years ago it was decided to meet once a fortnight, because it was found that when the meetings were weekly busy men did not turn up, and there was a very bad attendance.

33,256. That is the history of it?—Yes.

33,257. You conduct the administration during the intervals between the Board meetings, and any matters of great importance—administrative or otherwise—you mark for consideration by the Board?—It rests with me according to certain regulations laid down at the

\* Dr. Starkie's evidence is included in order to complete the *fasciculus* of evidence relating to the Irish departments.

10 April 1913.]

Mr. W. M. J. STARKIE, M.A., LL.D., LL.D.

[Continued.]

beginning of 1902 to fix what comes before the Board. Somebody must decide it. The rules made by the Board were that matters of principle, and the classes of cases to which the principle should be applied, must come before it; but as to whether a particular case comes under a particular principle, primarily at any rate, it rests with me to decide.

33,258. That being the case, what is the control which the Board or you exercise over the appointment of national teachers?—Technically every appointment comes before us. We have to fiat it, but practically the fiat means that if certain regulations which we have laid down are carried out the teacher is approved by us. For instance, it is our rule that the principal teacher of a national school must be trained. That is a check upon the discretion of a manager, since he must select a trained teacher. Again, in the case of certain large schools we have a regulation that the principal teacher must have given five years' service in an inferior capacity—that also is a check upon the discretion of the manager. He cannot appoint a principal to a school with an average attendance of over 95 unless he has given five years' teaching in an inferior capacity. There are several rules of that kind, and if these rules are carried out, unless we have a black mark against the teacher in the office to the effect that he must not be recognised any more in a national school, the manager has absolute discretion, and consequently he may be said to appoint as well as to dismiss the teachers.

33,259. As a rule who is the manager?—As a rule, in the case of Catholic schools, he is the parish priest. In the case of Protestant schools he may be anybody, but in practice he is generally the rector or the Presbyterian minister.

33,260. I think we were told that a great many of your teachers at present in Ireland are not trained?—That figure can be discovered from the annual report. Thirty years ago 70 per cent. of the teachers, roughly—I am not quite certain about the figure—were not trained, but the percentage is rapidly decreasing. At present the number of untrained teachers would be about 32 per cent., and that is a very much smaller percentage, I may say, than in England.

33,261. (Mr. Boutwood.) By "trained" do you mean what we called "certificated"?—No, what we mean by untrained are those who have not passed through a training college. We would not recognise as trained a number of your certificated teachers who have only passed an examination.

33,262. (Chairman.) You mean by "trained," men who have passed through a training college?—Who have been two years in a training college.

33,263. And men who antecedently must have had certain experience in teaching?—No, not necessarily. If a man passes the entrance examination, although he is an outsider and has never been in a national school, he can go into a training college. You can see, of course, that the untrained teachers must be decreasing very rapidly, because we never appoint now among men, even to assistant-teacherships, an untrained teacher. Untrained assistants among women are still permitted, because the training colleges are not turning out a sufficient number of trained women to fill the vacancies in the schools.

33,264. I think we were told that you have at the present time something like 8,000 national schools in Ireland?—8,400, I think, is about the number.

33,265. Of those 8,400 what percentage have trained teachers, could you say off-hand?—I think 68 per cent.

33,266. That is, teachers who have passed two years in a training college?—Yes.

33,267. The remaining 32 per cent. may not have trained teachers, but all new appointments must be of trained teachers?—That is so. The untrained teachers are probably largely survivals of the old time. The reason why there are so many untrained teachers is that Catholic teachers were not allowed to go to Marlborough Street, and there were no other colleges in existence before 1881.

33,268. (Mr. Boutwood.) Are there other colleges now?—Plenty; in fact we turn out rather more teachers than we require. They come to England to

supplement the lack of teachers at present existing here.

33,269. (Chairman.) Have the national school teachers whom you appoint fixity of tenure in their appointments?—I should not care myself to exist on such a tenure as they have.

33,270. Will you explain what the tenure is?—Any teacher in Ireland can be dismissed on a three months' notice.

33,271. Or, I suppose, on paying him three months' salary?—Yes. He can appeal to us, I think you were told, by a new rule which I personally got the Board to pass. He can appeal to us if dismissed by the manager, and we can investigate whether the reasons alleged by the manager are in our own opinion sufficient. But we cannot reinstate the teacher, though we may remove the manager, as in fact we did in some cases. The principle the Board went on was this: According to the terms of the agreement the teachers sign with the managers, they must get three months' notice of dismissal. The manager in giving notice need not give any reason for his action, but we, exercising an equitable jurisdiction, hold that as we pay the salaries we ought to have some voice in protecting the teacher from an injustice that he might suffer even in a legal way.

33,272. So that you assert an authority which, if unquestioned, is adequate to protect the teachers?—No, I do not think it is adequate in this way—and I speak from the experience of a number of investigations that I have held—it is our practice and our inclination not to interfere unless we think the injustice is fairly gross, because we cannot reinstate the teacher; no doubt we may close the school; but we do not like to do that except in case of a very gross injustice. So that even when we consider that the action of the manager is somewhat questionable we do not care to interfere.

33,273. Who appoints the managers?—The manager is a person who has got very large powers, but when you go back to the appointment of the first manager of a school you might say he is not selected by anybody in particular. He selects himself, I think. The manager is the first person who asks to have a school taken on, and he may be Tom, Dick or Harry, provided that according to the rules he is a person whom the inspector considers respectable—the respectability of a clergyman is always assumed.

33,274. The parish priest is, I understand, the manager now, but when he dies?—His successor is automatically recognised.

33,275. If a new school manager were appointed, an application would be made to your inspector, and your inspector would have to report upon the application, would he?—The application would be made to the secretary, and then referred to the inspector to say if the person was fairly respectable. Sometimes it happens to be, in the case of a small farmer, a nice point whether, according to the terms of the rule, he is a respectable person or not, but provided he is reasonably educated we rarely refuse him.

33,276. Then the appointment of manager would be made by the Board?—Yes.

33,277. And do the Board hold they could revoke such an appointment at any time, they please?—Yes, but we cannot do that without holding a formal investigation. There was a celebrated case, which your Lordship may remember, of Father O'Keefe, many years ago. We dismissed Father O'Keefe without a special investigation, and the case came before Parliament, and there was a parliamentary inquiry. The result was that the Board made a rule that we must hold a formal investigation, notifying to the manager that he is in danger of dismissal.

33,278. But subject to that you now maintain that you are competent to hold a formal inquiry into the conduct of any manager who dismisses a teacher?—Certainly; but the Board, being composed of 20 persons, is cautious. There are managers and managers. When a manager is a member of a great organisation there is great difficulty in dismissing him.

33,279. That is a point upon which you would like to have your legal authority clearly defined?—Yes.

10 April 1913.]

Mr. W. M. J. STABKIE, M.A., LITT.D., LL.D.

[Continued.]

33,280. And you would like the definition to be in favour of recognising the full power of the National Education Board to dismiss managers on cause shown?—We have that.

33,281. You have that power, but do not always assert it?—To speak perfectly plainly, to dismiss a manager except for unanswerable reasons might mean the closing of three-fourths of the national schools in Ireland. You will understand that. I wish to add that, since the "Maynooth Resolution," under which a notice of dismissal must be countersigned by the Bishop, I have not had an appeal in more than one or two cases from a Roman Catholic teacher.

33,282. (*Mr. Boutwood.*) The power you want is rather a power with regard to the teachers and your range of investigation. Is not that the additional power you want? You want a more definite and larger power of dealing with that?—I do not know that we really require any more power; the question is whether we should exercise it or not. We have to consider whether it would be opportune or not. We do not wish to bring down the whole of the system like a house of cards. On the other hand, if a manager is a layman there is not the slightest difficulty about dismissing him.

33,283. (*Chairman.*) It is the difficulty which arises from having a great organisation to deal with. But you have control over the teacher; you appoint him and dismiss him?—We can.

33,284. It is only when the teacher is dismissed by somebody else that your difficulty arises?—Yes.

33,285. There are 8,400 schools, and we were told there was a difference between vested and non-vested schools. It was not made very clear what the difference was. Will you explain it?—The vested school is a school held under trustees, or vested in the Commissioners, under a deed to which the Commissioners are a party, and it must be devoted to national education. It cannot be removed from under the Board and devoted to something else. In the case of a non-vested school grants are received from us but may be refused at any time, and the building may be turned into a place of worship, etc. That is the difference. In the case of schools vested in the Commissioners, the Board of Public Works keep the buildings in order by painting, papering, and whitewashing. In the case of vested schools we give two-thirds, or perhaps more, of the building grant; in the case of non-vested schools we do not contribute anything except grants to salaries.

33,286. How many of the 8,400 schools are vested and how many are non-vested?—That is in the annual report. There are 3,550 schools vested out of about 8,400. The balance are non-vested.

33,287. So that it might come to this. That you appoint a teacher to a non-vested school, and if that teacher were dismissed and you instituted an inquiry the school might be closed?—Yes, the school might be closed whether vested or non-vested; but a non-vested school might be opened again under another authority (*e.g.*, the Erasmus-Smith Board.)

33,288. If there was legislation, and, instead of having your Board, there was a department of public instruction established in Ireland, would the difficulty disappear?—I do not think so; not necessarily.

33,289. The legislation would affect the vested and non-vested schools alike?—I do not think it would lead to all schools being vested; but there is a greater tendency now to vest than used to be the case. Indeed, we often now refuse to vest a school, for example, if the building is not good enough.

33,290. If you were to take over the responsibility for the maintenance of all these schools, do you think the trustees or proprietors of non-vested schools would willingly accept it?—Certainly not.

33,291. Why not?—Take the case of the Roman Catholics: the Roman Catholic Bishops at present refuse to vest their schools in the Commissioners although they would thereby be relieved of the whole charge of maintenance. They will not do it. They think they have more control of their schools if they are not vested in the Commissioners. I never could see in what respect they had very much more control, but they

have that idea. Presbyterians and Church of Ireland people often refuse to vest, even in trustees, because they like to make use of their schools for denominational purposes after school hours.

33,292. Although the system of national education in Ireland is supposed to be undenominational, it is really denominational in practice?—With a conscience clause.

33,293. Is the conscience clause operative?—Yes, always.

33,294. Both in Catholic and other schools?—Yes; that is almost the only remnant of the original system that remains. In most other respects it may be said to be a purely denominational system.

33,295. Could you give us the number of children who attend the national schools?—The number in average attendance is about 500,000.

33,296. There is a conventional percentage, is there not, of the population, showing the numbers who ought to be at school?—I am glad to say that the centesimal proportion has increased rapidly since I took up my present office—by 10 per cent. It is 72 per cent. now, which in England is thought very low, but still in the sixties of the last century the centesimal proportion was only 30. When one considers the local conditions of the country, the bad weather, the fact that children often live far from school, and that they are kept at home for work, and so on, 72 per cent. for the whole country is by no means bad.

33,297. Is any compulsion exercised in the rural parts of the country?—Yes, a good deal in many districts where they have adopted the Act, and in a great number of our urban districts.

33,298. (*Mr. Boutwood.*) What do you mean by "adopted the Act"?—It is voluntary in Ireland. The authorities can adopt the Compulsory Education Act or not just as they like. There are also several faults in that Act. The children have only to attend 75 times in six months, that means 150 times in the year, which is a poor attendance. Magistrates are loth to convict and the fines are small, and the result is, that I really believe that the Compulsory Education Act has had very little effect in Ireland.

33,299. (*Chairman.*) Although it has been adopted in several places?—Yes.

33,300. Has it been adopted by the majority of the counties?—It has been adopted by 131 rural districts out of 252. People of authority in these places are often strongly averse to acting on these committees, since they think it would make them unpopular. I cannot say that the Act has worked well or increased the attendance very much.

33,301. When you say that there are 500,000 children in school, are their names merely entered on a roll; or have they to put in an amount of attendance?—For the average of attendance you take the number of requisite days and the number of children present each day, and divide one by the other, and that is called the average attendance. The number of children on the rolls is considerably larger than that, as the average attendance is only 72 per cent. of the number on the rolls. We remove a child's name from the rolls if he or she has not been at school for four consecutive weeks.

33,302. But what is the divisor which gives you the 500,000? What number of days?—Two hundred days.

33,303. (*Mr. Boutwood.*) You said just now there were 500,000, which is 72 per cent. of the number on the rolls?—Yes.

33,304. What relation has the number on the rolls to the possible number of the population?—That is impossible to know without referring to the Census. I could not tell you how many children ought to be on the rolls. One in five of population is supposed to be the proportion, but, of course, that is very rough.

33,305. (*Miss Haldane.*) Is there no census of children of school age?—There are so many other kinds of schools. There are Christian Brothers schools, which are not under us, and many private schools. So the one in five would not tell you much with regard to the national system, as we do not cover the whole country.

10 April 1913.]

Mr. W. M. J. STARKIE, M.A., LL.D., LL.D.

[Continued.]

33,306. (*Chairman.*) I thought there was a conventional percentage, that 15 per cent. of the population were of school-going age?—Attending what schools?

33,307. All schools?—Yes, but that will not tell you how many children ought to be at the national schools.

33,308. No, it will not?—We have not got them all.

33,309. (*Mrs. Deane Streatfield.*) Does 72 per cent. of the children mean those attending national schools or all schools?—That is 72 per cent. of those on the rolls of the national schools. The figures are given in every annual report. The average number of pupils on the rolls is something like 700,000.

33,310. (*Chairman.*) We heard a good deal about teaching Gaelic when we were in Ireland, and we were appealed to to make the teaching of Gaelic compulsory in some respects. Do the majority of the teachers who are trained teachers know Gaelic?—Oh, no.

33,311. What is the percentage?—Speakers of Gaelic are quite a small minority.

33,312. Then Gaelic for teachers now passing through the training colleges is not compulsory?—No.

33,313. Is the Marlborough Street College under Government control?—It is the undenominational training school under the control of the Board.

33,314. There are training schools which are not under Government control, and are not connected with you?—They are what is called "under local management," but they receive grants from us.

33,315. If the controllers of those institutions decided that Gaelic should be taught in national schools throughout the country, would it not be in their power to say that every teacher passing through the training college shall learn Gaelic?—Yes.

33,316. And they do not do that?—No.

33,317. Is Irish making any way in the non-Irish speaking parts of the country?—Very little, I think; and even in the Irish parts of the country I think it is declining. As you know, we have given fees now for many years—fairly high fees—but the amount is decreasing annually. It is down now to something like 8,000*l.* a year, and it was up as high as 12,000*l.*

33,318. And has that declension taken place in the last two or three years, or from an earlier date?—The last two or three years.

33,319. We were told in Dublin that there was a sort of suspension of activity for the last two years or so?—Yes.

33,320. Then would you be in favour of making Gaelic an optional subject for Civil Service examinations?—I would make it optional. I do not see any objection to making it optional, but I could not agree to making it compulsory. There is pressure brought upon us now on the National Board to make it compulsory. We had a deputation from Mayo—15 or 20 gentlemen—who advocated making Irish compulsory in all the national schools. But in certain parts of the country, as I said, that proposal would be very much more unpopular than the Home Rule Bill. Supposing we made a regulation that the schools in Belfast should learn Irish, what would be the result?

33,321. You are Chairman of the Intermediate Board, and I will pass to the intermediate system of education. Will you explain briefly what it is. It is a system of examination, is it not?—The intermediate system was established at a time when people had more regard for examinations than they seem to have at present—about the year 1879, I think; just before Lord Beaconsfield's Government went out of power. It was a system purely of examination. The Board did not interfere with the schools at all; they prescribed a certain programme of examination, and held these examinations every summer—pass and honours examinations—and on the honours examination exhibitions were given and a grant to the school, which was very high at one time. We have reduced it lately; but some years ago it was discovered that an exhibition to a senior grade meant something like a 50*l.* grant to the school, which was in many cases more than 10 times the annual fees of the school. The system was purely examinational, and so it continues. We

have had a system of inspection for the last five years. This inspection may be very illuminating to our minds on the Board; but it has no effect whatever upon the fortunes of the school. The grants are given entirely upon the results of the examination.

33,322. Do you find in consequence that the teacher concentrates his attention upon clever boys of the school to the neglect of those boys who really require greater attention from him?—I should say that must inevitably occur. The clever boy may be worth at present 30*l.* a year to the school; while a stupid boy is really worth considerably less than nothing.

33,323. Does the system confer a benefit upon Ireland?—That is rather a difficult question to answer. For instance, I have heard the Lord Chief Baron say that he thought the system of intermediate examination was an unmixed evil. On the other hand the deputations from the head-masters express opinions which do not quite coincide with that of the Lord Chief Baron. The fact is that they are in deadly opposition to any alteration in present circumstances. Mr. Birrell lately brought in a Bill, but he withdrew it, discretion being the better part of valour, almost immediately, because the head-masters opposed it. That was a Bill to substitute inspection for examination. If you ask my personal opinion, I think the intermediate examinations have been the means of giving a chance to clever boys. You may not like the type of teaching that it has encouraged, but there is no doubt about it that it has fed the Services with a lot of very valuable people. I, myself, could not say with the Lord Chief Baron that the system is an unmixed evil, if it has given a chance to hundreds of boys who would never have had an opportunity or done anything without it.

33,324. It has what we are more or less familiar with in educational discussions, created "a ladder" by which clever boys from a national school may get up, through an intermediate school, into the university?—Yes, and into the Services, no doubt. Possibly some of us would like them to get into the Services in a better way, or in a way less injurious to the rank and file of the children, but they certainly have got into the Services.

33,325. Would you be disposed to say that, while it promotes the advancement of the clever boys, it decreases the chances of the advancement of the great body of pupils?—I think it sets up an entirely wrong ideal for the ordinary boy, who has to do the rough-and-tumble work of the world; he may be educated with the boys going in for the Indian Civil Service, or something of the kind, and if he is entirely below that class what does he get out of it? It would have been better for him to learn agriculture or manual training than to learn a couple of languages and higher mathematics, for which he is incapable.

33,326. We have been told that the examinations for the various Government offices had no effect upon the curricula of the various universities. Now I understand the intermediate education in Ireland has on the schools a contrary effect, and that this curricula is influenced by the requirements of the public examinations?—The curricula at the intermediate schools are curricula of the Intermediate Board. Whether the Intermediate Board is influenced by the great public examinations I do not know, but I do not think that we consider them.

33,327. I mean the great examinations for the public service. My question is, whether the curricula of the intermediate schools are influenced by the great public examinations?—Not to any great extent, if at all.

33,328. (*Mr. Matheson.*) The Civil Service examinations?—No, not the Civil Service examinations.

33,329. (*Chairman.*) What examinations?—The intermediate schools of Ireland think of nothing else but the Intermediate Board.

33,330. The Intermediate Board lay down the subjects?—The Intermediate Board lay down the subjects. You ask me whether the Intermediate Board is influenced by the requirements of the great public examinations. I do not think they are, as a matter of fact; but whether they are or not, it is the Inter-



10 April 1913.]

MR. W. M. J. STARRIE, M.A., LIT.D., LL.D.

[Continued.]

mediate Board that the schools look to, and they do not care twopence what the Civil Service Commissioners ask.

33,331. Would you accept it as a general proposition of education that it is injurious to direct the course of instruction so as to meet the requirements of a particular examination?—Very, I think.

33,332. And that education ought to be directed with a general view to the cultivation of the intellect and the widening of the mind, and not with the view to passing a particular examination?—No doubt. Whatever experience I have is to this effect. Let us begin with the clever children. The clever children at present who are very poor get into the Service through the intermediate schools well enough in Ireland, and I think they are very well grounded, as the intermediate course appears to suit the public examinations. But I think it would be a good deal better for them, from 14 to 18, to have a little repose. Nowadays boys in intermediate schools in Ireland seem to me to have little time for anything except examinations.

33,333. There are constant examinations?—Constant examinations and constant devotion to certain prescribed books. My idea of a boy in an intermediate school in Ireland is, that if you ask him to read anything, he says: "Will it do me any good in the examination?" If you ask him to read a play of Shakespeare, he says, "Is that set?" It may be the greatest play of Shakespeare, but he does not think much of it, if it is not prescribed.

33,334. There are schools in Ireland that do not present their students at the intermediate examinations?—There are.

33,335. The great Christian Brothers do it?—Indeed they do.

33,336. What schools do not? I want to know whether you are able to say that the boys who are educated at the schools which are outside the intermediate system compare favourably with the majority of the boys educated in schools that are subjected to that examination?—Endowments of schools in Ireland are very small, and you may say, as a general rule, that all the schools in Ireland go in for the intermediate examination, but there are a few where they are able to charge high fees, as in Dublin, for instance, Dr. Crawley's school, which does not send boys in for the intermediate examination. The St. Columba College does not, and a few isolated schools of that kind.

33,337. But the big Jesuit schools do?—They do—they live on it.

33,338. (Mr. Matheson.) Campbell's College?—Yes.

33,339. (Miss Haldane.) The girls' schools do not do it so much?—I am afraid they are among the chief offenders. I see from the notes of evidence that the Assistant Commissioner handed me that they look at the matter differently from what I do. They give, as a most triumphant proof of the success of the intermediate system, the fact that the proportion of girls' schools going in for the intermediate has been quadrupled in the last 30 years.

33,340. (Chairman.) You do not regard it as a desirable thing?—I do not, and I speak for the whole Board in that. We are unanimous on that. We do believe that this system of examination of children from the age of 14 to the age of 18 is the most deleterious thing possible.

33,341. If you determined to change that, what opposition would you have except from the head masters and the people interested in the schools?—Very little, so far as I know.

33,342. And if you were to say to those schools: "You must accept this change to inspection instead of examination, otherwise we will give you no longer any of these bursaries and prizes," would not you have them at your mercy?—But I should not have the Chief Secretary at my mercy.

33,343. I quite see that; but let us eliminate politics for the moment—we will come to them when we cannot help it. If you could do what you would like to do, what, as an educationist you would wish to do, would not that be what you would do?—Certainly, and I should have the whole Board with me.

33,344. The difficulty, you say, is the political difficulty that the Chief Secretary cannot face the opposition offered by these head masters?—He cannot, and he does not.

33,345. He offered, did he not, a sum of some 12,000l. the other day—for what?—There were two sums, one of 40,000l. and the other of 10,000l. The sum of 40,000l. was to improve the salaries of lay teachers.

33,346. Did not they accept that?—The lay teachers did; the others did not.

33,347. What others—the clerical teachers?—Not the clerical teachers, but the heads of the schools, who invariably are clerics in Catholic schools.

33,348. Why did not they?—They said it was a differentiation against their Order.

33,349. They wanted to share in it themselves?—Certainly.

33,350. But are they always stipendiary?—No.

33,351. Therefore they wanted it for their schools—I do not know, but at any rate that was the ground on which they rejected the offer. From what Mr. Birrell said the other day it does not seem the case is closed finally; but, at any rate, I am safe in quoting things that have appeared in the papers. They passed certain resolutions against it on the ground that it was a differentiation against their Order.

33,352. Then, in regard to the 10,000l.?—The 10,000l. was for the purpose of establishing bursaries to secondary schools from primary schools.

33,353. Do not any of those exist now?—No.

33,354. And Mr. Birrell wanted to establish a beginning?—Yes.

33,355. And was not that accepted?—No, it was not.

33,356. Why?—It was refused by the General Committee of the County Councils on the ground that there were two conditions attached: (1) that Irish should not be compulsory; in fact, the first subject for the examinations for getting these scholarships was English or Irish. The advocates of Irish, who are strong on the Committee of the County Councils, said that was not enough, that Irish should not be an alternative for English. The other condition attached was that at the end of the four years for which these scholarships were tenable, the children who had finished their course in the secondary schools should *ipso facto* be elected to county scholarships established lately out of the rates, and that these county scholarships should be tenable at any university. They rejected it on the ground that they did not wish the scholarships to be tenable either at Trinity or the Belfast University, but solely at the National University. So it has been rejected on these two grounds.

33,357. There really is no use my questioning you upon the university, because the system is new. Is there any other point that you think will be interesting for us to know?—With regard to the "ladder" your Lordship spoke of, I do not know whether you would like me to say anything about the attempts we have made to establish that kind of thing?

33,358. Yes, that would be interesting. We are greatly interested in that "ladder" here in England?—For 12 or 14 years we have been endeavouring on the National Board to establish what we consider to be more required in Ireland than the intermediate school, and that is what they call in England higher grade elementary schools. In 1902 we drew up a scheme for the Irish Government and the Treasury of higher elementary schools, such as they have in Scotland and in England. I was in one myself near Bath the other day, and I found it was giving the sort of education which I think is needed by all children out of the national schools, or for the great majority. The only opening that the children out of national schools have at present is to go to the intermediate school, where they must learn two languages.

33,359. At what age do they leave the national school?—If you like to use the metaphor of the ladder, it is a perfect ladder, because they come to the end of the national school course at 14 or 15, and then go to an intermediate school, so you have the two ladders attached endwise; but it is much too late at 15 to go to an intermediate school and begin to learn



10 April 1913.]

MR. W. M. J. STARKIE, M.A., LITT.D., LL.D.

[Continued.]

two languages like French and German. That is what we are told by our inspectors with regard to these boys and girls from the national schools, of whom there are a very large number. As a matter of fact, 65 per cent. of the attendance at intermediate schools in Ireland are from the national schools, which is a much larger proportion than you would find anywhere else; but the great mistake is that they go too late, so they are put into classes suited to them according to age, but not according to their acquirements. We proposed that these children should go sometimes to an intermediate school if it suited them, or to a higher grade elementary school where they would get a practical education after 12. In Germany they go to a higher elementary school at 10; in France at 11, and in Scotland at 12. We propose 12. But unfortunately it is not much use for us to make any propositions about education. We draw up the most beautiful schemes, but nothing has ever come of them.

33,360. Have you got any of these schools established?—Not one. When children go from the national schools to the intermediate schools, as they do in very large numbers, they do not get any help from the State. They go because the fee at an intermediate school in Ireland is a negligible quantity; it is ridiculous. A distinguished man told me the other day that his education (at a Christian Brothers' school) cost 13s. 6d. a year.

33,361. So anything like relieving them of fees would have no substantial effect?—Very little effect. In fact, it is said that some of the children are paid to go to these schools because the school may make 30l. or 40l. a year out of them.

33,362. In regard to the National University, and the University College in Dublin especially, Irish is to be compulsory there from next year?—Yes.

33,363. Irish is made compulsory for matriculation examination, but not compulsory afterwards?—So I believe.

33,364. (*Mrs. Deane Streetfield.*) What provisions are there for training women teachers in Ireland?—There are women's training colleges in Dublin, one in Limerick, and one in Belfast. There are three colleges in Dublin for women—the Marlborough Street one, one for the Church of Ireland in Kildare Place, and one at Blackrock belonging to the nuns. I might say there is ample provision for training so far as the primary schools are concerned.

33,365. But in spite of that you say many of the teachers are not trained?—They are mostly the old teachers dating from the days when these training colleges did not exist.

33,366. All the new ones are trained now?—Yes. There is a slight shortage of assistant teachers still among the women, and for that reason we have not been able to make training obligatory for the assistant women, but we hope to do so before very long. The shortage is not very much.

33,367. You are only talking of training for the head teachers?—No, the assistants. They are practically all trained.

33,368. It is obligatory for assistant teachers too?—For men and for women. We cannot quite supply the vacancies in the case of women yet; but things are advancing that way, and very probably in the next two or three years we shall make training obligatory even in the case of assistant women teachers.

33,369. Are there pensions for women teachers?—Yes, just the same as for men.

33,370. What conditions are attached to those grants-in-aid given to schools?—A school must be under the management of a respectable person, and it must be in a fairly satisfactory building; it must be attended by a certain number of children, and it must be required in the locality. We get reports on all these matters. At one time anybody could set up a school who liked, provided he could get 20 children; but that is not so now. The school must be absolutely required.

33,371. That is altered now?—Yes.

33,372. I have heard of cases where a man could simply start a school and have it recognised and get it practically paid for by the State almost as a venture of his own?—Certainly, he might start one if he wanted

to be nasty, opposite to the other school, and would draw away the children, as often happened; but we have put an end to that, I am glad to say, for the last 15 years. It was productive of very bad results indeed.

33,373. Is one of the conditions of the grant-in-aid that the teachers should be trained?—Yes.

33,374. Have you any women on your inspector's staff?—We have two organisers who are practically the same as inspectors. They organise a school that is weak; and we have two women inspectors.

33,375. What are their duties?—The same as men's exactly. They are quite recent appointments. We may increase the number, but up to the present we have only appointed three, and one retired on account of ill-health. We have a number of other women who are organisers and they are very much like inspectors. We have 14 organisers of domestic economy; they are very much the same as inspectors; they do not inspect the general subjects but confine themselves to cookery, laundry and domestic science.

33,376. Their duties are rather as advisers than inspectors?—They inspect those particular subjects and organise the school and teach lessons. If we say cookery shall be taken up in a certain school we send one of these ladies there and she tells the teacher what she ought to do, and she is present at the early classes, and that kind of thing. She also lectures at certain centres on the subject if the teachers have not been sufficiently trained in cookery and laundry. The work of these ladies is similar to that of the inspectors. They travel about the country and have authority in the school. Then we have six organisers of the same kind in kindergarten.

33,377. Are they all under the Board?—Yes.

33,378. Not under the county councils?—No, it has nothing to do with the county councils. The county councils have nothing to do with the national schools in Ireland.

33,379. (*Mr. Boutwood.*) Did I rightly understand that, as a matter of fact, at present the local contributions to the schools are negligible, and that you really maintain the whole edifice, and so on?—According to the annual report the proportion of local contribution to the whole grant is very small. The State grant per head is something like 3l. For the year 1909 the rate per pupil from State grant was 3l. 1s. 2d. The rate per pupil from local sources was 5s. 8d.; and I may say it is put from the most favourable point of view, when we ask, in a certain return, the rate per pupil (from local sources), it does not err on the side of being minimised. It is very small, at any rate.

33,380. First of all about the vested schools; 3,500 I gather were vested, and the remainder were not; but then you went on to say that neither the Roman Catholics nor the Episcopalians nor the Presbyterians would vest. I had got it into my mind that in Ireland everything was one of those three. What schools are vested?—I do not think I put it exactly in that way. This question is rather confusing on account of the fact that vested schools are of two kinds—those vested in trustees and those vested in the commissioners. The Roman Catholics will not vest in the commissioners, but they do vest in trustees; while on the other hand the Church of Ireland and the Presbyterians do not care to vest either in trustees or the Commissioners. So non-vested schools to a very large extent at any rate belong to the Presbyterians and the Church of Ireland, but not so much to the Roman Catholics, though possibly the absolute number of non-vested Catholic schools, may be larger because they are a very much larger denomination.

33,381. I think you said that the Christian Brothers' schools are still outside your elementary system?—Yes.

33,382. Why is that?—They remained out because our schools were supposed to be undenominational, and even at the present day religious emblems are not shown in national schools except during religious instruction. They are kept in a box, which is opened at the religious instruction and then closed again. On account of that the Christian Brothers remained out because they liked religious emblems to be displayed as they are displayed in all Catholic schools in England. They cannot be

10 April 1913.]

Mr. W. M. J. STARKIE, M.A., LITT.D., LL.D.

[Continued.]

displayed in Ireland but they are in England, which is very curious. In 1894 or 1895 the Board reconsidered all the rules with regard to religious emblems, and they passed a resolution that if a school had not been attended by children of any other denomination for a year the rules might be relaxed, so that if a school was purely Catholic for a year it might display anything it liked. That was thought sufficient to bring in the Christian Brothers, but when, after a discussion at the Board lasting more than six months, and extraordinary displays of bitterness of feeling, it was passed, though not by a very large majority, it was discovered that the Christian Brothers would not come in for reasons unconnected with the National Board.

33,383. You spoke of constant examinations in connection with the intermediate system. How often do you examine at these intermediate schools?—Once in the year—in June.

33,384. In speaking of the training of teachers you referred to those who went straight into the training colleges without having been through any teaching at all. Does that mean that a certain number of your teachers interrupt their teaching and then go to the colleges for a training course?—Some teachers do not get trained until they have been teaching for some years. They used to have the advantage—if it was an advantage—of escaping one year's training if they had been teaching, and only had to go through a training course lasting one year; but we have abolished that and require now two years from everybody.

33,385. So does a teacher have to get leave from his manager?—He must get leave from the manager, and provide a substitute for two years. That is what happens.

33,386. Is that what we heard about in Dublin? I have something in my mind to this effect, that quite a considerable number of teachers, actually engaged in teaching, stopped their teaching and took a course at one of the universities. Is that something different, or is that the same system?—There is a third year's course of training allowable now. We got the permission of the Treasury to pay for teachers for a third year, and it is during that third year that they go into the university and take out a diploma of teaching, and we give them then what is called a higher certificate for that.

33,387. Then their salaries go on but they find a substitute?—Yes.

33,388. (*Mr. Matheson.*) Has the Government no relation to the higher schools in Ireland except through the Intermediate Education Act?—I should not say that they had any relation to the schools even through the Intermediate Board.

33,389. Do you mean that it is purely a relation personal to the pupils of the schools?—The Government in Ireland is a very peculiar thing, and it would be very hard to say whether these Boards in Ireland were Government Boards or not; they are certainly not under the control of the Government, although they are often obstructed by it.

33,390. Has any authority which you might call a national authority any relation to higher school education except through that Board?—The Intermediate Board has that relation—that is, it inspects these schools, but it is not necessary to be at a school to go in for an intermediate examination.

33,391. But is there any other grant of public money to higher schools besides this?—There is a grant through the Department of Agriculture. That department spends money on the science and practical instruction in intermediate schools. They endow science and drawing, and that kind of thing, and give grants for woodwork, and inspect the schools. There is divided authority. The inspectors of the Department of Agriculture have admittance to the intermediate schools as well as our inspectors.

33,392. But apart from the Board of Agriculture is the Intermediate Education Board the only Board which grants public money to higher schools in Ireland?—I do not know of any other at the moment, unless, possibly, the Commissioners for the Ulster Endowed Schools.

33,393. Your opinion would be that if the public money is to be spent on schools above elementary, it would be more wisely spent if it were distributed as a grant for the general efficiency of the schools rather than on success in examinations?—Quite so. My idea of a proper system is a very simple one; it would correspond very closely to the Scotch. The Scotch have got two certificates, a higher and an intermediate. Whether they are very highly valued I cannot say. I speak for my Board, and we should be very glad indeed if, in the intermediate schools in Ireland, we could hold an examination for children at 15 on general efficiency, and give an intermediate certificate that might be of use to the child in any employment that he was taking up; and then at 18 a leaving certificate, such as they give in Scotland. I am not entirely averse to examinations. I do not see how you can get rid of them altogether.

33,394. As at present, are the grants nominally to the pupils and not to the schools, or to both?—To both. The school gets a grant per head, called the school grant, on every child that passes the examination, and that grant is added to if the child passes with honours. The child has nothing to say to that. In addition, exhibitions are given varying from 10*l.* to 30*l.* to children who pass with honours in two or three subjects and competitively. These go to the children, but the children who get the exhibitions need not be at a school; they can come from private tuition.

33,395. How are the fees at the schools kept so low. Is it that a good many of the teachers give their services for nothing?—A great number of them belong to religious orders who are not paid. Of course, the lay teachers must receive payment of a kind. These unfortunate people cannot give their services for nothing.

33,396. How are they paid?—Very badly. The average salary of a woman teacher in an intermediate school, if unfortunate enough to be a lay person, is 48*l.* a year, and a male teacher 82*l.*, which is below that of the national teacher, whose average salary, if a principal, is 112*l.* I should not wish you to understand that the lay teachers in Ireland are few in number; they are not. There are over 1,200 of them.

33,397. (*Miss Haldane.*) What is the average salary of women teachers in national schools?—It would always be 18 to 20 per cent. lower than that of men.

33,398. (*Mr. Matheson.*) Would the lay teachers you speak of take a university degree?—Yes, most of them.

33,399. How are they found willing to undertake it? Is there so little occupation for them?—It is a most deplorable fact. That is one of the things Mr. Birrell has been trying to remedy with his 40,000*l.*; but supposing he gives the 40,000*l.* a year, it is not certain they will be much benefited. If they are too expensive the authorities will say, "We will employ them no more." They only employ them because they are cheap.

33,400. (*Mr. Boutwood.*) Do you think it would lead to the substitution of clerical for lay teachers?—If the State insists, without paying the salary itself, on lay teachers receiving a high minimum salary, the result is very likely to be that they will cease to be employed.

33,401. (*Mr. Shipley.*) Where is your work carried on. The head office, I suppose, is in Dublin?—Yes.

33,402. Have you a very large staff?—Something like 150 clerks.

33,403. Are they selected by open competition?—Yes, invariably open competition.

33,404. Have you any first class clerks?—No. I was always anxious to introduce first class clerks; but that is the weakness of a great number of Irish offices—that we have very few first class clerks in Ireland.

33,405. Do you consider that the office is adequately staffed, or is there anything you can suggest to make it better?—I would like, I must say, some first class clerks on the staff. The second division clerks are very hard-working men, and I have no complaint to make of them; I think them an admirable set of men, and that they have extremely difficult duties to perform. I think it may be said of my office that the abstractors are performing the duties that the second class clerks in other offices are doing, and the second class clerks are responsible for duties performed by

10 April 1913.]

Mr. W. M. J. STARKIE, M.A., LL.D., LL.D.

[Continued.]

first class clerks in other offices. But I do feel—and I have heard many other heads of departments in Ireland say the same—that there is a lack of men who are able to write satisfactory letters on important subjects. One does miss that class of man.

33,406. Is the building adequate, well ventilated, and so on?—I think so. It is the old Dublin house of the Berafords. It is rather down in a slum; but it is a beautiful house.

33,407. There are many beautiful old houses in Dublin?—My office is, perhaps, one of the most beautiful. I have been told by a member of the Cabinet that it is probably the most beautiful office in the Empire.

33,408. We have had some evidence that there is a great deal of discontent among the second class clerks and the abstractor class. Do you find evidence of that? Do you feel that you are working among a number of men who are profoundly and thoroughly discontented?—You know everybody in Ireland is discontented. I do not know that the second class clerks are more discontented than anybody else. They are always sending petitions to improve their position, and no doubt they have their grievances.

33,409. (Mr. Routwood.) What is the general purport of their petitions? What do they ask for?—Probably for promotion to higher offices. There is a very considerable slowness of promotion in my office. I think it might be said of my staff that they do not get on to important posts as rapidly as is the case in other offices in Dublin; I have known men, for instance, who have left my office and have been transferred to other offices from the second division who are occupying very good posts now, and would not have been so well off if they had remained in my office.

33,410. Is movement in your office slow or do not the higher grade posts exist in your office?—There are a number of higher grade posts, twelve, I think. The higher and lower staff clerks—people who go from 400l. to 500l. and 500l. to 600l.—are a fairly large number, and there is no reason why these second division clerks should not be appointed to the posts of 1,000l. or 800l. a year; but there are very few vacancies. It is a healthy office, and vacancies are rarely created through death. In the last 15 years there have been very few vacancies in the higher posts, and for that reason the men are dissatisfied, and they apply to me sometimes—very naturally, as the work in my office is very hard—to be transferred to the Insurance Office, or elsewhere. I very often refuse, because one does not like getting rid of the best men when they have learned their work.

33,411. (Chairman.) Mr. Lemass told me that you had altogether 45 second division clerks and 15 or 16 higher appointments to which they are promoted in course of time. That is not a bad proportion?—No. Still, vacancies do not arise very frequently.

33,412. (Mr. Shipley.) Have you other offices outside Dublin?—No.

33,413. But you have inspectors travelling about?—Yes, about 74.

33,414. Is the stamp of school building improving?—Very much. The new school buildings we are erecting are quite as good as I see being erected in England by the county authorities. As Lord MacDonnell knows there was a block for seven years before we got them, but they are being erected now.

33,415. (Miss Haldane.) I want to be clear about the age of entry and leaving in your Irish elementary schools. At what age may a child enter?—At three.

33,416. Normally, it leaves when?—Normally, at 15.

33,417. (Chairman.) When does the child enter the intermediate school?—About 15.

33,418. And leaves at 18?—18 or 19.

33,419. (Miss Haldane.) Therefore it carries on the first part of its secondary education in an elementary school?—Yes, if it is in a high enough class. In order to bridge the gap the National Board instituted some years ago what are called seventh and eighth standards in primary schools, and allowed them to take up the preparatory and junior grade work for the intermediate examination. So that if the school is qualified the children can begin their intermediate work at a national school.

33,420. How do you manage to staff the national school, that being so?—We have nothing really to say as to the staffing. The manager appoints the staff. If the staff happens to be good enough for that kind of work, they do it; if they are not, they do not.

33,421. The boy who learns Latin and so on is taught several years before he leaves?—That would be very rare, because the national school teacher rarely knows Latin. Hence the evil I spoke of, going to an intermediate school too late. To learn two languages, which are obligatory in the intermediate school, at 15 is hopeless.

33,422. What about domestic economy and that kind of subject? Is it taught in national schools?—I am glad to say I have succeeded in getting domestic economy taught in every national school where there are five or six girls over 11. It is really a remarkable thing that they are the only schools in Europe that do teach domestic economy as a matter of course. You will not find that done in England. Cookery is taught actually by the teachers of the national school; you will not find it so in England.

33,423. By the ordinary teacher?—By the ordinary teacher.

33,424. (Mrs. Deane Streetfield.) Does the teacher have to qualify in it?—Yes, it is an obligatory subject at the training college. They have to do cookery for 80 hours in training colleges.

33,425. (Miss Haldane.) And if there is only a male teacher, what happens in a small school?—If there is a male teacher in a mixed school there must be a woman as well.

33,426. Who comes in and teaches domestic economy?—There must be a junior assistant-mistress in every small school where there are girls.

33,427. However small?—Yes. Needlework must be taught, and a man will not teach needlework—it must be a woman. It does not follow that cookery would be taught in so small a school as that, because in that school you would not have six girls over 11; you would not have more than three or four. In that case needlework must be taught, but cookery would not, when the number of girls is a negligible quantity.

33,428. We understood from what we heard in Ireland that the work done by the Board of Education here is done by quite a number of Boards there?—Yes, there are a considerable number. A great deal was spoken, some years ago, about the number of Boards in Ireland. Everybody who mentioned them seemed to give a different number. Some said 40 and some 80; but I really do not know the exact number. At any rate, with regard to education, the Boards that count are the Intermediate and the National Board, and it does not matter about the others.

33,429. The buildings are under the Board of Works?—Yes.

33,430. And the Local Government Board do something else?—The Local Government Board will have the Poor Law Union Schools.

33,431. And the Agricultural and Technical Instruction Board?—They have got technical schools, and are interlopers in the intermediate schools. There are plenty of authorities, but, really, only two count, the Intermediate Board and the National Board. There are commissioners for the Ulster endowed schools, the schools of the Hibernian Society, etc., but they are quite negligible. Then you have the Erasmus Smith Board, who have a number of schools of their own, but they do not count. The National Board has 8,400, and the Intermediate Board 400, so they are really the two authorities.

33,432. (Chairman.) They are the two more intimately connected with the Government?—Certainly. Besides, of course, they control nearly the whole country.

33,433. (Miss Haldane.) You would prefer a system of certificates like that which exists in Scotland—a leaving and intermediate certificate. They would not depend entirely on examination but on record, and the manner of teaching, and the opinion of the teachers would be taken into account also?—The Scotch are a very trustful people, who are willing to take the opinion of the teacher; but I am afraid in Ireland they would

10 April 1913.]

Mr. W. M. J. STARKIE, M.A., LL.D., LL.D.

[Continued]

not. I have never found them willing to do so, and I am afraid the examination of it would count very much more than in Scotland. I should like to take the opinion of the teacher myself, but I have suggested that with regard to training colleges and did not succeed in winning much support. I found one training college would not trust the opinion of any other teachers except their own.

33,434. Under the Intermediate Education Board have you no women inspectors?—Not up to the present.

33,435. Do you think of having any in the future?—I, myself, am in favour of women inspectors, but I do not know that my colleagues are. I try to get as many as I can, but I do not always succeed.

33,436. (*Chairman.*) But they are not very much use under the circumstances unless you have the system changed?—They are as much use as any other inspectors. Why should not a woman be as useful as a man?

33,437. But what use would an inspector, either a man or a woman, be in your Irish intermediate schools when the school authorities do not take any notice of the inspection?—They are useful for the improvement of our information.

33,438. But they do not have the least effect upon the school?—No, not directly.

33,439. (*Miss. Haldane.*) Do intermediate inspectors report upon the technical instruction?—No. The Department of Agriculture has inspectors of its own. There are two classes of inspectors who visit the intermediate schools—those from that department and those from our Board.

33,440. Do you have many breakdowns in health from the effect of these numerous examinations you have been telling us about?—I have no means of ascertaining.

33,441. You have not so many girls as boys entering the examination?—About half, I think.

33,442. I think we were told one-third?—It is possible. I thought from the final figures there were 4,000 girls and 8,000 boys. That would be one-third of the whole.

33,443. (*Mrs. Deane Streetfeild.*) Have you any of these cramming establishments in Ireland like Clark's College?—Plenty. Skerry's Academy is, I think, the most famous of them. Skerry has an agency in most parts of Ireland, and there are other such places at Belfast, too. They are mostly for the preparing of the second division clerks.

33,444. Do they go straight from an intermediate school into the examination?—I should say not. Unfortunately I have not much information on questions of that kind; we know so little about the intermediate schools. I fancy they go to Skerry's Academy in Dublin. I also hear of correspondence classes. These people who compete for second class clerkships come from all parts of the country, and if a man lives at Kanturk he probably will not have money to go to the classes and he works through correspondence. I fancy they do not go straight from the schools to the examination.

(*Chairman.*) Dr. Starkie, the Commission is greatly obliged to you for the extremely interesting evidence you have given.

# APPENDICES.

## TABLE OF CONTENTS.

	PAGE
APPENDIX LXIII.—( <i>Handed in by Professor John MacNeill</i> ):—	
National University of Ireland. University College, Dublin. Return of the number of Students who have taken Irish as an Honours subject for B.A. Degree and afterwards . . . . .	173
APPENDIX LXIV.—( <i>Handed in by Sir Hiram Wilkinson, B.A., LL.D.</i> ):—	
Memorandum on behalf of the Queen's University of Belfast . . . . .	173
APPENDIX LXV.—( <i>Handed in by Mr. Denis J. Coffey, M.A., M.B., B.Ch., LL.D.</i> ):—	
Reply of the National University of Ireland to the questions of the Royal Commission . . . . .	184
APPENDIX LXVI.—( <i>Handed in by Mr. C. T. Beard, I.S.O.</i> ):—	
Irish Land Commission. Statement showing which branches perform duties common to both the Land Purchase and the Fair Rent sides . . . . .	186
APPENDIX LXVII.—( <i>Handed in by Mr. Henry Doran</i> ):—	
Congested Districts Board for Ireland. Outdoor Staff. Estates Branch . . . . .	188
APPENDIX LXVIII.—( <i>Handed in by Mr. W. L. Micks</i> ):—	
Congested Districts Board for Ireland. Indoor Staff (Non-Pensionable) . . . . .	189

## APPENDIX LXIII.

(*Handed in by Professor John MacNeill.*)

Q. 27,898.

### NATIONAL UNIVERSITY OF IRELAND. UNIVERSITY COLLEGE, DUBLIN.

RETURN OF THE NUMBER OF STUDENTS WHO HAVE TAKEN IRISH AS AN HONOURS SUBJECT FOR  
B.A. DEGREE AND AFTERWARDS.

[*This University and College were established by Act of Parliament and Charter of the year 1908.*]

Year 1909-10.

B.A. Degree Examinations.—Two students obtained Honours in Irish.

Post-Graduate Studies.—One student obtained Travelling Studentship in Irish Language and Literature.

Year 1910-11.

B.A. Degree Examinations.—Six students obtained Honours in Irish.

Post-Graduate Studies.—One student obtained M.A. Degree with Honours (by thesis) in Celtic Studies, including Irish.

Year 1911-12.

B.A. Degree Examinations.—Seven students obtained Honours in Irish. (Twelve candidates presented themselves for Honours examination in Irish.)

N.B.—This return is in respect of University College, Dublin, alone. Honours courses, which include Irish, for degrees are also provided by the constituent colleges of Cork and Galway and by the "recognised College" of Maynooth, under the National University; by Dublin University; and by the Queen's University, Belfast.

JOHN MACNEILL.

## APPENDIX LXIV.

(*Handed in by Sir Hiram Wilkinson, B.A., LL.D.*)

Q. 28,401.

MEMORANDUM PRESENTED TO THE ROYAL COMMISSION ON THE CIVIL SERVICE BY SIR HIRAM SHAW WILKINSON ON BEHALF OF THE QUEEN'S UNIVERSITY OF BELFAST.

1. The following memorandum is submitted by Sir Hiram Shaw Wilkinson\* who has been authorised to

\* As in some of the observations in this Memorandum, Sir Hiram Wilkinson speaks from the point of view of a Civil Servant, the extent, and limitations, of his experience may be judged from the extract from the Foreign Office List at the end of this Memorandum.

give evidence before the Royal Commission on the Civil Service on behalf of the Queen's University of Belfast by a resolution of the Senate of the University passed upon consideration of a letter, dated 19th October 1912, addressed to the President of the University by the Secretary of the Commission.

2. As an opportunity, however, has not occurred of placing this memorandum before the Senate, it is

desirable that, under the circumstances, it should be considered as an expression of Sir Hiram Wilkinson's own personal views.

PRELIMINARY. THE QUEEN'S UNIVERSITY OF BELFAST.

*History.*

3. The history of the College of this University naturally divides itself into three periods.

4. Queen's College, Belfast, together with Queen's College, Cork, and Queen's College, Galway, was founded under the Queen's Colleges (Ireland) Act, 1845, and was opened for the reception of students in 1849. These three Colleges became the University Colleges of the Queen's University in Ireland, which was founded in 1850, and only students who had matriculated and had attended lectures in one or other of these Colleges could obtain degrees in that University.

5. Under the University Education (Ireland) Act, 1879, the Queen's University was dissolved in 1882, and its place was taken by the Royal University of Ireland. The three Queen's Colleges sent forward students for degrees to the Royal University, but matriculation and attendance at those Colleges ceased to be a necessary qualification for a degree. The Royal University of Ireland was an examining University.

6. Under the Irish Universities Act, 1908, the Royal University of Ireland and Queen's College, Belfast, were dissolved from October 1909, and two Universities were founded to replace them, the National University of Ireland, of which Queen's College, Cork, and Queen's College, Galway, became constituent Colleges, and the Queen's University of Belfast, in which were vested the buildings of Queen's College, Belfast. In other words, Queen's College, Belfast, was raised to the status of a University under the name of the Queen's University of Belfast.

7. As regards teaching, there has been no breach of continuity from the time Queen's College was founded in 1849 to the present time. The professors have from the first to last had the statutory right to the style of University Professors. But the College could not fail to be affected by the changes through which it passed. As already mentioned, during its first period, from 1849 to 1882, it was one of three constituent colleges of a University, attendance on the lectures of one or other of which was a requisite for a degree. During its second period, from 1882 to 1909, attendance on its lectures ceased to be necessary for a degree. In its third period, only lately begun, it is restored to its old privileges, with the additional privilege of constituting a separate University by itself.

8. The University as at present constituted has thus had but a short existence. It can only claim a life of a little more than three years, but it has succeeded to the results of strenuous endeavour carried on since the commencement of Queen's College over sixty years ago. It cannot claim to offer to students all the advantages of Oxford and Cambridge, but it has gone far towards realising the ideal of University life of which those Universities are the highest embodiment, and it may perhaps claim to present, as compared with those Universities, some special advantages of its own.

9. It has been restored to the status of a University, whose members require attendance in the class rooms of its Professors. Only a small beginning has been made towards providing it with Hostels, but it has a Students' Union and Common Room which would do credit to any University. It has a College Magazine, a Students' Representative Council, and a large number of Students' Societies for the discussion of Literary, Scientific and Professional subjects. It has an Officers' Training Corps, which compares favourably with that of any University, and clubs for nearly all forms of athletic exercise. It thus affords to its students the means of that social intercourse and general University life which prepares the student to take his place in the world as a man of affairs.

*Relation to the Civil Service.*

10. In considering the relations of the College and University to the Civil Service it has to be borne in mind that the open competitive examination for the Civil Service of India at one time occupied, so far as regards University students seeking to enter Government Service, the place now occupied by the open competitive combined examination for the Civil Service of India and the Home Civil Service. Students of Queen's College, Belfast, competed for and obtained appointments in the Home Civil Service, but it will not be necessary to refer to these in relation to the questions now under consideration. Any contrast between the present and the past must needs be a contrast between the combined examination, and the once separate examination for the Civil Service of India.

11. Queen's College, Belfast, in its first period provided a comparatively large number of candidates for the Indian Civil Service, and the Consular Service in China and Japan, with a very large proportion of successes.

12. In the open competitive examination for the Civil Service of India in 1857, out of the twelve selected candidates three were from Queen's College, Belfast, one taking the first and one the fourth place. (Fourth Report of the Civil Service Commissioners, page 322.) In 1859 there were two successful candidates from Queen's College, Belfast, one taking the second place. (Fifth Report of the Civil Service Commissioners, page 203.)

13. In the open competition of 1860, five of the selected candidates came from Queen's College, Belfast. The Civil Service Commissioners referring to this examination said :—

"It is gratifying to us to find that, as in former years, the successful candidates continue for the most part to be those who have been trained at the Universities, and we think that it is fair to state that the Irish Universities, as has been the case at previous examinations, send us candidates who do credit to the system of instruction and to the professors at those institutions. No less than thirteen of the successful candidates came from Trinity College, Dublin, and amongst them the 5th, 6th, 7th, and 8th in the order of merit. Five proceeded from Queen's College, Belfast, including the 4th in order of merit, and one from Queen's College, Galway. We ought to add that eight successful candidates have come from Scotland."

14. Then they give the institutions in which the candidates most distinguished in particular branches had been educated, and among these it appears that in three of the subjects, in English Literature, in Mathematics, and in Natural Science, the best was from Queen's College, Belfast. (Sixth Report of the Civil Service Commissioners, p. xxxi.)

15. In the next five years (1861 to 1865) there were twelve successful students from Queen's College, Belfast, but after that the numbers get fewer. In the following five years (from 1866 to 1870) there were only six.

16. There is no reason to think that there was any falling off in the standard of teaching. The diminution in the number of candidates is fully accounted for by the change in the age limits for entrance to the Service.

17. In 1866, the maximum age, which had been lowered from 23 to 22, was further lowered to 21. This allowed only the younger graduates to compete. But the blow came in 1878, when the maximum limit was yet further reduced to 19, an age at which scarcely any graduates could compete.

18. The effect of this latter change is thus referred to in the Twenty-ninth Report of the Civil Service Commissioners (for the year 1884) page xi :—

"The change of age has necessarily involved a material diminution in the number who at the time of examination belonged to Universities. Thus, comparing the period, since this change with the entire period before it (i.e., 1878-84 with 1855-78), the proportion of candidates from Oxford has diminished from 8.9 per cent.



to 0·96 per cent., those from Cambridge from 8·6 per cent. to 1·43 per cent., and those from Trinity College, Dublin, from 8·0 per cent. to 0·96 per cent. This decrease is considerably less, in the case of the Scottish Universities, having been from 8·3 per cent. to 5·26 per cent."

19. The effect of the change on the numbers of successful candidates from Ireland is shown by a return in the same report, by which it appears, that while as has been seen in the year 1860 out of 80 successful candidates there were 19 from Ireland, in the seven years from 1872 to 1878, out of 222 successful candidates there were only 23 from Ireland, and out of 220 successful candidates in the seven years from 1878 to 1884, there were only 16 from Ireland.

20. This is an indication of the part which the Irish Universities take in education. In England, when the age limit precluded candidates from the Universities competing, their place in preparing candidates was taken by the public schools. In Ireland public schools did in some measure take the place of the Universities in this respect, but there were many for whom the Irish Universities provided who could not take advantage of a public school.

21. The adoption for the Civil Service of India of a maximum age for entrance of 23, from 1892, and then from 1906, of 24, under the present system of combined examination for the Civil Service of India, Clerkships, Class I., in the Home Civil Service and Eastern Cadetship in the Colonial Services has removed this difficulty, but the scheme of the examination in other respects has raised other difficulties which it is proposed to refer to later on.

22. The result—which, however caused, is regrettable—is that since 1905 there have been only two students of this College among the successful candidates at that examination.

23. There has also been a falling off of students competing for the Consular Service in China and Japan, but this arises from different causes, and may be more conveniently dealt with separately.

24. In the Secretary's letter there are four questions upon which an expression of opinion is desired.

25. The first of these questions is:—

The relation between the highest education given at the Universities and the efficient discharge of their functions by members of the Civil Service.

26. In answer to this question, it is submitted, that for the higher branches of the Service, where the interests of the Service allow of the age for entrance being high enough to admit the entry of University graduates, there is no better preparation for the Public Service than a University training extending over the period required for graduation.

27. It is believed that there is a general consensus of opinion among those best able to judge that the Civil Servants recruited from the Universities have as a body proved themselves competent and efficient in the discharge of their duties, and have developed in a high degree administrative ability. There may, no doubt, have been instances where men have taken high places in their college classes and have obtained admission to the Civil Service by the excellence of their answering, who have exhibited afterwards more of the distinctive characteristics of the student than of the administrator, but these would appear to have been the exception, and it may be taken as established that in the Civil Service the effect of University life and University training in all its phases has been to produce men well fitted for the discharge of the most responsible duties. Certainly, as regards the men who in times past have entered the Civil Service from Queen's College, the number who have risen to distinction amply confirms this conclusion.

28. The Second question is:—

"The suitability of the open competitive examination for the Home Civil Service ('Class I.') as at present regulated to secure the supply of candidates possessing the highest education and giving the greatest promise of administrative capacity."

29. Reference has been made to the small numbers from Queen's College, Belfast, and Queen's University of Belfast who have of late years presented themselves as candidates at the open concurrent examination for the Home Civil Service (Class I.), for the India Civil Service, and for Eastern Cadetships, as compared with the numbers of those who presented themselves for the open competition for the India Civil Service before the reduction of the age limit rendered it difficult, and finally almost impossible, for University Graduates to compete.

30. Whatever other causes may have assisted in preventing a return to a satisfactory condition of affairs after the age limit had been raised, the fact is due mainly to the want of conformity between the scheme of the combined examination and the educational arrangements in the majority of the Universities at the present time.

31. The regulations for the open competition for the India Civil Service in the early years of that competition were very much in accord with the curricula of Queen's College, Belfast. The Registrar of the College was able, in 1855, in reply to inquiry from the Civil Service Commissioners (Eighth Report of the Civil Service Commissioners, p. 392), to say:—

"The success of the candidates from this College has been a source of great satisfaction to the President and Professors, the more especially as it has been attained as the result of a system of general education, without the least attempt in any single case to *cram* the candidates before going up to examination."

32. The divergence which now exists is due largely to a change in the curricula of the Universities in the Honours Schools, which the Regulations have failed to follow.

33. The trend of education in the Universities generally has been in the direction of widening the field of study in the subjects comprised in the Honours Schools, and of increased thoroughness in the training in those subjects, leading necessarily to a restriction in the number of the subjects taken up.

34. Many subjects have consequently acquired a greatly increased value as evidence of training and ability, but this increase in value has not been recognised in the scheme now in operation, in which recently their relative value has on the contrary been depressed.

35. The scheme of examinations for the Indian Civil Service was revised in 1890 to bring it into conformity with the educational arrangements of that time (Thirty-ninth Report of the Civil Service Commissioners, p. 4).

36. The principles adopted by the Commissioners in framing the Regulations are set out in the following statement in the Syllabus for the examination which appears in the Thirty-fifth Report of the Commissioners.

"The Regulations governing the Open Competition for admission into the Indian Civil Service have been framed with a view to the principle regarded by Lord Macaulay's Committee in 1854, as essential, viz., that the object of the Competition should be to secure for the Indian Civil Service Officers who 'have received the best, the most liberal, the most finished education that their native country affords.' The scheme of examination has accordingly been made to embrace most of the subjects of the Honour Schools in the Universities of Great Britain and Ireland. In administering the scheme the Civil Service Commissioners, concurring with Lord Macaulay's Committee in the opinion 'that no Candidate who may fail should, to whatever calling he may betake himself, have any reason to regret the time and labour which he has spent in preparing himself to be examined,' desire to avoid all disturbance of the general course of University studies, and to render it possible, with due regard to the principle of Open Competition, for those who have graduated with honours at the Universities, to attend the examination for the Indian Civil Service with good prospects of success.

\* \* \* \*

The Examiners will be instructed to keep the standard in each subject up to the level of the highest course of study pursued by the Universities.

37. There was a further revision in 1904.

38. On the 18th November 1903 there was a Conference at the office of the Civil Service Commission at which were present representatives of the Universities of England, Ireland, and Scotland, and in a letter dated the 22nd of February 1904, the Commissioners presented to the Secretary of State for

India a revised scheme, which was settled and sanctioned in June 1904. (Forty-eighth Report of the Civil Service Commissioners, pages 33 to 46.)

39. In 1909 a change was made in the scheme with regard to the number of science subjects which might be taken with Lower and Higher Mathematics and to an increase and rearrangement in four divisions of the marks assigned to Greek and Latin.

40. In the following table is shown (1) The Scheme as settled in 1890. (2) The Scheme as sanctioned in 1904. (3) The Scheme as altered in 1909 and now in operation.

Scheme as settled in 1890, and in operation from 1892 to 1904.	New Scheme sanctioned in 1904.	Scheme as altered in 1909 and now in operation (1913).
English Composition - 500	- - - - - 500	- - - - - 500
Sanskrit Language and Literature - 500	- - - - - 600	- - - - - 800
Arabic - 500	- - - - - 600	- - - - - 800
Greek Language and Literature 750	Translation - 300 Composition - 300 Literature - 300 } 900	Translation - 400 Prose Composition - 200 Verse Composition - 200 Literature - 300 } 1,100
Latin Language and Literature 750	Translation - 300 Composition - 300 Literature - 300 } 900	Translation - 400 Prose Composition - 200 Verse Composition - 200 Literature - 300 } 1,100
English Language and Literature - 500	- - - - - 600	- - - - - 600
Italian - - - - -	- - - - - 600	- - - - - *600
French Language and Literature - 500	- - - - - 600	- - - - - *600
German Language and Literature - 500	- - - - - 600	- - - - - *600
Mathematics - 900	- - - - - 1,200	- - - - - 1,200
Advanced Mathematics - 900	- - - - - 1,200	- - - - - 1,200
Natural Science, i.e., any number not exceeding three of the following subjects :-	Any number not exceeding four of the following :-	Chemistry Physics - of which 4 Geology - can be taken Botany - or 3 with Zoology - Lower and Animal - Higher Physiology - Mathematics Geography
Elementary Chemistry and Elementary Physics - 600	Chemistry - 600	} 2,400 or 1,800
Higher Chemistry - 600	Physics - 600	
Higher Physics - 600	Geology - 600	
Geology - 600	Botany - 600	
Botany - 600	Zoology - 600	
Zoology - 600	Animal Physiology - 600	
Animal Physiology - 600		
Greek History (Ancient including Constitution) - 400	- - - - - 500	- - - - - 500
Roman History (Ancient, including Constitution) - 400	- - - - - 500	- - - - - 500
English History - 500	I - 400 II - 400 } 800	I - 400 II - 400 } 800
General Modern History - 500	- - - - - 500	- - - - - 500
Logic and Psychology - 400	- - - - - 600	- - - - - 600
Moral and Metaphysical Philosophy - 400	- - - - - 600	- - - - - 600
Political Economy and Economical History - 500	- - - - - 600	- - - - - 500
Political Science - 500	- - - - - 500	- - - - - 500
Roman Law - 500	- - - - - 500	- - - - - 500
English Law - 500	- - - - - 500	- - - - - 500

\* These marks are divided into Translation, Composition, and Conversation - 400  
History of Language and Literature - 200  
Total - 600

41. One of the subjects discussed at the Conference of 1903 was the educational effect produced by the unrestricted choice of subjects by candidates.

42. In the first few years of the Open Competition for the India Civil Service, no difficulty was experienced. Afterwards the increase in the number of subjects taken by candidates was observed upon by the Commissioners, but they seemed to think that the matter would settle itself, as it was seen that those who took

too many subjects fell so low in their answering that they were beaten by candidates taken fewer subjects, and preparing in them more thoroughly.

43. In 1904, however, matters had become serious. The Commissioners in their letter of 22nd February 1904, said :-

"The evidence before the Civil Service Commissioners shows conclusively that the effect of leaving the candidates an unrestricted choice of

subjects, leads under the present machinery of examination to an excessive eagerness for marks, which causes many of their candidates either to cut short their career at the Universities or to mutilate the established courses of academic study with a view to making such a combination of subjects in a special course of training as may prove most remunerative in the examination. Since 1892 the average number of subjects taken by the successful candidates has increased from 10 to 12, and in many cases candidates have offered as many as 16 or even 17 subjects. It is evident that such a state of things is not educationally to the advantage of the candidates and that (in consequence of the large number of candidates from the Universities) it tends to produce a very disturbing effect on the regular courses of University education."

44. It was decided that something must be done to limit the number of subjects taken, and it was settled that while candidates should be left at liberty to choose

their subjects, such choice should be subject to the proviso that the maximum of marks that could be obtained from the subjects chosen should be limited to 6,000.

45. It is submitted that this limit is too high, and should be reduced. That it would prove too high for Universities other than Oxford or Cambridge might have been anticipated.

46. The Commissioners in the letter to the India Office, of the 22nd of February 1904, above referred to, presented a tabulated statement of how the Scheme might be expected to work under this limitation. They said:—

"As an illustration of the manner in which the Scheme would be likely to work under the altered conditions, the Commissioners append specimens of the combinations which men of ability in various branches might make in the selection of their subjects. It is, of course, assumed that Classical and Mathematical Studies have formed the basis of their education at school and the University."

Classical.	(Oxford Lit. Hum. 4 years.)	(Cambridge Classical Tripos, 3 years.)	History (Oxford and Cambridge).	Mathematics.
English Composition -	500	- - - 500	- - - - 500	- - - 500
Greek - - - -	900	- - - 900	- - - - 900	- - - 1,200
Latin - - - -	900	- - - 900	- - - - 900	- - - 1,200 } M.
Greek History - -	500	- - - 500	English History - 800	- - - 600 } 2 Nat.
Roman History - -	500	- - - 500	Modern History - 500	- - - 600 } Sci.
		3,300		4,100
Logic and Psychology -	600		Political Economy 600	
Moral and Metaphysical Philosophy - - -	600	Add 4 extra subjects in the extra year. } 2,400	Political Science - 500	Add— Eng. Lit. } 1,800 French } German }
Political Economy - -	600		French or English Literature - - 600	
Political Science - -	500			
	5,600	5,700	5,300	5,900
† 1 extra subject, say English Literature -	600		† Any other extra subject } 600	(N.B.—Mathematicians succeed under the present system with only a few subjects. It is not proposed to increase their mathematical maximum.)
	6,200		5,900	

47. Commenting on this table, the Commissioners said:—

The average marks of the highest successful candidate in the examinations since 1892 have been on the Indian Civil Service List 3,600, but it should be observed that the average would have been somewhat higher if the scale of marking now proposed had been in operation.

Bearing this in mind it is evident that the Oxford student of *Literas Humaniores* would find no difficulty in taking the proposed examination, so to speak, in his stride. He would merely have to add to his list of subjects a knowledge, say, of the languages and literature of his own country which he ought to acquire in the ordinary course of his education. The Cambridge Classical student would not, *prima facie*, be so well off, but, on the other hand, he would have an extra year in which to make special preparations for the examination. The History student at either University would, with his school knowledge of Classics or Mathematics, be able to make up a good total of marks, and, even if he had not much knowledge of Classics or Mathematics, could supplement his particular subjects with the knowledge of Modern Languages or of Law. The Mathematician would have a better position than at present, and even under the existing scheme. Mathematicians are often successful. The

marks for the scientific student are also considerably increased.

48. The concern of the Commissioners seems here to be as to whether the scheme would operate equally as between Oxford and Cambridge, and they do not appear to be quite certain that the advantage of Oxford had been quite balanced as against Cambridge. It quite clearly had not been.

49. Although the opinions of other Universities had been discussed, and in some measure met, there is here no illustration of the combinations which men of ability in other Universities might make in the selection of their subjects, or how they would fare under the scheme as compared with graduates of Oxford or Cambridge.

50. The advantage given to the school of *Literas Humaniores* so evident in the comparative table prepared by the Commissioners was further augmented by the change made in the scheme in 1909.

51. In submitting the scheme of 1903 to the Secretary of State for India, the Commissioners said:—

"In view of the time and attention bestowed on pure scholarship in the course of study for the Cambridge Classical Tripos, the Commissioners further propose to drop the original essays in Latin and Greek, which form part of the examination as it stands, and to restrict the test in competition to translations in prose and verse from English into Latin and Greek."

52. The Under Secretary of State replying said that Mr. Brodrick "is indisposed to agree to the omission of original essays in Greek and Latin, as an alternative to verse composition in those languages, as he considers that those candidates who may not have given attention to the art of verse writing in the classical languages should not therefore be discouraged from taking up composition."

53. On the 27th June 1904 the Commissioners gladly accepted the slight alterations suggested in their proposals affecting the subjects Latin and Greek."

54. But in a letter dated 18th December 1908, the Secretary to the Commissioners, writing to the Treasury, says:—

"The Commissioners have long been of the opinion that the existing arrangements for Greek and Latin verse operate unfairly. Candidates who take Greek or Latin Composition are not obliged to take Verse; they are allowed in lieu thereof to offer a prose essay. But prose Composition is already separately tested; and it is much easier to write a prose essay than to write good verses or good prose translation from English. It is therefore advantageous to a candidate, unless he is exceptionally good at verses, to take the essay. So long as the practice of verse Composition occupies so large a part of the training of the best Classical Candidates this method of supplying an alternative (which is not an equivalent) for Greek and Latin verse will handicap the best scholars.

"Further, it does not seem equitable that the paper on Greek and Latin Literature should receive as many marks as Composition and Translation.

"The Commissioners therefore recommend that Greek and Latin should be divided into four sub-divisions, as below, and that Candidates should be allowed as heretofore to take any two or more sub-divisions, of which one must be Translation.

"Subjects 4 seq. (Clause 2 of the said Special Regulations) would then run as follows:—

"Greek, not less than two sub-divisions, of which one must be Translation.

4. Translation.
5. Prose Composition.
6. Verse Composition.
7. Literature.

"Latin, not less than two-subdivisions, of which one must be Translation.

8. Translation.
9. Prose Composition.
10. Verse Composition.
11. Literature."

55. It does not seem clear that at this stage an increase in the marks for Greek and Latin was intended, but on the 6th November 1909 the Secretary to the Treasury, in a letter to the Commissioners, refers to two further letters from the Commissioners, dated 26th March 1909 and 12th July 1909, which are not published, as relating to a proposal "for an increase and re-arrangement in four divisions of the marks assigned to Greek and Latin respectively in the scheme for Class I," and transmits copy of a letter from the India Office, and the Treasury's reply thereto, which are not printed, but are stated in a note to convey the Treasury approval of the Commissioners' proposals.

56. The complete correspondence is not published, and the grounds for increasing the marks in Greek and Latin, as distinct from the re-arrangement of the marks, are not to be found in the portion which is published; nor does it appear whether attention was drawn to, or consideration given to, Mr. Brodrick's objection to an identical proposal made by the Commissioners four years before as regards Greek and Latin verse.

57. One effect of this increase was to relieve the Oxford student of *Literas Humaniores* from taking any additional subject to make up the maximum of 6,000 marks. Two hundred additional marks in Greek

and two hundred in Latin, added to the 5,600 in the above table, just made up the 6,000.

58. It almost, but not quite, saved the History student at either University from taking an extra subject to reach the same maximum. He could take half a subject, say, French, without the History of the Language and Literature; and, as will be further referred to, French, German, and Italian were split into two sub-divisions, and the standard in one sub-division apparently lowered at the same time that the 200 additional marks each were assigned to Greek and Latin.

59. The Cambridge student taking the Classical Tripos would be able to take three subjects and a half instead of four, and be nearer the maximum than taking the four extra subjects suggested under the 1903 scheme.

60. The Cambridge student taking Mathematics would gain nothing.

61. The students of other Universities taking any of the Honours Schools except Classics were further handicapped by the change, as were also students taking the Honours School of Classics in those Universities in which the practice of verse composition does not occupy a large part (if any) of their best Classical Scholars.

62. It is submitted that the arrangement as regards the marks and as regards the sub-divisions, in force from 1904 to 1909 ought to be restored. Such arrangement gave all the predominance to Greek and Latin to which they were entitled,—and more.

63. Some of the other subjects which had become unduly handicapped under the scheme of 1892, and were discussed at the Conference, had not received in the scheme of 1904 the increase of marks which the Commissioners thought they might reasonably receive.

64. This was the case with regard to the group of Philosophical subjects, and an explanation is given in the following extract from the Commissioners' letter of the 22nd February 1904:—

"Very difficult problems are encountered in determining the scope and marking of Logic and Mental Philosophy and Moral Philosophy. The definition of the extent and arrangement of the subject is complicated by the fact that the Cambridge Tripos in Philosophy takes no account of the History of Philosophy, and practically begins with the study of Descartes: hence the representatives of the University of Cambridge protest energetically against the increase in the marks to 700 for each branch of the subject which is desired by Oxford, the Scottish and Irish Universities, and by Liverpool University. Cambridge is also desirous to see a redistribution of the subject which does not commend itself to the other Universities. There can be no doubt whatever that in the present scheme the subject of Philosophy is marked far below what is just in proportion to its difficulty, and were it possible to consider the marks entirely *de novo*, the Commissioners do not think that 700 for each branch of the subject would be at all unreasonable. Nor do they think that the interests of the comparatively small number of Cambridge students in Philosophy should outweigh those of the students of Philosophy at all the other Universities in the kingdom. At the same time they cannot ignore the facts either that the proposed increase of marks for Philosophy from 800 to 1,400 is in itself out of proportion to the increase in other subjects, or that the whole scheme of examination happens to be more favourable to Oxford than to Cambridge—those two being the Universities from which the great majority of the successful candidates are drawn. On the whole they think that justice will be done if 1,200 marks be assigned to Philosophical subjects modified as proposed, viz.:—600 to Logic and Psychology, and 600 to Moral and Metaphysical Philosophy.

65. Here the Commissioners, after saying that 700 marks are desired by Oxford, the Scottish and Irish Universities, and by Liverpool University, and that, were it possible to consider the matter entirely *de novo*,

they did not consider 700 would be at all unreasonable, yet fixed the marks at 600.

66. It is clear that any increase in the marks for Greek and Latin over those fixed in the 1904 scheme reduces the relative value of the marks there assigned to philosophical subjects, marks which, it was admitted, might reasonably have been greater.

67. The reason assigned for not making them greater will be referred to hereafter.

68. Then in the matter of Modern Languages the balance between which and Greek and Latin it was considered had been settled in the 1904 scheme is upset by the increased marks given in 1909 to Greek and Latin.

69. The relation between the values of Greek and Latin is thus referred to by the Commissioners in their letter of 22nd February 1904:—

“Mr. Brodrick will observe that the Commissioners now recommend the restoration of the Italian Language and Literature which was for obvious reasons removed from the list of the subjects that might be taken in 1892. At that date no limitation was proposed in the number of marks obtainable in this examination, nor was there any appreciable recognition of Italian as a subject of study at the chief Universities of the country. Both these conditions are now altered, for, on the one hand, if the proposals of the Commissioners be adopted, the tendency to mark-hunting will be checked, and on the other the establishment of a new school for the study of Modern Languages at Oxford, together with the existence of the Mediaeval and Modern Language Tripos at Cambridge, makes it probable that many persons qualified to be candidates will have sought a degree in honours at the Universities through these courses. It seems just, therefore, that provision should be made in the scheme to meet the interests of these candidates.

70. Here the right proportion between Greek or Latin to French or German is considered by the Commissioners to be as 900 to 600, and this was the same proportion as had been fixed in the scheme of 1892, where the marks for Greek and Latin respectively were 750 and for French and German respectively 500. By the increase of marks given to Greek and Latin, the proportion is, in the scheme now in operation, as 1,100 to 600, a change which cannot be considered right in view of the increased difficulty which the study of Modern Languages now presents.

71. The subject of Modern Languages will be further referred to.

72. Enough, it is submitted, has been said to show that the additional 200 marks each assigned to Greek and Latin in 1909 ought to be taken off again.

73. There is then the question of Greek verse and Latin verse, to each of which 200 marks are assigned. It is submitted that the arrangement disturbed in 1909 ought to be restored, and the option again given to candidates following Greek composition or Latin composition to present original essays in Greek or Latin as an alternative to verse composition, so that, in the words of Mr. Brodrick, those candidates who may not have given attention to the art of verse writing in the classical languages should not therefore be discouraged from taking up composition—or, it may be added, handicapped in the competitions.

74. The Commissioners in first proposing to assign marks to Greek verse and to Latin verse respectively as separate subjects without option of substituting prose composition give as a reason “the time and attention bestowed on pure scholarship in the Cambridge Classical Tripos.”

75. There is here no consideration for those Universities in which time and attention are not bestowed on Greek or Latin verse.

76. The Commissioners consider that it is the “best scholars who devote their time to Greek and Latin verse.” Some good scholars, no doubt, do give their attention to Greek verse and Latin verse, but there are as good scholars who do not.

77. Would the Commissioners propose to assign separate marks to English verse, French verse, or German verse? or, do they consider skill in making

verse in any of the languages, ancient or modern, evidence of the qualities required to make a good public servant?

78. It is submitted that the fact that time and attention is paid to verse in the Cambridge Classical Tripos is an insufficient reason for so assigning marks to it as to require other Universities to make it a subject of their curricula, or put their student at a disadvantage in the examination when they consider that the time required for it might be put to greater advantage toward reaching a wider intellectual grasp of the great lessons which the Ancient Languages have in store for those who seek them with intelligence.

79. The rescission of the 1909 scheme, and the restoration of the 1904 scheme in its entirety, would not, however, be sufficient to put other Universities on a fair footing with Oxford and Cambridge.

80. There can be no doubt that the scheme of examination under the Regulations of 1904, without the further handicap of 1909, did raise a serious difficulty in the way of graduates of this University competing successfully, and what is applicable in this respect to this University will probably be found applicable in a greater or less degree to nearly all the Universities of England, Scotland, and Ireland, other than Oxford and Cambridge.

81. The results under the scheme are seen in the table given on pages 126 and 127 of the First Report of the Royal Commission. Of the Universities to which belonged the successful candidates in the Combined Competitions held between 1906 and 1910, out of 464 successful University candidates, 247 came from Oxford, 142 from Cambridge, and 75 from all the other Universities in England, Ireland, and Scotland.

82. A change in the scheme is required if students of other Universities than Oxford and Cambridge are to have a fair chance of competing.

83. It is submitted that the following changes should be made:—

- (1) That there should be a further limitation in the number of subjects which a candidate may take;
- (2) That increased values should be assigned to some of the subjects of the curriculum as compared with Greek and Latin; and
- (3) That in some of the subjects an increase in the marks assigned should be accompanied by an increase in the difficulty of the papers set for examination.

84. That the Commissioners were alive in 1904 to the evils produced by allowing candidates an unrestricted choice of subjects appears from the extract from their letter on that subject given above, and the limitation then fixed of the subjects chosen so that the maximum of marks obtainable from them should not exceed 6,000 was intended to meet those evils.

85. That limitation has not proved sufficient. A reference to the table prepared by the Commissioners to illustrate the effects of the scheme under that limitation shows that only the Oxford students taking the school of *Literae Humaniores* were released from the necessity of taking additional subjects. Four extra subjects were insufficient to bring Cambridge students taking the Classical Tripos up to the maximum, while two modern Languages and English Literature were suggested in order to bring students taking the Mathematical Tripos to the border of the maximum. The Honours School of History, where the same knowledge of Greek and Latin was assumed as in the Oxford School of *Literae Humaniores*, required only one other subject to bring them up to the border.

86. Candidates from other Honours Schools in probably all the Universities were required to take so many extra subjects as to put a premium on cramming, which is highly to be deprecated, and in this University, and in not a few of the others, has been almost if not entirely to sever the connection between its Honours Schools and the Class I. Open Competition.

87. What should be the extent of the further restriction is of course a matter for very careful consideration, and any suggestion made can only be considered as tentative, but it will probably be found that a reduction of 1,000 marks will be required to give

the other Honours Schools and the other Universities anything like fair play.

88. That Oxford would object may be expected. The instances of the objections and claims of Oxford and Cambridge, and the sympathetic consideration which they received by the Commissioners, are frequent, but it is to be hoped that the interests of this and other new Universities will not be sacrificed to the demands or interests of the old.

89. With regard to an increase of marks for particular subjects, reference has been made to the case of Philosophical subjects, and the question of the marks assigned to them and to Economic subjects deserves consideration.

90. Reference has also been made to the case of Modern Languages, and this is a case where, with higher marks, there should be an increase in the difficulty of the papers set, so as to allow of a candidate from an Honours School of Modern Languages doing justice to his training.

91. This need not interfere with an examination on those Languages of a lower standard with lower marks to allow and encourage candidates to show a working knowledge of the Language. That every Civil Servant in the highest grade should know something at least of one Modern Language other than his own seems almost axiomatic.

92. That the Commissioners from time to time have had before them both those aspects of Modern Languages appears from their reports.

93. The views of the Commissioners as to what the examination ought to be in the scheme of 1904 will be seen from the extract from their letter of the 22nd February of that year referring to the new school for the study of Modern Languages at Oxford and the Mediaeval and Modern Language Tripos at Cambridge.

94. The expectations of the Commissioners with regard to candidates coming from these schools seem not to have been realised, for in their letter of the 18th December 1908, they said :—

“The Commissioners think that the existing plan by which no candidate for Home Civil Service can take Italian, French, or German, unless he also takes the rather stiff paper on the history of the language and literature, operates to prevent candidates from taking the subjects in question. They think that the value of these languages for the purposes of this competition largely resides in their practical utility. They, therefore, think it desirable that candidates should be encouraged to acquire a working knowledge of these languages, and that candidates who have such a knowledge should gain thereby, but they do not wish to discourage the study of the history of the language and literature.

They, therefore, recommend that Italian, French, and German should be split into two sub-divisions, viz. :—

Translation, Composition, and Conversation,  
History of the language and literature,  
but that no candidate should be allowed to take the literature section who does not take the rest of the examination in that language.”

95. The Commissioners would seem to have thus lowered the standard of the examination. But with regard to other examinations they have proposed the two standards where candidates can take their option, a lower one, and it may be a desirable one, for those possessing only what the Commissioners call a working knowledge, and a higher one for those who have devoted time and attention to the whole curriculum of an Honours School.

96. The higher standard required from the view of a Professor in an Honours School of Modern Languages may be judged from the accompanying observations and suggestions of Professor Savory, Professor of French in this University (Annex IV.).

97. Whether Professor Savory's figures be accepted or not, a perusal of what he has to say on the subject must convince any one of the serious and difficult character of the thorough study of a Modern Language in an Honours School at the present time, and how a student who had devoted his time and attention in such a school would be handicapped by an examination in

which the papers are designed to test merely a “working knowledge” of the language.

98. As a summary of the views presented in this statement, the following propositions are respectfully submitted :—Accepting as a basis for considering any scheme for the concurrent Open Competition Examination for Class I. Clerkships in the Home Civil Service, for the India Civil Service, and for Eastern Cadetships, the principles adopted by the Civil Service Commissioners in framing the Regulations for the Open Competition for admission into the Indian Civil Service in 1892, as set out above.

It is submitted—

- (1) That the Regulations now in operation for the concurrent open competitive examination for Class I. Clerkships in the Home Civil Service, for the India Civil Service, and for Eastern Cadetships, fail to accomplish what the Commissioners set before themselves in 1892.
- (2) That the limit within which subjects may be chosen is too high, that it allows, and consequently, as a condition of success, requires, too large a number of subjects to be chosen, and that it ought to be reduced.
- (3) That under the operation of this Regulation the majority of those who have graduated with honours at the Universities could not attend the examination with any good prospect of success without taking up such a number of extra subjects beyond those included in the Honours Schools as would entail the necessity for cramming, and that a large proportion of those who might fail would, in the words of Lord Macaulay's Committee, have reason to regret the time and labour they had spent in preparing to be examined.
- (4) That the trend of examination towards widening the field of knowledge embraced in the study of the subjects comprised in the curricula of the Honours Schools, and the consequent severity of such study, renders the taking of a large number of extra subjects at once more burdensome to the student and less necessary as a test of diligence and ability.
- (5) That the present scale of marks requires readjustment.
- (6) That the scale of marks in the scheme sanctioned in 1904 gave quite sufficient, if not too much, predominance to Greek and Latin as compared with the other subjects, and that the addition of 200 marks to Greek and 200 marks to Latin has given quite too great predominance to these languages.
- (7) That the division of these subjects made in 1904, into Translation, Composition, and Literature gives a fairer test of a knowledge of the Language as among students of the Universities of the United Kingdom.
- (8) That the abolition, in 1909, of the option to substitute prose essay for verse, which was given under previous Regulations, and which Mr. Brodrick refused to disturb in 1904 (Forty-eighth Report of the Civil Service Commissioners, page 45), unfairly handicaps students of this and other Universities; and
- (9) That it is desirable that that option should be restored.
- (10) That, while it may be desirable to encourage candidates to have a working knowledge of French and other Modern Languages, and to have such an examination as is now set, with the present or even lower marks, it is desirable in the interests of students taking a degree with Honours in Modern Languages that more difficult papers coming up to the highest course of studies pursued in the Universities should be set to allow such students to do justice to their attainments and that correspondingly higher marks should be given.
- (11) That since the Conference of the 18th November 1903 between the Civil Service Commissioners and the Representatives of the Universities, referred to in the letter from the



Commission to the Under Secretary of State, India Office, set out in the Forty-eighth Report of the Commissioners (page 38), the trend of Education has been to alter the relative value of the subjects as evidence of labour and ability, and it is desirable, with a view to the revision of the scheme now in operation, that a further conference on the subject should be held.

(12) That at such conference the views and interests of the new Universities should receive the fullest consideration.

99. That a request for fuller consideration for these interests is justified, if the meaning of the following paragraph from the Commissioners' letter of the 22nd February 1904, is rightly understood.

"It is evident to the Commissioners that this diversity of opinion arises partly in consequence of the different systems of higher education established in the different Universities and partly through the natural rivalry between the two ancient English Universities, from which, of course, by much the greater number of candidates is drawn. On the one hand, it is certain that, looking to the degrees of difficulty in different studies, some of the subjects, notably those of Logic, and Mental Philosophy, and Moral Philosophy, are undermarked in the present scheme; on the other hand, it is equally undeniable that the scheme, as it stands, favours the Oxford course of education rather than that pursued at Cambridge, in respect of the number of subjects falling within the candidates' range of study. But this latter fact has again to be qualified by the consideration that the Oxford student cannot complete his normal course of education under four years, while the Cambridge student is able to take his degree in honours after three years' residence; the latter has, therefore, a year longer than the Oxford man to add to the stock of knowledge he has acquired in his University course. Looking to the whole history of this important examination, and to the duty of recruiting efficient officers for the Home, Colonial, and Indian Civil Services, the Commissioners think that those who are responsible for the construction and administration of the scheme ought to be guided by two main considerations: (1) that the scheme shall produce the minimum of disturbance in the course of higher education; (2) that it shall be framed, as far as is possible under the very difficult circumstances, to suit the different systems of education prevailing at the great Universities, and to give an opportunity of success to all candidates who have pursued the numerous courses open to students seeking to obtain a degree in honours at those institutions."

If the object which the Commissioners set before themselves in 1904 was to "suit the different systems of education prevailing" at "the two ancient English Universities, from which, of course, by much the greater number of candidates is drawn"—which seems to be the meaning of the "great Universities" in the latter part of the paragraph—they have not quite accomplished that object, as the preponderance of Oxford over Cambridge will show, but they have certainly by fixing their attention so earnestly on the interests of the "great Universities" failed fully to provide for the interests of the Universities of less ancient origin which might have been sending up a much larger proportion of students had those interests been more provided for.

100. The third question is:—

The facilities which exist under present conditions to enable persons of slender means to obtain University education.

101. This object has been kept in view in framing the Scholarship Scheme of the University.

102. A list of Foundation Scholarships is annexed (Annex I.). As will be seen there are among these Scholarships 40 Junior Scholarships of 40*l.* each. Of these 12 are assigned as Entrance Scholarships, 14 as

Second Year Scholarships, and 14 as Third Year Scholarships in the Faculties of Arts and Science. The object in fixing the amount of these Scholarships and of making them all of one amount, instead of grading them, was, so far as the funds for this purpose at the disposition of the University would allow, to enable as many students as possible to pursue their University education. It is obvious that after the payment of fees these Scholarships are insufficient to support a student without extraneous assistance, but they are of very considerable help to students of slender means who have succeeded in reaching the University.

103. The number of Private Endowment Scholarships is not large. A statement is annexed (Annex II.) giving the numbers and amounts, and distinguishing between those which can be held with, and in augmentation of the Foundation Scholarships. With this additional assistance students in a few cases may obtain an amount which may render them free from the necessity of further assistance, but such cases are very few.

104. The amounts of all these Scholarships might with advantage be raised considerably, but so far as regards the Foundation Scholarships it is regretted that the amount at the disposal of the University will not allow of this being done.

105. Scholarships—usually tenable for three years—are also provided by the majority of the County Councils and Councils of County Boroughs throughout Ireland for students of slender means, resident within their respective districts, under section 10 (2) of the Irish Universities Act, 1908, and the other Councils who have not yet completed their schemes under this Act have them under consideration. It is probable that very soon every Council will be providing Scholarships under the Act.

106. It is to be regretted that the Councils have not seen their way to allow all of these Scholarships to be held in any one of the Irish Universities which the student may choose. There is but a limited number of them which can be held by students desirous of entering this University. A list of those which can be held in this University is annexed (Annex III.).

107. With regard to the facilities for bridging the period between leaving the Primary School and the entrance to the University, there are a number of Entrance Scholarships in several of the Secondary Schools tenable for one, two, or three years. These Scholarships enable Scholars to start their studies in the Secondary Schools and Exhibitions given by the Intermediate Commissioners help them to continue their studies until they can enter the University. With very few exceptions what has been said as to the inadequacy of the amounts of the University Scholarships applies also to these Intermediate Scholarships. They are insufficient completely to support the Scholars during the Secondary School period, but are of material assistance to them. The amounts of these Scholarships might also, with advantage, be raised considerably.

108. These Scholarships are given in both the Public Schools under independent management, and under the name of Free Places, in the Royal Schools and other Schools under the control of the Commissioners of Education in Ireland.

109. The Draft Scheme recently proposed by the Chief Secretary by which it is proposed to assign 12,000*l.* annually for Scholarships tenable at Intermediate Schools by boys and girls from Primary Schools, to be held in connection with Scholarships at Irish Universities, to be provided by the Councils of Counties or County Boroughs, is no doubt well known to the Commissioners.

110. The Commissioners of National Education in Ireland referred to this scheme and the need for it in their Seventy-seventh Report (for the School year 1919-11). They said (page 7):—

"For several years we have urged the importance of the establishment of Scholarships for the clever pupils of our schools, and we are glad to note that something is now to be done to meet this want. We are at present considering (in connection with the Board of Intermediate Education) a Scheme of Scholarships for which

funds have been promised by the Chief Secretary."

111. The Commissioners had, in their Seventieth Report (for the year 1903), called attention (page 15) to the following remarks of Mr. Dale, one of His Majesty's Inspectors of Schools, who had been deputed to report on Primary Education in Ireland:—

"My inquiries left no doubt on my mind that, in the character of the education hitherto open to boys and girls of the lower middle classes, and in the opportunities for clever children of the poorest classes to rise beyond the primary school, Ireland compares very unfavourably with either England or Scotland. The gravity of this defect is unquestionable, especially as the native ability of some of the older scholars in the poorest National Schools is of a very high order, and should, if properly trained, fit them for very much better positions in life than, owing to the lack of opportunities for a good education, they are at present able to obtain."

112. The scheme is not finally settled, and it appears that there is a difficulty as to its acceptance by the County Councils.

113. The Fourth question is:—

The results produced by the examinations which are conducted by the Civil Service Commissioners upon the curricula of the Schools of the Universities.

114. The examinations cannot be said to have exercised any material result upon the curricula of the Schools of the University. The divergence at present existing between the scheme of the examinations and the curricula for the Honours Schools of the University has been referred to in dealing with the Second question.

HIRAM S. WILKINSON.

February 11th, 1913.

#### ANNEX I.

##### THE QUEEN'S UNIVERSITY OF BELFAST.

###### Foundation Scholarships.

	Tenure, Years.	Amount offered.	Possible Additions.
Entrance Scholarships in Arts, Science, and Medicine, 12 of 40 <i>l.</i> —480 <i>l.</i>	1	£ 480	£ —
Faculty of Arts:			
Second Year Scholarships, 7 of 40 <i>l.</i> —280 <i>l.</i>	2	560	—
Extra Second and Third Year Scholarships.	—	—	Un-certain.
Post Graduate Studentships, 5 of 50 <i>l.</i> —250 <i>l.</i>	1	250	—
May be raised by 25 <i>l.</i> each -	1	—	125
May be continued for a Second Year.	—	—	375
Faculty of Science:			
Second Year Scholarships, 7 of 40 <i>l.</i> —280 <i>l.</i>	2	560	—
Post Graduate Studentship, 4 of 50 <i>l.</i> —200 <i>l.</i>	1	200	—
Faculty of Law:			
First Year, 20 <i>l.</i> , 20 <i>l.</i> —40 <i>l.</i>	—	—	—
Second Year, 20 <i>l.</i> —20 <i>l.</i>	—	—	—
60 <i>l.</i>			
Faculty of Medicine:			
Second Year:			
40 <i>l.</i> , 30 <i>l.</i> , 20 <i>l.</i> , 15 <i>l.</i> —105 <i>l.</i>	—	—	—
Third Year:			
40 <i>l.</i> , 30 <i>l.</i> , 20 <i>l.</i> , 15 <i>l.</i> —105 <i>l.</i>	—	—	—
Fourth Year:			
40 <i>l.</i> , 30 <i>l.</i> , 20 <i>l.</i> , 15 <i>l.</i> —105 <i>l.</i>	—	—	—
Fifth Year:			
30 <i>l.</i> , 30 <i>l.</i> , 30 <i>l.</i> , 20 <i>l.</i> —110 <i>l.</i>	—	—	—
425 <i>l.</i>			
Post Graduate Research Grants	1	425	Un-certain.

	Tenure, Years.	Amount offered.	Possible Additions.
Faculty of Commerce:		£	£
Entrance Scholarships:			
2 of 20 <i>l.</i>	1	40	—
2 of 20 <i>l.</i>	2	80	—
Total amount offered	—	£2,595	—
Possible additions	—	£500 and over.	—

#### ANNEX II.

##### THE QUEEN'S UNIVERSITY OF BELFAST.

###### Private Endowment Scholarships, Studentships, and Prizes.

Number of Scholarship.	Period of Tenure, Years.	Approximate Annual Value, each.	Total Annual Value.
(a) Tenable together with Foundation Scholarships.			
1 (every two years out of three).	3	40	80
	—	40	80
1	1	40	40
1	1	40	40
1	1	27	27
1	3	26	60
1	1	12	12
2	1	12	24
1	3	9	27
1	1	5	5
2	1	5	10
1	1	5	5
			410

###### (b) Not tenable with Foundation Scholarships.

1	2	150	300
1	1	108	108
1	2	100	200
1 (alternate years).	2	73	73
1	1	20	20
1	1	20	20
1	3	15	45
1	2	10	20
1	2	5	10

###### (c) Post Graduate Scholarships.

2	2	{ (1) 50 (2) 100 }	300
1	1	10	10
1 (every third year).	1	100	33

#### ANNEX III.

##### SUMMARY OF COUNTY COUNCIL SCHOLARSHIPS AND BURSARIES

available at the Queen's University of Belfast.

ANTRIM:—Two Scholarships of 40*l.* per annum, tenable for 3 years at any University in Ireland which the student may select.

**DONEGAL**:—Two Scholarships of 45*l.* per annum, tenable for 3 years at any University in Ireland which the student may select.

**KILDARE**:—Four Scholarships of 50*l.* per annum, tenable for 3 years in any University selected by the student if that student is not a Catholic.

**MONAGHAN**:—Three Scholarships of 50*l.* per annum, tenable for 3 years, and two Bursaries of 25*l.* per annum, tenable for 3 years in any University in Ireland if the student is not a Catholic.

**WESTMEATH**:—Three Scholarships of 50*l.* per annum, tenable for 3 years in the National University of Ireland or in the Queen's University of Belfast.

**WEXFORD**:—Three Scholarships of 50*l.* per annum, tenable for 3 years, and two Bursaries of 25*l.* each per annum, tenable for 3 years in any University or College in Ireland selected by the student, if that student is not a Catholic.

**BELFAST COUNTY BOROUGH**:—4 Scholarships of 40*l.* per annum, tenable for 3 years. Where a student is pursuing a professional course of 4 or 5 years, the Scholarship may be renewed for a fourth or fifth year.

#### ANNEX IV.

Letter from Professor D. L. Savory, Professor of French in the Queen's University of Belfast, containing observations upon the Examination Papers for the First Class Clerkships in the Home Civil Service, the India Civil Service, and Eastern Cadetships, and suggestions as to the marks which ought to be assigned to French, German, and Italian, in view of the marks now assigned to Greek and Latin.

"Having obtained the Examination Papers for the First Class Clerkships in the Home Civil Service, I have read through very carefully the papers set in Latin and Greek, French, German, and Italian, and venture to make the following observations:—

What I say with regard to French is to be taken to apply *mutatis mutandis* to German and Italian.

*First Paper*: French Translation.  
Time allowed, 1½ hours.

The paper should include, in addition to passages taken from modern French works, fairly lengthy extracts from old and middle French authors, and the time allowed should be increased to three hours.

*Second Paper*: French Composition.  
Time allowed, 2½ hours.

This paper should be divided into two parts, one of two hours for translation into French, and one of three hours for the Free Composition.

The time allotted to the essay is at present absurdly inadequate; it should, undoubtedly, form a three hours' paper by itself, as the English essay now does.

Kindly refer to the French Honours papers at the Queen's University, from which you will see that a whole three hours' paper is devoted exclusively to the French essay.

*Third Paper*: French Literature.  
Time allowed, 3 hours.

This paper consists of section (a) Language, and section (b) Literature.

I am convinced that each section should form a three hours' paper by itself, of which that on language would be far more exhaustive and satisfactory. It would require a thorough knowledge of old and modern French Grammar and Philology. At present the questions set demand only a superficial acquaintance with the history of the language, which I consider practically worthless. There should be questions on historical Phonetics, involving a knowledge of the

history of French sounds from Vulgar Latin down to the present day.

The separate paper dealing with Literature should also require a far wider knowledge of the subject than is at present the case.

It is clear that all the questions now set could be answered by cramming up a short manual of French Literature.

May I ask you to compare the questions on French Literature set in the Final Honours French papers at the Queen's University, which you will see demand a much deeper knowledge of the subject. Further, all answers to the questions in this paper, as well as to those in the preceding papers, should be written in French.

#### Oral Examination.

This should be a really serious test and should consist of (a) Reading aloud of extracts both in prose and poetry; (b) Dictation; (c) Conversation consisting of questions not merely on general topics, but on French Literature and contemporary institutions.

If such a scheme as the above were adopted, I would suggest the following scale of marks:—

Translation from French	-	-	150
Translation into French	-	-	150
French Essay	-	-	200
History of the French Language	-	-	100
French Literature	-	-	200
French Conversation	-	-	100
Total	-	-	1,000

In view of the additional requirements which I suggest I do not think the above scale of marks could be considered excessive.

D. L. SAVORY.

25th January 1913.

#### EXTRACT FROM THE FOREIGN OFFICE LIST.

**WILKINSON, SIR HIRAM SHAW**, is a B.A. and LL.D., of Queen's University, Ireland. Passed a competitive examination, and obtained an honorary certificate,\* July 30, 1864; was appointed Student Interpreter in Japan, August 22, 1864; was promoted to be a 3rd Class Assistant, January 1, 1868; and Assistant, Accountant, and Interpreter, April 1, 1868. Was called to the Bar† at the Middle Temple, January 26, 1872; was a 1st Class Assistant, with seniority from April 1, 1868, the date of his appointment as Assistant, Accountant, and Interpreter. Was Acting Vice-Consul at Hiogo and Osaka from May 27 till November 7, 1872; Acting Consul at Kanagawa from August 1 till October 8, 1873; from May 15 till June 30, 1875; and from May 28 till June 15, 1876. Was promoted to be Her Majesty's Vice-Consul at Neegata, April 1, 1877. Was Acting-Consul at Kanagawa from November 1, 1878, till April 7, 1879; and Acting Assistant Judge at Shanghai, from April 23, 1879, to October 15, 1880, was appointed Crown Advocate at Shanghai, December 21, 1881. Was British Commissioner for the settlement of the claims arising out of the Canton Riots of 1883. Has acted as Chief Justice on various occasions; was Acting Judge of Her Majesty's Court for Japan from April 1, 1894, to May 31, 1895, and from June 18 to November 10, 1897, when he was appointed Judge of Her Majesty's Court for Japan. Appointed Chief Justice of Her Majesty's Supreme Court for China and Corea, May 26, 1900. Knighted 1903. Retired April 1, 1905.

\* In Greek and Book-keeping.

† Studentship of the Four Inns of Court by competition, Michaelmas Term, 1871.

## APPENDIX LXV.

(Handed in by Mr. D. J. Coffey, M.A., M.B., B.Ch., LL.D.)

Q. 28,698.

REPLY OF THE NATIONAL UNIVERSITY OF IRELAND TO THE QUESTIONS OF THE  
ROYAL COMMISSION.

SIR,

I BEG to forward the following statement to the Royal Commission on the Civil Service on behalf of the National University of Ireland. It sets forth substantially the ascertained views of the Academic Councils of University College, Dublin; University College, Cork; and University College, Galway, on the questions submitted by the Royal Commission.

I am,

Your obedient servant,

S. Armitage Smith, Esq., DENIS J. COFFEY.  
Secretary,  
Royal Commission on the  
Civil Service.

THE NATIONAL UNIVERSITY OF IRELAND.

*University College, Dublin.*

The interest of the University in the references of the Royal Commission on the Civil Service relates chiefly to the following matters:—

- (1) The scope and character of the examination for admission by open competition to the higher division of the Civil Service, termed Class I.
- (2) The desirability of increasing the opportunities for the admission of University Graduates who have pursued Honours Courses for Degrees.
- (3) The possibility of bringing the educational training of the candidates for the division of the Civil Service known as the "Intermediate Class" or "Junior Appointments" into relation with the Universities.
- (4) The appointment of Examiners for Class I. examination with a view to a more direct relation in the standard of the examination and the average standard of Honours Degree examinations in the Universities of the United Kingdom.
- (5) The introduction of Irish Language and Literature in all examinations for admission to the Civil Service by open competition in the same degree as that to which other Modern Languages enter into the several examinations.
- (6) The provision, wherever possible, either under terms of limited competition or of open competition of a qualifying standard for admission to medical, legal, and engineering appointments.

*The present Examination for Class I.*—The maximum limit of age for admission to Class I. is fixed at 24 years. The competition is open. There are 38 subjects in the examination list, with wide differences in the maximum of marks assigned to each, Latin and Greek counting 1,100 each, Ancient History (Roman and Greek) 1,000, Mathematics 2,400, Physics, Chemistry and such Sciences, 600 each. A limit is placed on the number of subjects to be taken by a candidate by a total of 6,000 maximum marks. The examination is thus highly competitive, and, to make up the 6,000 marks, every candidate must present, besides his main subjects, several subjects of which his knowledge is likely to have been obtained by hard reading in the year preceding his examination.

In view of the fact that almost all the candidates for Class I. are University Graduates, the most striking view of the examination from the University point of view, is that a substantial correspondence is not attainable in respect of a great many subjects with the groups of subjects which, in the Universities, rank as equal in value for a degree with First Class Honours. It would appear from the distribution of marks, that the candidates whose main subjects are Latin, Greek, and Ancient History have the greatest advantage. Doubtless the value of a wide classical training is not to be gainsaid. It is, however, submitted that the custom now so well established in the Univer-

sities of awarding a degree with Honours in certain well-defined groups of subjects provides in several groups outside Classics a thoroughly effective training. In the groups of subjects so recognised as Honours Courses for Degrees the studies pursued are, in scope and character, not less exacting than the Honours Courses in Classics. Without entering on the question of the relative value of the mental culture of the classical training as compared with other studies, it is suggested that the standard established by the Universities in respect of Honours Degrees tends in its working to attract students of equal ability to different lines of study and work, and that as a result the best men amongst University Graduates will not be found to be associated with any one group of subjects.

Admitting everything that may be said on behalf of the classical training, it can hardly be regarded as satisfactory that any examination intended as a method of selection of a great class of administrators, and for that reason relying largely on the training to be acquired at a University, should have a possible means of limitation to one type of University training. In addition to the general point of view stated, it is suggested that the present examination system, owing to the number of subjects which must be taken to reach the maximum of marks, tends to induce candidates to take up a number of subjects in which they are otherwise not interested, subsequent to the ordinary University Course and in the year preceding the Civil Service Examination. It is suggested that elimination of this element from the examination would not diminish the value of the competitive character of the examination, or its means of determining the results of a broad liberal and well-sustained education.

Hence, in respect of the Examination the following suggestions are made:—

- (1) That the maximum of marks should be reduced to 5,000.
- (2) That something like equivalent values should be attained in respect of the following groups:—(1) Classics, including Ancient History; (2) Modern Languages (three to form the equivalent group); (3) History and Economics, to include a fuller course in Modern History on the lines of a B.A. Honours Course; (4) Economics and Law; (5) Mathematics; (6) Experimental Science.

If all these subjects are on the standard of B.A. Honours Examination in each, the total marks assigned to a group might be 3,000. At present English Composition, which would be taken, it is assumed, by all candidates, ranks as a subject with 500 marks. Including English Composition, every candidate would thus have a maximum of 3,500 in a course identical with that which he has presented for B.A. Honours Degree. For the rest, additional subjects might be fixed at a standard of 750 maximum, so that no candidate could take more than two additional subjects. Such limitation in the number of subjects would render it possible for a candidate to select with his B.A. group two other subjects which he would probably have studied in the earlier part of his University Course, so that his training in them would not be acquired shortly before the Civil Service Examination.

*The Intermediate Class.*—The candidates entering this division are young men whose secondary education is of a very good type. If they were in a position to continue their studies at the University they would probably become candidates for Class I. The fusion of the Intermediate Class with Class I. would be desirable from the point of view of the University, but possibly difficulties arise from the actual arrangements of the Civil Service. There would, however, appear to be some possibility of bringing the "Intermediate Class" into a closer relation with the Universities.

From the educational point of view it would seem to be of advantage if either the age of admission to this branch of the Service were raised so as to permit the competition to take place when candidates would have completed the course for B.A. Degree, or, if the present age limits of admission be retained, to afford the candidates during their probationary years opportunity of pursuing a course of study at a University in subjects related to the class of work proper to the branch of the Service to which the candidate is assigned. In this connection it may be pointed out that the facilities for a University Course for students of limited means have been greatly extended in Ireland by the foundation of County Council Scholarships. Candidates for the "Intermediate Class" may spend at present one or two years in the University before admission to the Civil Service Examination.

*Examiners for Class I.*—Bound up with the problems of the Examination for Class I. is the question of the best mode of selecting its Examiners. The fact that the candidates are almost exclusively University Graduates, and that the subjects of examination are so closely related to University studies, renders it highly desirable that the Examiners should be University Examiners. Probably no better way could be devised of bringing the examination into closer touch with the Universities than that of the appointment of Examiners who are constantly in touch with the standard of University Examinations. A list of such Examiners might easily be compiled by obtaining returns from all the Universities of their respective Extern Examiners.

*Irish as a Subject of the Civil Service Examination.*—The addition of Irish to the list of Languages of the Examination Syllabuses is of importance, not alone in the higher competitions but in the examinations for all branches of the Civil Service from the class of "Boy Clerks" upwards.

In both the Primary and Secondary systems of Education in Ireland Irish is studied by a larger number of pupils than is the case with any other Modern Language. The extent to which Irish enters into Secondary education in Ireland may be easily verified by reference to the examination results of the Irish Intermediate Board of Education. The extension of Irish in the Universities is no less striking. Chairs for the study of Celtic Languages have been established in many Universities in England. In London, Manchester, Liverpool, amongst others, an Honours Degree may be obtained in Celtic Languages. All the Universities of Ireland have Chairs of Irish; in all there are Honours Schools for Degrees. In University College, Dublin, alone there are over 180 students reading Irish as an optional subject, and to this number must be added the classes of University College, Cork, and University College, Galway, to appreciate the extent to which it is followed in the University.

Of the relative educational value of the mental training obtained in the study of Irish there can be no doubt. Striking testimony to its value may be easily obtained from the writings of foreign scholars:—

"Its treasury of words is extraordinarily rich, its syntax graceful and characteristic. The study of it consequently appears to me to be in no way less educational than that of other Modern Languages. It is tolerably difficult and incomparably deeper than, for example, Welsh . . . and an admirable exercise for the mind."—(E. C. Stern, Late Royal Librarian, Berlin.)

"We in Germany would certainly not introduce Irish amongst the languages to be learned in the Schools. But in Ireland Irish is the ancient language of the country; not to cultivate the Irish Language means to close up, without necessity, a well-spring of the spiritual characteristics of the people."—(Ernst Windisch.)

"For thorough education and schooling of the mind Irish stands at the very least on a level with the two above-named languages (French and German); in fact it is in many respects superior to them, because it is more characteristic and consequently gives more matter for thought."—(Dr. H. Zimmer.)

It is claimed, then, that since the Irish Language is universally admitted to be one of the best linguistic mediums in existence for training the intellect, and is now so widely studied, both in Schools and Universities, it should find a place in all open competitions under the Civil Service in which other Modern Languages, or Latin, are either optional or essential, and should count in such examinations as other Modern Languages.

*University College, Cork.*

That the Examination method of determining appointments is not theoretically the best means of obtaining the best candidates for positions may almost be taken as admitted. But, at the same time, it may also be admitted that, where many conflicting interests have to be considered, such a system may be the only one possible under the circumstances. If this be so it is not unreasonable to urge that the examination system should be mitigated as far as possible, and it is at least open to discussion whether it might not be modified by the appointment of certain positions or groups of positions to a limited competition determined by nominations given by Teaching Institutions such as Universities and University Colleges. Admission to the Examination might be confined to persons nominated by such institutions from amongst those of their students who had spent—say—a year under instruction and who were, in the opinion of their teachers, likely to prove successful as administrators. The candidates successful at the examination might be required to continue their studies during the period necessary for the obtaining of a Degree, and during that period should be the recipients, where it should be shown that such assistance was necessary, of Government Bursaries to enable them to carry out their studies. A corollary to this would be the right of the Government Board or Commission having cognisance of these students to determine the subjects of their study during the periods of the enjoyment of Bursaries. That a certain amount has been done and is being done to enable persons of slender means to obtain University education is undoubted, but that all such claims, in the case of persons well qualified to make good use of such instruction, can at present be satisfied, is certainly not the case. As things are at present, students who fully recognised the fact that they must begin earning their living from the time that they secure their Degree—and such of the majority of those with whom we are here concerned—are bound to follow those courses which promise the best chance of an immediate return. Such students cannot afford to take the risk of possible employment under the Crown at the termination of their undergraduate career, yet it is from amongst such students, in the past, that some of the ablest administrators have been found to emerge. The first year of University life affords an opportunity for the estimation of a student's character. If, at the end of that period, he learns that, subject to a satisfactory continuance of his studies and equally satisfactory reports on the same, he will be able to earn his livelihood at the termination of his University career, and if, in addition, he is assisted to continue that career, many will turn their attention to Civil Service appointments of the highest class who do not dare, at present, to take that risk. Further, the student, thus selected, will be able without fear and in all earnestness to direct his attention to those studies which will be likely to make him most valuable in his future employment.

In this connection, special attention may be directed to the course in the Faculty of Commerce, now in existence in many of the Universities of these islands. Though described under the name of Commerce, these courses offer admirable preparation for persons whose lives are to be spent in administration. Economics, Commercial History and Geography, and Law are all of them subjects of the greatest value in such a line of life. Accountancy forms a prominent feature in such courses, and it will hardly be urged that a knowledge of how to keep accounts is not likely to be of service to a public official. Further, these Faculties offer courses in Civics, that is, in public administration, and are, it will be seen, far more than a mere preparation for a business life. The instance cited is only an instance, though probably the best instance of

the kind, of choice of subjects which might be made by a student who was in a position to know that a post was open to him, and that it should be his ambition, as it would be to his advantage, to make the best use of his time in fitting himself for that post.

It is hardly necessary to urge that such a method would do much to strengthen the relation which should exist between the highest education given by the University and the efficient discharge of their functions by members of the Civil Service.

As matters are at present, the examinations which are conducted by the Civil Service Commissioners do not seem to exercise any special influence on the curricula of Colleges such as this, but it is highly probable that, in the event of some such system as that outlined in this memorandum coming into effect, a greater likelihood of the moulding of courses so as to make them serviceable to future Civil Servants would come to pass.

Finally, it may be added that students unsuccessful at the end of their first University year in obtaining a nomination, or, after being nominated, at the subsequent examination, would not be too late to start on some other line of work, as is so often the case with those who postpone their Civil Service examination until they have obtained their Degree in Arts.

*University College, Galway.*

1. The fact of possessing a higher general culture, of having a greater knowledge of his fellow men, of having been in contact with highly cultivated minds, and of having undergone a certain discipline in a University, provided it be a residential one, widens the outlook on life and contributes to greater efficiency and usefulness in the public service.

2. We believe that nothing can test administrative capacity except administration, and that therefore no

system could be devised that would always secure the best men at the start; we consider that the system of competitive examination is fundamentally sound; but we believe that the system requires modification in certain particulars. We hold that a man who has taken a honours degree in a residential University is more likely to prove a good man than one who has depended entirely upon grinding for a special examination: and that, therefore, such a man should in the competition be given some advantages. We suggest that an extension of age-limit might be made in favour of a graduate with high honours. We also hold that such a man, having presumably made a real study of a particular group of subjects, is in a better position, educationally, than if he had been merely crammed in a much greater variety of subjects; and on this ground we suggest that it should in the competition be possible for him to obtain as high an aggregate of marks on a limited range of subjects (including those in which he took his degree) as other candidates can obtain upon their much wider range. This could be secured by adding a percentage to all the marks of such a candidate in recognition of his Honours Degree. In fact, we are not sure whether it would not be in the interest of the public service to limit the competition for posts in the higher Civil Service to University Honours men.

3. The opportunities in Ireland for a poor student to secure a University education are now, in our opinion, ample; but no matter how brilliant such a man may prove in his University career, he may find himself after graduation unable to afford the special preparation which is requisite for the higher Civil Service examinations as at present conducted.

4. The Civil Service examinations do not in any way affect the curricula of the National University of Ireland, nor the curricula of any other Universities with which we are acquainted.

## APPENDIX LXVI.

(Handed in by Mr. C. T. Beard, I.S.O.)

Q. 29,928.

### THE IRISH LAND COMMISSION.

The following branches of the Land Commission perform duties common to both the Land Purchase and the Fair Rent sides:—

(1) Land Commission Secretariat (including branches dealing with procedure under the Labourers Acts, fair rent statistics, stationery, and subdivision and mortgaging):—

Assistant secretary . . . . . 1

Secretariat proper:—

Staff Officer . . . . . 1

Second Class Clerk . . . . . 1

Third Class Clerk . . . . . 1

Second Division Clerks . . . . . 2

Abstractors . . . . . 4

Shorthand Typists . . . . . 3

Boy Clerks . . . . . 5

Fair Rent Statistical Branch:—

Second Class Clerks . . . . . 2

Abstractor . . . . . 1

Boy Clerks . . . . . 2

Stationery Branch:—

Second Division Clerk . . . . . 1

Boy Clerks . . . . . 2

Total . . . . . 26

(2) Accountant's Branch:—

Accountant . . . . . 1

Assistant Accountant . . . . . 1

Second Assistant Accountant . . . . . 1

First Class Clerk . . . . . 1

Staff Officers . . . . . 2

Second Class Clerks . . . . . 3

Second Division Clerks . . . . . 16

Abstractors . . . . . 7

Temporary Clerk . . . . . 1

Total . . . . . 33

(3) Record Branch:—

Keeper of Records . . . . . 1

Second Class Clerks . . . . . 2

Second Division Clerk . . . . . 1

Record Attendants . . . . . 2

Assistant Attendants . . . . . 4

Abstractors . . . . . 3

Boy Clerks . . . . . 11

Total . . . . . 24



The following branches are solely occupied upon Land Purchase work:—

(1) Registrar's Branch (Land Purchase side):—	
Registrar	1
Assistant Registrar	1
First Class Clerk	1
Staff Clerk	1
Second Class Clerks	2
Third Class Clerk	1
Second Division Clerks	3
Abstractors	2
Boy Clerk	1
<b>Total</b>	<b>18</b>
(2) Annuity Collection Branch:—	
Chief of Collection	1
First Class Clerk	1
Second Class Clerk	1
Minor Staff Clerks	2
Third Class Clerk	1
Second Division Clerks	6
Abstractors	42
Temporary Clerk	1
Shorthand-typist	1
Boy Clerks	3
<b>Total</b>	<b>59</b>
(3) Interest Collection Branch:—	
Head of Interest Collection Branch	1
Chief Assistant	1
Second Division Clerks	2
Abstractors	29
Temporary Clerk	1
Boy Clerks	11
<b>Total</b>	<b>45</b>
(4) Examiners:—	
Chief Examiners	2
Examiners	16
Examiners' Clerks	5
First Class Clerk	1
Third Class Clerk	1
Second Division Clerks	3
Abstractors	3
Boy Clerks	4
<b>Total</b>	<b>35</b>
(5) Solicitor's Branch:—	
Solicitor	1
Assistant Solicitors	3
Clerks	14
<b>Total</b>	<b>18</b>
(6) Estates Commissioners' Secretariat:—	
Registrar and Assistant Secretary	1
Chief Clerk	1
Staff Officers	2
Second Division Clerks	5
Abstractors	8
Shorthand-typists	7
Boy Clerks	3
<b>Total</b>	<b>27</b>
(7) Legal and Vesting Branch:—	
Chief Examiner and Legal Adviser to Estates Commissioners	1
Examiner of Title attached to Estates Commissioners	1
Head of Branch	1
Second Class Clerk (Deputy Head of Branch)	1
Staff Clerk	1
Senior Legal Clerk	1
Legal Clerks	6
Third Class Clerk	1
Second Division Clerks	11
Assistant Clerks	9
Temporary Clerk	1
Boy Clerks	2
<b>Total</b>	<b>36</b>

(8) Agreements for Purchase Branch:—

First Class Clerk	1
Second Class Clerk	1
Staff Clerks	3
Third Class Clerks	2
Second Division Clerks	25
Abstractors	31
Temporary Clerks	4
Boy Clerks	14
<b>Total</b>	<b>81</b>

(9) Estates Management Branch:—

Estates Management Clerk	1
Staff Officer	1
Minor Staff Officers	4
Second Division Clerks	11
Abstractors	18
Temporary Clerks	2
Shorthand-typists	2
Boy Clerks	7
<b>Total</b>	<b>46</b>

(10) Survey and Mapping Branch:—

Chief of Branch	1
Chief Assistant	1
Surveyors and Draughtsmen	2
Surveyors of Improvement Works	5
Surveyors (Upper Section)	9
Surveyors (Lower Section)	18
Field and Office Examiners	2
Draughtsmen and Computers	11
Second Division Clerk	1
Assistant Clerks	2
Boy Clerk	1
<b>Total</b>	<b>53</b>

(11) Inspection Branch:—

Chief Inspectors	2
First Class Clerk	1
Second Class Clerk	1
Second Division Clerks	5
Abstractors	3
Shorthand-typist	1
Boy Clerks	3
<b>Total</b>	<b>16</b>

(12) Sub-division and Mortgaging:—

Second Class Clerk	1
Second Division Clerk	1
Abstractors	2
Temporary Clerk	1
Shorthand-typist	1
Boy Clerks	2
<b>Total</b>	<b>8</b>

And the following branches are solely engaged in duties on the Fair Rent side:—

(1) Registrar's Branch (Fair Rent side, including Appeals and Listing Branch).	
Fair Rent Side:—	
Assistant Registrar	1
Second Class Clerk	1
Third Class Clerks	2
Second Division Clerk	1
Temporary Clerks	6
Boy Clerks	7
<b>Total</b>	<b>18</b>
(2) Fair Rent—Outdoor Staff:—	
Legal Assistant Commissioners	3
Deputy Registrars	3
Assistant Commissioners	10
Assessors	3
<b>Total</b>	<b>19</b>

## APPENDIX LXVII.

(Handed in by Mr. Henry Doran.)

Q. 30,625.

## CONGESTED DISTRICTS BOARD FOR IRELAND.

## OUTDOOR STAFF, ESTATES BRANCH.

	Scales of Salaries for each Class.	Number of Appointments authorised by Board.	Number of Appointments not filled.	Number of Appointments filled.	Total of present Salaries.	
Chief Land Inspector	Fixed, 900 <i>l.</i>	1	—	1	£ 900	Entered service in 1904 without examination.
Senior Land Inspectors	400-25-600 <i>l.</i>	8	4	4	2,250	Entered service before without examination.
Inspectors	200-20-400 <i>l.</i>	20	8	12	3,315	One entered service in 1903 before examinations were held. All others entered service by examination.
Assistant Inspectors, First Class.	150-15-200 <i>l.</i>	16	—	16	2,729	All entered service by examination.
Assistant Inspectors, Second Class.	130-10-150 <i>l.</i>	25	9	16	2,190	" " "
Superintendent Surveyor.	400-25-600 <i>l.</i>	1	—	1	550	Entered service without examination; previously for 20 years on Ordnance Survey staff.
Surveyors, First Class	120-10-200 <i>l.</i>	20	1	19	2,940	All, except two, entered service by examination. The two who were admitted without examination had been over 20 years on the Ordnance Survey staff.
Surveyors, Second Class.	90-10-120 <i>l.</i>	25	8	17	1,800	All entered by examination.
Valuers and Stripers	1 valuer, 200-20-400 <i>l.</i> ; 3 stripers, 90-10-120 <i>l.</i> ; 1 striper, 25 <i>s.</i> weekly; 3 stripers, 30 <i>s.</i> weekly.	8	—	8	1,075	Entered service without examination.
Inspectors' Clerks	1st grade, 200-10-300 <i>l.</i> ; 2nd grade, 130-10-200 <i>l.</i> ; 3rd grade, 70 <i>l.</i> -7 <i>l.</i> 10 <i>s.</i> -130 <i>l.</i>	10	—	10	1,076	All entered service by examination.
Paymasters	3 <i>l.</i> weekly	5	—	5	780	Entered service without examination.
Total		139	30	109	19,605	{ All, except 22, entered service by examination.

**APPENDIX LXVIII.***(Handed in by Mr. W. L. Micks.)*

Q. 30,762.

**CONGESTED DISTRICTS BOARD FOR IRELAND.****INDOOR STAFF (NON-PENSIONABLE).****1. Grade I.**

Number of Men in Grade.	Scale.			Observations.
	Minimum.	Increment.	Maximum.	
8	£ 200	£ s. 10 0	£ 300	One Head of a branch; the others leading Assistants.

**2. Grade II.**

30	130	10 0	200	
----	-----	------	-----	--

**3. Grade III.**

43	70	7 10	130	
----	----	------	-----	--

3 Men Messengers, 78-2-80l.

8 Temporary Messengers, including boys, varying from 10s. 6d. to 25s. per week.

1 Housekeeper, 80l. and allowances.

ROYAL COMMISSION ON THE CIVIL SERVICE

---

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE

---

10th April 1913—25th April 1913

WITH

APPENDICES.



LONDON:

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., FETTER LANE, E.C., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 10, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

PRINTED BY

EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,

PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

1913.

Price 10d.

ROYAL COMMISSION ON THE CIVIL SERVICE.

---

TABLE OF CONTENTS.

---

LIST OF WITNESSES - - - - -	PAGE 2
MINUTES OF EVIDENCE - - - - -	3
APPENDICES - - - - -	89

---

LIST OF WITNESSES.

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Eighty - first Day.	10th April 1913	Mr. W. P. HERRINGHAM, M.D., F.R.C.P.	Vice-Chancellor of the University of London.	33,090-33,250	3
Eighty - second Day.	11th April 1913	Mr. E. M. HARVEY	Deputy-Chief Cashier, Bank of England.	33,445-33,700	10
" " "	" "	Mr. ROBERT LEWIS	General Manager of the Alliance Assurance Company, Ltd.	33,701-33,943	18
Eighty - third Day.	17th April 1913	Mr. E. MIDDLETON	Representative of Messrs. John Brown & Co.	33,944-34,184	25
Eighty - fourth Day.	18th April 1913	Mr. BARROW CADBURY	Representative of Messrs. Cadbury Bros.	34,185-34,479	33
" " "	" "	Sir CHARLES MATHEWS, K.C.B.	Director of Public Prosecutions.	34,480-34,675	43
Eighty - fifth Day.	24th April 1913	Sir ALEXANDER KING, K.C.B.	Secretary to the General Post Office.	34,676-34,857	49
" " "	" "	Mr. W. W. KENNERLEY	Representative of the Clerical Establishment of the Board of Education.	34,858-35,021	55
" " "	" "	Sir L. A. SELBY-BIGGE, K.C.B.	Permanent Secretary to the Board of Education.	35,022-35,188	61
Eighty - sixth Day.	25th April 1913	Sir FRANK REE	General Manager, London and North Western Railway.	35,189-35,467	68
" " "	" "	Mr. ROBERT BLAIR, M.A., B.Sc.	Education Officer to the London County Council.	35,468-35,667	77
" " "	" "	Mr. JOHN MCCALLUM	Representative of the Lower Grade Clerks in the Secretaries' Office of the Inland Revenue Department.	35,668-35,717	85

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, Old Palace Yard, S.W.

EIGHTY-FIRST DAY.

Thursday, 10th April 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.  
Mr. ARTHUR BOUTWOOD.  
Mr. JOHN ROBERT CLYNES, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Miss E. S. HALDANE.  
Mrs. DEANE STREATFIELD.  
Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. W. P. HERRINGHAM, M.D., F.R.C.P., called and examined.

33,090. (*Chairman*.) You are Vice-Chancellor of London University?—I am.

33,091. And you have come to speak on behalf of the University of London?—Yes.

33,092. Will all your evidence be on behalf of the university, or will you also speak on your own behalf? If you do, I should like you to distinguish between your replies given with the authority of the university and the replies given on your own authority alone?—I am afraid that anything I say beyond the explanation of the matters in our report would have to be my own opinion.

33,093. That meets my purpose. Do you think that the recruitment of men for the highest appointments in the Civil Service must be done by means of open competition?—On page 87 of their report the university state in clause 3: "The only practicable method of recruiting the public service from outside is in general by competitive examination, although they are prepared to admit that there may be exceptional cases in which special experience is desirable."

33,094. That is a point I should like you to develop. When you say that the university consider that as a general rule the method of entrance should be by open competitive examination, may I assume that an examination of a literary character is meant. In the phrase "literary character" I include mathematics and other subjects as well as classics?—Yes, that is what they mean.

33,095. That is to say, the main road of entrance into the Civil Service should be through open competition?—Yes.

33,096. But the university think that there may be exceptions?—Yes.

33,097. What would be the character of the exceptions? Wherever men are recruited for the Civil Service for professional work, for instance, the work of doctors, or lawyers or engineers, such men would naturally not be recruited by means of a competitive literary examination. But there may be instances, I understand you to say, other than these, in which the open competitive examination may be departed from. To what kind of instances do you refer?—The words used

in clause 3 are "cases in which special experience is desirable."

33,098. That is the point I want to clear up. Would the special experience be professional experience, is that what the university means?—I think the university would be quite prepared to agree with the words that are used by the Professorial Board of University College on page 90 of our minutes.

33,099. What minutes are you referring to?—I am referring to the minutes of the Senate in which our report was approved, and which are embodied in the statement\* which has been submitted to the Commission, on page 9: "In the opinion of the Board the University of London especially can afford assistance in this matter. There are already in attendance in connection with some of the post-graduate courses given by the university many Civil servants, among them some second class clerks. These men are enabled to obtain training in administration and in history, and in other subjects which are of especial value to Civil servants. This would appear to be the avenue by which second class clerks ought to be able to obtain promotion to the higher ranks."

33,100. In such a case how would you define the exceptional knowledge. I have a general idea of what is meant, but can you define it more precisely?—I do not think I know enough about the Civil Service to be able to define the various cases in which special requirements might be wanted.

33,101. On behalf of the university you admit that the general rule should be an open competitive examination of a literary character?—Yes.

33,102. But the university say that they contemplate the possibility of there being exceptions to that general rule. What I want to get at is a brief definition of the character of those exceptions. Take the British Museum, in which there may be a vacancy in the Department of Egyptology. Very few men have acquired a knowledge of Egyptology, but the authorities of the museum know that in this museum and that museum there are a few

\* *Vide* Appendix LXXI.



10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

people with the exceptional knowledge, from among whom they might select the best. Is that what you mean?—That is one thing. In other words, it means appointments for which a special education might be required. That is one method.

33,103. A special education of a non-professional character?—Yes. I suppose another method might be—or perhaps you might include it under the same head—appointments in which a special knowledge of administration might be required which a particular candidate was known to possess.

33,104. I do not think that Civil servants at this stage are ever recruited upon the basis of a knowledge of administration; they learn administration after they come into the Civil Service; they are then trained in administration?—I take it that nobody is put into Class I. by examination for administration, but I believe they are sometimes appointed on nominations; I thought it was occasionally done for some such purpose.

33,105. We have excluded that method of appointment, for the moment, from our consideration. We have taken the principle of open competition as the general rule to which, you say, there are certain exceptions, and these exceptions I understood you to say were cases in which special knowledge is required?—That is one example of it at any rate.

33,106. We have heard a good deal of evidence to the effect that an open competitive examination, although it may test the knowledge that a candidate has acquired, will not give us a clue to what that candidate is likely to develop into 20 years hence; that although it gives us an indication as to his capacity, it will not give us a reliable indication of what his character is and whether he will turn out a good all-round man. We have been casting about for some means of correcting that defect, if it be a defect, in the open competitive system. You, of course, have also thought about it?—Yes, I have. This is a personal opinion; it does not represent the university.

33,107. We shall be glad to hear your personal opinion; is there, in your opinion, any means by which we could get a better indication of a man's character than we are able to get at the present time by the open competitive examination?—There are no means that are at present adopted; that, of course, is the great failure of the system of examination.

33,108. You say that there are no means under the present system?—I do.

33,109. Could you suggest any means which would be consistent with maintaining the present system as part of the test?—The only means I can think of would be such other sort of information as, for instance, was attempted by Mr. Rhodes.

33,110. Let us see how that would work?—It is a most difficult thing to work and it has never been tried.

33,111. Has it never been tried?—I mean in broad examinations.

33,112. Can you tell us what is the character of the further inquiries and information that has been gathered in the case of the Rhodes scholars?—I must speak under correction, I am not familiar with it, but I think the information was gathered from the contemporaries of a candidate and from his superiors.

33,113. From his college and school contemporaries and superiors?—I believe so.

33,114. Was that information gathered prior to a competitive test or subsequently?—I do not think there is a competitive test in the sense of an open competitive examination.

33,115. Are we not thinking about different things. The Rhodes men are sent from other countries to English universities; I was thinking of the Egyptian Service, which is recruited, I believe, somewhat in the way you mention?—All I said was that you might supplement the present open competitive examination by some such information as is obtained by those who select the Rhodes scholars.

33,116. Then I ask you what is the character of that information; and is it information gathered from the school and college superiors of the candidates?—That is done at the time that the selection is made of the Rhodes scholars.

33,117. Would you have that information supplant the competitive examination altogether, or would you have it taken as supplementary to it?—As supplementary.

33,118. Would you have it gathered before the competitive examination is conducted, or afterwards?—I have not thought about that. It is in the air; it is a very visionary scheme. May I add also that I think that some similar steps are taken in other examinations in England which are already in force. We always suppose that the interview which the Admiralty hold with little boys before they admit them is of that class.

33,119. Does not that interview take the place of an examination; has not, in these instances, the examination been abandoned in favour of that system of interview?—In that case I believe it is the only reason for the examination.

33,120. (*Mr. Matheson.*) There is a qualifying examination afterwards, but it is a very simple one?—Of course it is ridiculous to subject little boys of 12 to a severe examination.

33,121. But, as I understand, you would not substitute any such arrangement as that of an interview or anything else of the kind for a literary competitive examination?—No, I should make it supplementary.

33,122. That is the basis on which we have been discussing the whole question?—Yes.

33,123. I gather then that you would be in favour of making inquiries from the school and college authorities in regard to the character of particular candidates and the likelihood that they would be suitable for the purpose for which the examination is held?—Yes.

33,124. Would there, do you think, be any objection to that on the ground that all the men who pass into the Civil Service and do good work for the State have not been recruited from public schools and colleges of that description; I have in mind, would it not exclude the son of a poor man who may have worked up and prepared himself for the examination privately?—Do you mean a man who has never been under any teacher?

33,125. He may have gone through the ordinary secondary school education?—Then I suppose he would have some teachers, and he would have some companions.

33,126. But you could not go on the report of his companions; you would have to go to his teachers, and the information that you would get of that description from any schools, except public schools or colleges, would be rather of an unreliable character?—I think you would have to supplement it by evidence from other people who were not directly the authorities of the schools, perhaps.

33,127. That would make us go very far afield, would it not? We could not have a sort of judicial inquiry into the character of the candidate; that would be somewhat out of conformity, would it not, with the idea of an open competitive examination?—My impression is that we were expecting, for this class of examination, that all your candidates must be graduates and have had university teaching before they could enter; that nobody could pass the examinations who had not had it.

33,128. (*Sir Kenneth Muir-Mackenzie.*) You are confining yourself to the Class I. examination?—Yes.

33,129. (*Chairman.*) I think there is a great deal in that; that practically all the candidates for the Class I. examination are university graduates. It used not to be so while you had important preparatory places, such as Wren and Gurney's. You have them still, I suppose?—I think so.

33,130. In regard to the character of the Class I. examination, I understand that the London University has particular views; they are not satisfied, I take it from the paper you have handed in, with the syllabus of the examination at the present time?—Not quite.

33,131. Is the London University in a position to form an opinion—I do not use the phrase in any depreciatory sense; what I mean is, are the arrangements of the university such as to enable candidates to compete with men who go through the Oxford School of *Literæ Humaniores* with honours?—I do not think that our classical men would be the men to put against Greats, because they are usually much younger. I do not think

10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

our classical school is comparable to Greats; I do not think that there is any school in the country which has a literary training comparable to Greats; but I think if you take Greats as one branch of learning, there are other branches of learning in which we certainly could compete.

33,132. And you are satisfied that those other branches of learning, as educational means of developing the intellect, are equally effective with the Oxford Greats?—I think they might be so, and ought to be so. I think that a man who is trained in science ought to undergo a training which should develop his mind in a little different way, but equally methodically and equally deeply with such training as Greats or such training as mathematics.

33,133. Could you mention a group of subjects such as you have in your mind which you would consider an equivalent to the Oxford School of *Literæ Humaniores*?—I should say the school of history including modern languages and the history of modern thought—philosophy—such a school as that (I am sketching it very roughly, of course) would practically mean the same sort of study in modern times that Greats gives you for classical times. Another branch, I should say, would be a really wide and deep scientific school, a scientific school in which a man not only came up in one or two actual sciences but had also studied deeply the philosophy of scientific thought, metaphysics, psychology and thought as applied to science, in fact, modern thought.

33,134. Do you think there is a feeling in existence that the present scheme of examination unduly favours Oxford and Cambridge at the expense of the more modern universities and the University of London?—I do not think one would say that. I think the feeling that is expressed is rather that you are only allowing in that examination for principally two schools—mathematics and classics; whereas there are at least these other two schools that I have mentioned, branches of learning, as I think the professors of University College call them.

33,135. Is there in the University of London a strong feeling that the question of the examination should be reconsidered from the point of view that you have now expressed?—I think there is.

33,136. Do you think that feeling is shared by the more modern universities that have sprung up in England?—I cannot say, I really have not any means of knowing that.

33,137. But you can speak positively for the London University?—Yes, I can say that.

33,138. How could such a question be brought to the test in a manner that would satisfy people who are doubtful. What means would you suggest for bringing it up for discussion and settlement?—Do you mean in order that you might know whether these other universities share our views?

33,139. No; in order to discuss the questions of the syllabus of the examination and the marking of each subject; how would you propose that that should be brought to the test, discussed, and decided?—Is it not suggested that there should be a conference of the universities? In clause 19 of our report, we suggest "that a permanent advisory body, representative of all universities in the United Kingdom, should be appointed to assist the Civil Service Commissioners."

33,140. Would you prefer that the body so to be appointed should be a permanent body, or that there should be periodic conferences between the Civil Service Commissioners and the university authorities?—I do not think that very much matters. I do not suppose they would want to be changing the examination every year, or anything like it.

33,141. Would it not rather infringe upon the jurisdiction of the Civil Service Commissioners if you had a body which continuously year by year might make suggestions to it; because if you had an advisory body, it would clearly have the right to make suggestions whenever it liked; but if you had conferences, say, at intervals of five or seven years, at which the proceedings of the preceding seven years would be reconsidered and any changes introduced, then the administration of those changes would be confided to the Civil Service

Commissioners. That would seem, would it not, to be a more effective means?—I should think that would be all that would be required. The only thing I see about it is, that if you have to have an Act of Parliament every time you summon such a conference, it would mean a great deal of trouble.

33,142. Would you require to have an Act of Parliament every time?—I do not know. You have not had such a conference, I think, since 1903.

33,143. I did not contemplate an Act of Parliament?—I do not know what your mechanism is; I believe you have not had a conference for a good many years.

33,144. It would be a voluntary act on the part of the universities, but I suppose the universities would be perfectly willing to take part in it?—They would be very willing, I should think.

33,145. Regarding the mere mechanism of the examination, are you in favour of having the papers examined by two examiners and not by one alone?—I like it better myself.

33,146. If the question of expense and delay were eliminated, would you be in favour of having two examiners instead of one?—Oh, yes.

33,147. What is your view as to the value of a *viva voce* examination? We have heard divers views expressed upon that point; some academic men do not favour *viva voce* examinations, and others think they are useful, and especially that they would be useful as a test of character. The doubt was, whether the public would accept the decision of the examiner as to the relative capacity and alertness of mind of the candidates. Have you considered that?—Yes; I have had to consider it a great deal. I think that if you give full play to the *viva voce* examination as we used to do at Oxford, it is a very fine thing; but as far as any test of a man's character goes, I do not think that a limited *viva voce* examination confined to 15 minutes, or anything of that sort, at which a bell rings and everybody stands down, gives you any test of character or what you might call general knowledge. I think that is not worth while.

33,148. If you were to give half an hour, for instance, to a *viva voce* examination of a candidate in Greek philosophy or Greek history, you would be able to ascertain in that time whether the candidate was an all-round good man who could marshal his information quickly, who could co-ordinate and arrange his thoughts quickly. From that you would be able to judge, would you not, of his precision of thought and general mental alertness?—I think in that form you would. I should be against fixing any definite time for any such examination. At Oxford, as you know, we used to be taken for exactly so long as the examiners chose; nobody ever complained.

33,149. But provided that there was no limitation with regard to time and the question of expense did not come into account, you do think that a well-conducted *viva voce* examination would be a useful test—a supplementary test or an additional test to the written competitive examination, and that it would give you an insight into a candidate's general character which the present system does not give you?—I am very strongly of that opinion.

33,150. I put to you two methods of choosing candidates for the Class I. examination: The first method is the present system of open competition, free to everybody, supplemented by a full and careful *viva voce* examination directed not only to ascertaining the candidate's grasp of the knowledge of his subjects, but also his mental alertness, the quickness with which he marshals all the information that he has, the precision of language with which he expresses it, and generally his mental alertness. That is one system. The other system to be contrasted with it is, ascertaining the candidate's school and college record and determining from that record that the candidate possesses the *mens sana in corpore sano* before he is recommended for this particular examination by the university authorities, and then instituting a competitive examination between the candidates so recommended. These are the two alternative schemes I place before you, and I ask you which of them, in your opinion,

10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

would furnish the State with the best class of public servants?—Provided that I could not have both?

33,151. First, will you say as to the alternative, and then we will talk about the possibility of having both. If you had to choose between the two which alternative would you prefer?—This is a very personal opinion, and I am afraid that you will perhaps think I am talking, as people say, through my hat; but it seems to me that the evidence of the previous record would give you a very much better insight into a man's character than anything that the examiners could give you; but that a *viva voce* examination by a clever examiner, a really good man, would give you a much better insight into certain intellectual characteristics of the man than any evidence that you could get from his previous record. The two are different.

33,152. In regard to the alternatives, you have to remember that the first which I put to you would be the more democratic of the two; because anybody could come in for the examination, no matter whether he was a university man or was an outsider?—You are referring to the *viva voce* examination?

33,153. Yes; anybody could present himself from outside from the ordinary secondary school, or wherever he got his education: it would be the wider of the two?—May I just give as an illustration that I do not think a *viva voce* examination, such as we had it at Oxford, would give the examiner any particular view, any very good view at any rate, of the man's character; but it was an excellent test of the man's intellect, I always thought. May I say, further, that I am permeated by distrust of examinations (I am an examiner myself), with the feeling that examinations want all sorts of supplementing, that I should much prefer that you should have both the previous evidence and the *viva voce* examination.

33,154. Do you think that an open competitive examination does not furnish evidence, or at all events some assurance, of a candidate's perseverance?—Yes.

33,155. And of his powers of concentration and also his courage; because an examination is an ordeal, and a considerable ordeal. Do you think it does furnish evidence on those points—perseverance, concentration of thought, and that sort of courage which is manifested in appearing for an examination?—I think that a great many men, probably the majority of men who pass good examinations, are good men; but I think there are quite a large number of men who can pass examinations very well and who are of very little use for other purposes.

33,156. Then may I take it that the great majority, in your opinion, would, by passing such an examination as we have been talking about, give thereby proofs of their possession of certain important elements in what we call character—that they are about the right men?—No, I do not mean that.

33,157. Is there anything at all, then, in passing an examination which gives you an indication that a man is a man of character. Those points that I understood you to assent to, namely, perseverance, concentration of thought, and a certain amount of courage, which is shown by submitting himself to an examination, are elements in character—elements, at all events, which go some way to show the possession of what we generally understand as character, fitness to deal with things as they come. They are not a complete assurance by any means; and it is because they are not a complete assurance that you and I are discussing the question in order to see what supplementary means of assurance we can find?—That is quite so.

33,158. (Mr. Clynes.) On paragraph 3 of your statement you suggest "That in certain cases the universities might be asked to recommend as candidates for appointment persons who have had an exceptionally distinguished academic career of a sort to qualify them for candidature." Who would judge as to whether they had that particular sort of qualification?—Do you mean who would furnish the university with particulars?

33,159. No; I understood you to suggest that the universities should recommend the sort of men exceptionally fitted, because they possess a special kind of qualification?—Yes.

33,160. Who would judge whether they had that sort of academic qualification?—Perhaps I had better give an instance that occurs to me.

33,161. If you please?—If you wanted an Egyptologist—I do not know whether you do—but supposing you wanted somebody of that character, and you sent to us to say, can you recommend to us any such person? That would be referred by the Senate to the body of teachers of that subject, who would report to the academic council, who would again report it to the Senate, who would report to you. That is the way it would be done; it would be done by the teachers.

33,162. Supposing a number of gentlemen were recommended for this special reason, do you mean that they should then be subjected to any test or examination before appointment?—If you wanted people for a special purpose with a special qualification, I take it that you might ask more than one university to recommend; but I should hardly think you would want to put them to a further test. That would be a matter for you.

33,163. (Sir Kenneth Muir-Mackenzie.) The only reason, Dr. Herringham, why I ask you no questions is because I think the statement put in by the University of London is so clear, and having read it very carefully, I agree with so very much in it that I do not feel that I can attain a clearer view in my mind by asking further questions?—I will report your kind compliment to the Senate.

33,164. (Mr. Matheson.) When you speak, in paragraph 5, of the proportion of London graduates qualified to enter Class I. of the Civil Service, have you in mind that this examination serves, not only for the Home Service, but for India and the Colonies, and that probably at the older universities there is a much larger number of men who, from tradition and family association, are likely to go in for those services than there are likely to be at the London and the more modern universities?—That, I think, was fully allowed for. I should like to say that my personal opinion, not speaking at all for the university, is that we thoroughly understood that point. We know perfectly well in the first place that the facilities and the rewards held out at the older universities attract the finest class of men; they gather the pick of all the schools to the universities, because they have far more scholarships than we have; and, in the second place, as a rule, the men come from a class which has served the country in that way already, and, it may be, are looking forward from their early years to undertaking a public career of that kind. One professor of the university said, in so many words, to us, when we were talking over the matter, that he was quite sure that one of the reasons why we did not send men up was because the question was never brought before them, that they were not of a class who were accustomed to think of the Civil Service as a profession. I may say that he has held for the last few years a university class, a class which he has been getting together, and he finds that those who do go in do very well in the examination.

33,165. We have had the same sort of evidence from Scotland. In paragraph 9 you refer to the schools of economy and law; should you consider that for this kind of examination a student of law ought to be able to get as large a number of marks as some who have taken a school with a wider educational range, whether scientific or human letters?—I daresay you have not seen or read the book containing the syllabus for our internal students, but the students of economics take really a very broad course.

33,166. It is law that I was asking about?—I hardly think that you could say that law was comparable to a broad classical education. I do not think it is.

33,167. Then when you come to the proposals for reconstruction of the examination which come from University College, but which I understand are to some extent adopted by the university generally, they are very interesting proposals; but what occurs to me with regard to the compulsory subjects which are proposed on page 7, is this: that to require a modern language, and also one of the following, (a) economics, (b) sociology, (c) administration and geography (which is a very curious combination), would put a great deal

10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

of pressure on the university curricula. Would you not be rather putting pressure on your candidates' university course by requiring them all to have taken a foreign language, and one of these three special studies, because, after all, they are special studies. And I confess I do not understand the curious combination, administration and geography?—Of course it signifies political and commercial geography, which is a subject.

33,168. What has administration to do with geography?—I could show it very plainly if you looked at the syllabus of economics for our degree; they are in very close connection.

33,169. I admit, of course, that geography comes into everything, but I do not see why administration particularly should be connected with it?—You think it is too much to put upon them?

33,170. My point is, that you are requiring all your candidates to take certain special studies which you think suitable for the Home Service, when, perhaps, a dozen will get posts in the Service?—I confess that I should not like to state an opinion about it other than that of the university.

33,171. I only wished to raise the difficulty?—I quite see the difficulty.

33,172. Then with regard to the modern course generally, I take it that you would agree that, if modern languages and modern studies are to have a larger assignment of marks, the modern course, say, in French or German, must be something very much more elaborate and very much more comparable to the Greats course than it is at present?—Certainly.

33,173. Then it would not do, I mean, to multiply the number of marks given to French or German unless you make those subjects a great deal more substantial than they are at present?—No. What we had in our minds was that you have now two subjects, Greats and mathematics, two very fine types of training, but that you have not in your regulations sufficiently allowed for two other equally fine types of training.

33,174. What you have said about a *viva voce* examination is very interesting, and I agree with a great deal of it. The difficulty, it seems to me, is this, and I should like to know your answer; that you have admittedly to examine candidates on, say, four different lines of study; you have to *viva voce* them all; you would have, therefore, to have different people conducting the examination for different candidates. Do you think that unless they all heard all the candidates examined, you could get any comparative estimate which would be of value?—You would, in any case, of course, have to have a lot of different examiners.

33,175. But what I mean is, that in a *viva voce* examination so much depends upon the persons who are going to estimate the comparative merits and character, seeing the men while they undergo the examination, that it would seem necessary for the examiners in all the subjects to be present at all the *viva voce* examinations?—I think you are exaggerating the difficulty. I think it is advisable that more than one examiner should be present at such an examination; but I think if you had two or perhaps three present (we always do have two at Oxford) you would very soon get a general standard established; they would level up.

33,176. You would have to have some common element, I think, connecting the different subjects?—Yes, I am sure of it.

33,177. (Mr. Shipley.) I would like to endorse what Sir Kenneth Maekenzie has said about the completeness of the statement sent by the university, but I want to ask you a question or two. In the first place how old are your men as a rule when they graduate?—The medical students I hardly think come in, they are older than your men; you send them to us.

33,178. They only come in, I think, in connection with the Local Government Board and the Home Office?—That is so; the other men are all generally younger than those are at the older universities.

33,179. Would you think that the extra year or two of training that they get at the older universities accounts perhaps to some extent for the larger numbers that pass, by training their minds very intensively up to 23?—I think the two extra years makes more difference than anything else.

33,180. Especially at that time of life?—Yes, but I believe really it is very largely a question of class.

33,181. We have had some evidence from a big city firm who employ a number of Cambridge graduates, that those who have been most efficient are those who were trained in classics; mathematicians came next, and then those who were trained in natural science, which rather upset my ideas; still, that was the evidence?—But then you must remember that all the prizes—the great majority at any rate of the prizes (and that means the ablest men)—go to classics. You have only to look at the list of judges, nearly all of whom are classical men.

33,182. Then I wanted to know how you think you could disabuse the public mind of all suspicion about favouritism; the public mind is so sensitive on this point at the present moment as to be almost morbid. If you do not confine your entrance strictly to competitive examination, if you admit these other methods, of a personal interview, *viva voce* examination, and record, how can you remove from the public mind the idea which it has now, that favouritism is being shown. That is a real difficulty?—I think that the previous record and *viva voce* examination would hardly appear under the guise of favouritism. It is the private appointments, as I understand, without other people's opinions, that fall under that suspicion.

33,183. I think when the Chairman was cross-examining you about character coming out by a man taking an examination, showing courage, perseverance, and so on, you were perhaps thinking of a different examination from the Class I. examination; you were possibly thinking more of some of the medical examinations. This is a crisis in a boy's life, of course, in which he is made or unmade, and it does show a considerable amount of courage, I think, to face it?—I should not have said that.

33,184. (Chairman.) You think it does not show courage to face a public examination of this sort?—No, I should not think so; you have to sit on a stool and write. I do not think there is very much courage required for that. Every man, of course, is afraid, but I do not think you can say that to sit for examination is a proof of courage. What would be the alternative: that the man having spent all these years in his learning when the day of examination came went away and played a game?

33,185. No, that is not what I meant. I have known many men to fail in examinations through want of presence of mind and courage; and those are the qualities you specially want in people who have in actual life to face emergencies; and a successful examination of the kind is surely an indication, so far as it goes, that the candidate will turn out well?—I am not prepared to rely fully upon it. I have known many a good man who in practical work would have had all his wits about him, and would have done very well, to be very nervous in *viva voce* examination, and that is why I wish the *viva voce* examination to be entirely without limit; because, if you are a good examiner, you can to a great extent by gentleness remove such a man's nervousness, and put him in possession of his faculties. I quite agree that presence of mind at examinations is tested by a *viva voce* examination; but I am afraid I do not think that is exactly the same thing as presence of mind in other circumstances.

33,186. Not altogether; but it is some indication, is it not? Finding it in the one case, you might expect it in the other?—It is some indication, but I should be very sorry to rely upon it altogether. I know, of course, that it is the justification for a *viva voce* examination, but it has never seemed to me that it is a full justification.

33,187. (Mr. Shipley.) I notice that in the Appendix at the bottom of page 8, one of the proposals is that "after a period of five years' notice all candidates for the first class Civil competitive examination should be required to have had a university education, and to have obtained a degree." At present I believe the examinations are open to all British subjects. Do you think the public would stand such a limitation; would it not excite a good deal of comment and antagonism?—We had in our minds the idea, which I

10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

think seems to have been present in the mind of Lord Haldane when he spoke quite recently, that university education would be so widely extended within quite a measurable time that practically everybody who was going in for higher education would have it.

33,188. You do not think it is unreasonable or dangerous to put it in such a way that we should be told that we are aristocratic, and all that sort of thing. I do not see any advantage in it myself?—Well, of course, if you do not see any advantage in a university education I do not suppose you would agree.

33,189. I did not say that at all; I am an embodiment of the opposite view; but I do not see any advantage in confining this examination to people who have taken degrees. There are quite able men who have never taken a degree?—Undoubtedly.

33,190. (*Chairman.*) I suppose you restrict this to the Class I. examination?—Yes, I think we were meaning that.

33,191. (*Mr. Shipley.*) There is one other question I want to put to you, which I am quite sure Mr. Graham Wallas would have put if he had been here. I want to know whether you can tell us a little more about the scheme of post-appointment instruction. As I understand your paper, the proposal, I believe, is that some Civil servants should attend, say, the London School of Economics?—Yes.

33,192. Is it proposed that they should do that in Government time?—I think, if it was a regulation of the Government, it might be so done; but a great many of them, as I understand (I am speaking only from reports of the School of Economics, I do not know it myself), do at the present time undertake such courses, and it was felt that there are a great many things taught at the School of Economics which are just what a public servant wants to know; but as to when that should be done I do not think I ought to offer an opinion.

33,193. (*Chairman.*) Would you have it done in the very earliest years of a Civil servant in the public service, or would you extend it throughout his service?—I should not have thought it was necessary to extend it throughout his service, but that, after he was adopted as a public servant, the public service should require him to learn special additional things.

33,194. Anything that was necessary over and above his ordinary education?—Yes.

33,195. (*Miss Haldane.*) I am very much interested in what you say on the first page of your statement with regard to women: "To the University of London, which as far back as 1878 threw open its doors to women upon the same conditions as to men, a system which does not allow women to prove their capacity evinced in other quarters, to participate in important administrative and consultative work, cannot be considered as satisfactory or just." I judge from that that you consider that women have proved their capacity to undertake work of this kind?—They have done very well in Government appointments, so far as I have heard.

33,196. To what kind of appointments do you refer?—Inspectors of factories, and things of that kind.

33,197. Do you consider that they ought to have further outlets than they have at present for their work?—In such posts as they may be fitted for, I think we say.

33,198. Can you tell me what your women students are mostly working for at the present time—what their future career is going to be?—I think there are women in almost every school that we have.

33,199. But I mean their future career; so far as you know, what is their future career going to be?—Mostly teaching.

33,200. Therefore it is somewhat limited to the teaching profession at present. We have had a good deal of evidence to the effect that they desire further outlets. I suppose you would endorse that?—I really should not like to say what would be the subjects in which they ought to be admitted. I really do not know enough about the branches of the Civil Service to say, but I think we say, in such positions as those for which they might be fitted.

33,201. You go on to say: "The Senate would urge that any positive sex disqualification should be removed, and that women should be appointed in suitable offices to positions for which they are qualified." Did you intend to convey by that that, provided the sex disqualification were removed, women might be admitted to the examinations for the higher division along with men?—In such spheres as it was thought they could be safely admitted to. For instance, I do not suppose you could possibly suggest that they should be sent to India to join the Indian Civil Service.

33,202. I am concerned with the Home Civil Service at present?—I really do not know enough about the Home Civil Service to say in what directions it might be done; that was purely a general statement: it is an article of faith with us.

33,203. You would consider that women ought to have opportunities of getting into administrative posts in the higher division, if there was work that they could do?—Yes.

33,204. (*Chairman.*) Who is to be the judge of whether they are fit or not; would you not leave it to the Government of the day?—Certainly. I think it must be left to people who understand the Civil Service.

33,205. (*Miss Haldane.*) Have you considered the matter very fully; is it your idea that certain offices should be set aside for women's work. Different ideas have been put before us; some witnesses think that certain special offices would be more suitable than others, and other witnesses have said no, that all offices ought to be open to women equally with men?—I do not think that I should be misrepresenting the university if I were to say that we have not any idea of claiming that all offices were equally suitable to be open to women. There are certain offices which I should think that anybody, and certainly the university, would agree at once were not so suitable to women as to men.

33,206. You mean that certain Government offices might open themselves to women either to a limited degree or to a full degree, and others not; is that your idea?—Yes.

33,207. Have you any idea how it would be determined which offices would be suitable for being open to women?—I should say that that must be determined by those who are familiar with the work of the offices.

33,208. The heads of departments?—The heads of departments.

33,209. (*Sir Kenneth Muir-Mackenzie.*) Approaching the subject with an open mind so far as regards sex disqualification?—Certainly.

33,210. (*Miss Haldane.*) You have had a great deal of experience of men and women working together at the University of London?—Yes, we have; it is curious that at University College they all work together, and at King's College they do not; and in other places they are all separate.

33,211. Have you had any difficulties in cases where they work together?—None whatever.

33,212. Do you consider that there is likely to be difficulty in educated men and women working together; I am talking of men and women of the educated class just now?—I should not think there would be any difficulty in most subjects.

33,213. I am rather talking of their future. Supposing they were passed into a Government office, do you think there would be likely to be any difficulty in men and women working together? I am still talking of the educated classes?—I could only answer that by saying that they seem to work all right on committees. We have several lady members of the Senate of the university.

33,214. Have you any teachers who are women?—Two of our representatives on the Senate are the principals of two colleges; they are teachers, of course.

33,215. Supposing a certain number of places were allocated to women in the higher division examination, with a view to their being appointed to certain selected offices, you might have a large competition



10 April 1913.]

Mr. W. P. HEBBINGHAM, M.D., F.R.C.P.

[Continued.]

for those places on the part of women?—I should think so.

33,216. Do you think that the process of elimination which was discussed just now might be used very suitably in the case of these women, so that there might not be an undue competition for a limited number of places?—You mean the previous record method.

33,217. I mean the methods that have just been discussed?—I think you would have to get all the methods that you could, because I think it would be much more difficult for an examiner to judge of women than to judge of men.

33,218. Are you talking of a written examination or a *viva voce* examination?—I am talking of examiners who judge both men and women. I think it is much more difficult for them to judge a woman than to judge a man.

33,219. As to character—not as to intellect?—No, not as to intellect.

33,220. Do you think, in regard to women, there might be something in the nature of previous inquiry such as was discussed a few minutes ago, adopted with effect?—I said at the time that I thought the chief value of the previous inquiry was to judge character. I am perfectly certain that no man could judge a woman's character by any examination whatever.

33,221. Would you suggest, then, having a woman Civil Service Commissioner? How would it get over the difficulty if you brought in a woman Commissioner?—Are the examiners Commissioners—is it a convertible term?

33,222. No, the Commissioners are responsible for the examination. How would you propose to get over the difficulty?—That is what I meant by saying that the previous record would give you some indication of character.

33,223. The previous record from their university?—Or from their school. I hope I did not seem flippant in saying what I did just now, but I really think that a man would be a very bad judge of the character of a woman whom he might test—a young girl.

33,224. I want to know how the difficulty would be got over; do you think it would be got over by having women examiners for the *viva voce* examinations as well as men?—I think very likely it would. If I may say so, I have been present when candidates have been examined for posts by mixed committees of men and women for the teaching profession, and I thought that the ladies who were present, and who asked questions, were much more able to examine the lady candidates than we were. I thought they did it much better.

33,225. (Chairman.) Were they more severe than the men examiners?—I thought they did it better. A man does not like to harass a woman.

33,226. (Sir Kenneth Muir-Mackenzie.) They would get over that, I think, in due time. If it became the practice to have open competition between men and women for Government offices, the examiners would get accustomed to it, and that sort of modesty which we now have would to a great extent disappear?—Perhaps.

33,227. (Miss Haldane.) It is, of course, frequently done; women are constantly being subjected to examinations by men at present?—I shall probably be examining women myself to-morrow. I do not like it.

33,228. (Chairman.) You have had a large experience in examining men and women?—Yes.

33,229. Does a woman's mind expand more quickly than a man's mind, or the reverse? Is a woman at 21 more fully developed, mentally, than a man at 21?—No, the women are behindhand; they are not so good, I think. In some ways a girl is much ahead of her brother, but I do not think she is in intellectual strength, and she is much less ahead of her brother in those ways than she used to be, because she is taking on her brother's education, and, as a rule, has not got as strong a mind or brain as her brother has; she is losing the piece of education she used to have in which she knew a great deal more than her brother.

33,230. What piece of education?—I am thinking there of social things.

33,231. (Miss Haldane.) I should like to know what direction her former education took?—Simply drawing-room knowledge.

33,232. Not book learning?—No, not book learning.

33,233. (Chairman.) That is a very far-reaching line you have started us on?—I apologise for saying what I have said.

33,234. It is very interesting and very valuable. I do not think it is a thing that has been worked out sufficiently?—My only point was that, taking a girl of 21 and a boy of 21, the girl's intellect is as a rule not so strong as the boy's.

33,235. Does the girl's intellect grow with advancing years, say, up to 24 or 25; does it expand as a boy's mind expands?—I do not see why not. The women I have mixed with are so exceedingly clever, and I have such a very high opinion of them that, perhaps, I am rather prejudiced. I do not see the common run of women, really.

33,236. (Miss Haldane.) I want to ask you about paragraph 14, on page 4, of your statement. Those men attending the school of economics are second division men?—Yes, I think they mostly are.

33,237. Are all of them so, or do some higher division men attend the school also?—I cannot tell you that.

33,238. Do you think there should be some system of recognising work done of that kind by second division men, with a view to their promotion to the higher division?—That is what we meant.

33,239. That their either taking degrees or doing work of this sort might be considered?—That if the Government find that their second division men take a great deal of trouble to qualify themselves in such a manner they might take account of it.

33,240. I think you said you have not considered whether time might be given them to attend?—I know they attend them in the evening.

33,241. Then with regard to the Officers' Training Corps, do you suggest that marks should be given to those who have passed through the Officers' Training Corps, or merely that the Commission should decide whether there should be a new subject of examination?—Some time ago we made some sort of request either to your body or to some other body, that the fact of service in the Officers' Training Corps should be reckoned in selecting for posts in the Civil Service.

33,242. (Mr. Matheson.) We have had Professor Hill here?—Yes, that was one of the points included in that paragraph.

33,243. (Miss Haldane.) Then as regards the teaching of science, I judge from this paper that that is encouraged. The idea, I suppose, is that a man's training should be as all-round as possible, not that you should have a purely scientific man necessarily, but that he should have variety of ability?—Yes; our point in suggesting that science should be one line of approach, one line of learning, was not that a mere technical training in science would do, but we thought that it ought to be a very wide training in the philosophy of the subject.

33,244. I have heard it suggested that it would be useful in some departments to have scientific Civil servants, for instance, in the Home Office, in which scientific subjects are dealt with to a large extent. But your view would be that an all-round man would be able to deal competently with such subjects. He need not be a specialist in science?—I suppose he would always employ a specialist in science.

33,245. In such departments as the Home Office where scientific questions are continually cropping up, it would be valuable to have men with that scientific training?—It might be; I do not know what scientific subjects crop up.

33,246. For example, very large questions in connection with mines and technical matters in inspection?—I think in those matters they would ultimately rely upon the evidence of experts and with the evidence of experts they would sympathise much more with the subject if they had some knowledge of the subject themselves.

33,247. As part of their training?—Yes.

33,248. If they were all-round men they would be capable of being interested in it so to speak; they would be capable of taking in the information of experts?—Yes.



10 April 1913.]

Mr. W. P. HERRINGHAM, M.D., F.R.C.P.

[Continued.]

33,249. (*Mr. Boutwood*). On page 3 of your statement where you refer to those two groups of papers A and B, do you mean that each candidate whatever the candidate's principal subject was—supposing it was classics for example—would under Group A have papers

on all these subjects, and in Group B in all those subjects?—No, in Group A for example, which is Greats, I suppose he would have the ordinary classical papers.

33,250. Then the sections (i), (ii) and (iii) are just illustrations?—Yes.\*

## EIGHTY-SECOND DAY.

Friday, 11th April 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Sir KENNETH AUGUSTUS MUIR-MACKENZIE,  
G.C.B., K.C.  
Sir WILLIAM GUY GRANET, Kt.  
Mr. ARTHUR BOUTWOOD.  
Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. PHILIP SNOWDEN, M.P.  
Miss E. S. HALDANE.  
Mrs. DEANE STREATFEILD.  
Mr. S. ARMITAGE-SMITH (*Secretary*).

Mr. E. M. HARVEY called and examined.

33,445. (*Chairman*.) You are Deputy-Chief Cashier of the Bank of England?—I am.

33,446. I desire to begin by requesting you to convey to the Board of Directors of the Bank of England the thanks of this Commission for your attendance here to-day?—Certainly.

33,447. You have received a letter\* from our secretary of the 11th March?—Yes.

33,448. The first point mentioned on which we desire information is the manner in which the clerical and administrative staff of the Bank of England is recruited. I may tell you generally what the object of our inquiry is, so far as the Bank of England is concerned. We desire to see how far and in what particulars your method of recruiting your staff differs from the Government method of recruitment. Considerable discussion has taken place as to the method of recruiting for the public service, as to the usefulness in all cases of the system of recruitment by open competition. We wish to ascertain whether the great banking and commercial concerns have a different method of recruitment for their staff, and, if so, how it works. We desire, also, to compare, without going into anything like personal details, the broad classification of staff that you have adopted and the scales of pay which you attach to each class. We want to know whether your system of pay is personal to the clerk or whether it attaches to appointment. With that broad indication of our general object, perhaps you would now explain to us how your clerical and administrative staff is recruited. I am not acquainted with the nomenclature which the Bank of England has adopted, but any official in the position of a secretary or deputy-secretary, we should regard as administrative officers?—That is so.

33,449. In the first place, will you tell us whether your administrative officers are chosen and promoted from the clerical ranks, or whether you bring them in from outside?—Except in the case of the agents of our branches, the whole of the administrative staff are chosen from the clerks, from the staff entirely, and at the present time the inclination is rather to choose the agents of branches also from the clerical staff.

33,450. Let us begin, then, with your clerical staff. How do you choose your clerical staff; beginning with the lowest grade?—The first requisite is that they should obtain the nomination of a director. Nobody can become a candidate until he has a director's personal nomination. The nominee is then interviewed by a committee of directors, and if they consider him a suitable candidate he may proceed to the various formalities that are necessary to obtain election.

33,451. For a particular vacancy may you have more than one nomination?—We do not elect for a particular vacancy; we allow vacancies to accumulate. We have

such a large staff that we have at times, immediately after an election, just a trifle more than we require, and as the numbers work off by death or retirement, when the time has come that we require, say, an addition of 15 to fill 15 vacancies, we have an election, and all the candidates have to pass an examination.

33,452. Is that examination held prior to the interviews that I understand the directors have with them?—No, it is subsequent.

33,453. They are selected first and then subjected to the examination?—Yes.

33,454. Is that a competitive examination among the nominated candidates?—No, it is a qualifying examination.

33,455. In the Government service we have something like what you describe, nomination followed by a qualifying examination for the less important posts. But there is also a system called limited competition. A certain number of men who are believed to possess the qualifications requisite for a certain post are nominated, and they compete amongst themselves for the post. May I assume that in the selection of your staff the great difference between your system and the Government's is that there is no competitive examination in your system?—That is so.

33,456. A director nominates, the board of directors inspect the nominee, and they may either reject him or pass him?—Yes.

33,457. Have there been instances in which the nominee has been rejected?—Yes. Before he passes the qualifying examination he is required to pass a medical examination.

33,458. That is also in accordance with the Government practice. Moreover, the Government require certificates of good moral character from the candidates. Do you insist upon that?—Yes, we do.

33,459. In addition to the nomination of the director?—Yes.

33,460. One of my colleagues desires to know whether, when you have, say, 15 vacancies to fill, the examination will be among 15 nominees, or may it be among 20?—It would be among 20.

33,461. The object being to have a margin?—Yes. Our experience is that about one out of every four or five candidates fails at the examination, and therefore we invite about one in addition to each four or five to stand for election. If they all qualify they are all admitted.

33,462. Then the qualifying examination is a really effective test?—Yes.

33,463. You say that one out of four or five fails?—That is so.

33,464. What subjects does the examination comprise?—English composition, geography, arithmetic, handwriting and orthography. The examination in

\* Dr. Starkie's evidence (Q. 33,251-Q. 33,444) is printed after Q. 31,169 (76th day).

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

handwriting I should say has to be passed first and separately under the London Chamber of Commerce. We found that so many clerks failed in handwriting that we have recently started a sort of previous test in handwriting by the London Chamber of Commerce, and candidates must obtain within six months prior to election a certificate of handwriting from the London Chamber of Commerce or they are not allowed to sit.

33,465. Then the examination does not aim at testing the nominee's possession of a liberal education?—No.

33,466. That is outside?—Yes.

33,467. Nor is it directed to his having acquired any particular expert knowledge such as shorthand writing?—No.

33,468. Has it ever occurred to the board of directors to enlarge the scope of the examination?—No.

33,469. At what salary does a boy begin when he is taken into the Bank?—100*l.* a year.

33,470. If in regard to the details of your system I ask you any question that you would prefer not to answer, I hope you will say so?—Thank you.

33,471. At what age do they enter your service?—They must be not less than 18 and not over 22 years of age. Exceptionally, if we get a university candidate he may sit until he is 23, but they are very few; we have had, I think, only five or six admitted in the last two years, of whom five are still with us.

33,472. Is there any desire on the part of the board to get men from the universities?—They have been trying it rather as an experiment lately; they have made a special effort to get university men as candidates to sit, with the result that these six candidates sat and were elected. It is too early, of course, yet to express any opinion as to what the result will be.

33,473. Is the pay graduated according to years of service, or according to the work that the clerk is put upon?—Both; it is paid under two columns. One column is graduated according to years of service and the other according to the position that the clerk has reached by promotion.

33,474. If a clerk shows himself to be more efficient than others, does he get promotion out of his turn; that is to say, do you regulate promotion by merit or by seniority?—Up to a certain position in the Bank promotion is by seniority, provided that the clerk is perfectly competent to take a higher position. For positions above that they are specially selected by merit, and they may be selected by merit even prior to that, and they are occasionally; but it is not very often.

33,475. Would you have any objection to tell us what the grades of pay are?—For two years a clerk is what is known as an unattached clerk, and he is drafted from office to office, wherever his services may happen to be required at the moment, just to give him a sort of general idea of the work.

33,476. Is he regarded as on probation during these two years?—For five years he is on probation. During these two years he gets 100*l.* a year. He is then asked to state to which of the principal departments of the Bank of England he would rather be attached. The Bank is divided into two principal departments and one or two smaller ones.

33,477. Will you be good enough to tell us what the two great departments are?—There is the cashier's department under the chief cashier who superintends all the real banking work, and there is the accountant's department under the chief accountant who manages the National Debt and all stocks inscribed at the Bank. At the end of two years, if circumstances permit, a clerk elects whether he would rather be attached to the cashier's department or to the accountant's department, and for the succeeding three years he is moved about among the offices of that department only and stays for rather longer periods in the different offices, generally a matter of from three to six months in each office, and his pay rises 10*l.* a year. At the end of five years, provided that his reports are satisfactory, he is appointed a fourth class clerk, assuming that there is a vacancy in the fourth class. After he becomes a fourth class clerk, from that moment his pay rises 5*l.* a year in the first column—that is, the column governed by mere years of service—to the maximum in that column of 250*l.*; and in

the second column he gets what is known as an additional salary, that is to say, a salary according to the post he occupies. A fourth class clerk receives 25*l.* a year additional on appointment to the fourth class.

33,478. Is the 25*l.* cumulative; does it go on from year to year?—No; he gets 25*l.* the first year, 30*l.* the second year, and 35*l.* the third year, and nothing more in that column until he becomes a third class clerk.

33,479. Up to that time his pay depends on two considerations, first, his seniority in the service, and secondly, the character of the work he does?—That is so.

33,480. Am I right in thinking that in the second column the clerk might get nothing if his service be not good or more than common?—If his service is not good enough for him to become a fourth class clerk, he would not be retained in the service.

33,481. But if you confirm him as a fourth class clerk, must he get pay under column 1 and under column 2?—Yes, he must.

33,482. Then he gets to his maximum of 250*l.* under one column and 35*l.* under the other?—No, it would not work like that, because it takes him a good many years to reach his 250*l.* in the first column. He only gets 5*l.* a year increase on 100*l.* in that column, and if he had not got his promotion, that is to say, if he had not been good enough to receive his promotion in due course from the fourth class, he would then be told that we required him no longer. If a clerk is not fit to receive his promotion in the ordinary course he is not allowed to remain indefinitely in the lower class, he would be asked to resign.

33,483. Have you instances of fourth class clerks drawing 250*l.* under column 1?—No.

33,484. On the average, could you say what would be the highest pay in the fourth class that a man reaches before he is either dispensed with or promoted to the third class?—I should think about 180*l.*

33,485. Counting his pay under both columns?—Yes.

33,486. (*Mr. Philip Snowden.*) Does that mean that on an average he would be about 16 years in the fourth class?—No.

33,487. You are adding the two columns together?—Yes. He starts with 135*l.* the first year in the first column, and 25*l.* in the second column—that is 160*l.* Then he will rise 5*l.* a year for two years in each column, and that brings him to 180*l.*

33,488. (*Chairman.*) What would be the length of time that a clerk would remain in the fourth class?—It varies, of course, very much in different offices. In a small office where promotion happens to be very slow, owing to there being a lot of young men at the top of the office, he may be delayed in his promotion to a higher class. I should think that the average service in the fourth class would be about four to six years.

33,489. When he gets into the third class the pay takes a jump, I suppose?—Then the additional salary which stopped at 35*l.* in the fourth class becomes 60*l.* under the second column.

33,490. What will his pay be as a third class clerk?—Still rising 5*l.* a year, according to his length of service.

33,491. So that he begins as a third class clerk, with the pay in the first column that he drew as a fourth class clerk?—Yes, and that continues to rise at 5*l.* a year.

33,492. Does the 60*l.* increase then?—There are two rises of 5*l.* a year for the first two years.

33,493. Not afterwards?—To a maximum of 70*l.* in that class.

33,494. That is permanent?—That is permanent in that class.

33,495. How long on the average does a clerk remain in the third class; it depends, I suppose, on whether there is a vacancy in the higher classes?—Entirely.

33,496. How long will it be, as a rule?—I have not got the exact figures. I took out the figures of what a clerk would usually rise to at the end of 10 years, and I find that the average salary of the whole of the present staff of 10 years' standing, excluding any clerk who may have been selected for special promotion, is 212*l.*, that is taking the two columns together.

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

33,497. At the end of 10 years' service a clerk will normally reach the pay of 212*l.*?—Yes.

33,498. (*Mr. Philip Snowden.*) That is 10 years from first entry?—Yes.

33,499. (*Chairman.*) Then he passes on to the second class?—Yes, he passes on to the second class, and the additional salary of that class commences at 95*l.*

33,500. The other going on?—The other going on just the same.

33,501. How long does he stay, as a rule, in that class?—In the second class he would probably be, I should say, seven years; I should think generally five to seven years.

33,502. And what pay would he reach at the end of five years. We have got him up to 15 years?—He would receive 260*l.* at the end of 15 years I should think, on an average.

33,503. (*Mr. Boutwood.*) Does the same principle of retirement that you mention in regard to Class IV. hold good of Class III. if a man does not get promotion?—No, a clerk may be allowed to remain. If his behaviour is good and he can do useful work in that class he may stop at the top of the third class. He is not promoted to the second class unless it is considered he will be able to qualify for promotion straight on afterwards.

33,504. (*Chairman.*) There is a bar?—Yes, there is a bar at the top of the third class.

33,505. It is an effective bar?—Yes.

33,506. His maximum in the third class would be 260*l.*?—I should think it would be about that.

33,507. When he gets into the second class I understand the pay under the first column goes on; what jump does he get under column 2?—He goes to 95*l.* in the second class. In each case it is a rise of 25*l.* over the maximum salary of the previous class.

33,508. How long does he stay in the second class?—It is very difficult really to give any figures of the time that a clerk may remain in the class. After 20 years—I have taken out the figures for 20 years—he would be getting 309*l.*

33,509. After 20 years' service?—That would mean that he would have been about two years in the second class after 20 years' service.

33,510. Would he then be doing responsible work in the second class; what would be the general character of the work?—It varies according to the offices. In some offices he would be doing very responsible work; in others he would not be doing work of such great responsibility. During their earlier years the most promising clerks are generally selected and appointed to the more important offices, such as the chief cashier's own office, or offices really doing responsible work at the Bank, and in those offices they would have considerable responsibility; they are the clerks who are generally regarded as the promising clerks who are being trained for promotion to higher posts.

33,511. Will a second class clerk control or supervise the work of many other clerks?—No.

33,512. Would he have any supervising work at all to do?—No, he would not. Very exceptionally in the case of some special work that had to be performed he might be put in charge for a time, but he would not be put in charge as his ordinary work.

33,513. He has only his own work to do?—That is so.

33,514. Then promotion from the third class to the second class is purely by selection; there is an effective bar at the third class beyond which no man passes unless he gives promise of thorough efficiency?—The selection is rather the other way. We pick out those who are not fit to go on. There are not many as a rule; it is not often done, but it is done on occasions. The majority rise to the second class.

33,515. In case of promotion from the second class to the first class is selection more effective?—No, it is usually considered, I think, that the weeding out has generally been done sufficiently at the rise from the third to the second class, the result being that the second class clerks are usually quite qualified to be promoted to the first class.

33,516. And their promotion depends upon vacancies in the first class?—Yes.

33,517. When a second class clerk gets into the first class what salary does he receive?—He then gets a rise of 25*l.*, and his additional salary commences at 130*l.*

33,518. That is to say under column 2 he gets 130*l.* and his salary goes on in the regular way. You cannot, I understand, give an approximation as to what he would have reached, under column 1, when he gets into the first class?—No. I have a note here that the first class is usually reached—it varies in different offices—at from 25 to 30 years, and the average salary of a clerk of 30 years is 389*l.*

33,519. What appointments are there beyond the first class?—There are a few senior clerks; they are clerks who are put in charge of more or less responsible duties under less immediate supervision and control, they are left a certain amount more freedom to themselves. Then there is a class styled superintendents who are in charge of batches of men, superintending their work.

33,520. Is there a staff allowance or is the pay attached to these special appointments?—These two classes are paid exactly in the same way under the two columns. If I may go back to the first class for a moment, the rises there in the second column are two rises of 10*l.* at intervals of not less than three years; they do not get an annual rise. Then senior clerks commence at 155*l.*, rising by 5*l.* to 165*l.*

33,521. In addition to the normal?—In addition to the first column, and the superintendents receive 170*l.*, rising to 180*l.*

33,522. That is the top of the tree?—That is 430*l.* That is the top of the tree apart from the many special posts such as heads of offices and posts carrying higher fixed salaries paid as a staff salary in one amount.

33,523. How many of those higher appointments have you?—Up to and including the superintendents there are 869 at the present moment.

33,524. Including superintendents?—Including superintendents, that is the whole staff who receive their salary in two columns. In addition to them, there are about 125 higher appointments.

33,525. Do you understand what we mean by a "staff post," that is to say a post out of the regular scale?—Yes.

33,526. Would that express your 125?—Yes, the 125 are people who receive fixed salaries which attach to the particular posts they occupy.

33,527. The salary does not vary with the character of the work, and with the responsibility?—No, the officer is appointed at a fixed salary which attaches to the post; any increase on that afterwards is personal to himself.

33,528. (*Mr. Boutwood.*) Can you tell us how the 869 are distributed between the four classes?—Yes, 35 superintendents, 30 senior clerks, 127 first class, 131 second class, 174 third class, 183 fourth class, 116 assistants, and 73 unattached.

33,529. So that really when a man gets into the fourth class he clearly has a free run up to the top of the first class if he is a competent man?—Yes, if he is competent.

33,530. (*Chairman.*) What will be the pay attaching to the general run of your staff posts?—The highest salary attaching to any staff post is that attaching to the chief cashier, who is appointed at a salary of 3,000*l.*

33,531. These staff posts are not graded, that is to say you do not have so many grades carrying, say, 600*l.*, so many 800*l.* and so on?—No. It is a fixed salary according to the importance of the post.

33,532. And the salaries vary, the maximum is 3,000*l.* Have you got many appointments of that value?—The next appointment is 2,500*l.*; that is, the chief accountant, the head of the other large department.

33,533. Have you got many appointments of 1,000*l.*?—Then there follow three appointments of 1,500*l.*, one of 1,200*l.*, one of 1,000*l.*, one of 900*l.*, and then there are several of 700*l.* That is apart from the agents of branches, who, as I said when I commenced, were originally appointed from outside the staff, though the tendency is now to appoint them from inside. In some of those cases they receive salaries rising up to 2,400*l.*

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

33,534. Are there many branches?—There are nine in the country and two in London.

33,535. (*Mr. Boutwood.*) Then in addition to the group of 125 you sometimes bring in men from outside?—For the branches only.

33,536. (*Chairman.*) In your explanation to me you have covered very clearly the second point in the letter that was sent to you, namely the organisation of the staff as seen in the various classes of employees, the rate of pay assigned to each, and the practice with regard to promotion from a lower to a higher class. The third question is the extent to which these rates of pay have been modified in recent years on account of fluctuations in prices. Do you have regard to fluctuations in prices in fixing your scale of salary?—No. The existing scale was introduced in 1906, and it did provide for an increase in the pay given to a clerk on commencement. It used to be 80*l.*, but it was raised to 100*l.* because it was felt that 100*l.* was the least sum that a clerk ought to have if he had to live in rooms and keep himself. The lowest salary was raised about 20*l.*; the maximum salary of the highest class, the superintendent's, was raised by about a corresponding amount, and the intervening increases of salary were made to be more gradual, to extend over a longer period than they had hitherto done, so that a clerk should always be getting a little increase.

33,537. Have you a pension scheme?—Yes.

33,538. Is it contributory: do the clerks contribute to it?—No.

33,539. Could you briefly indicate what the scheme is?—It is precisely the same as the Civil Service scale; that is to say, a clerk after he has served 10 years is qualified for pension; provided he has to retire on account of ill-health, he is then entitled to receive so many seventy-fifths of his salary as he has performed years' service, with five years added; a clerk with ten years' service would receive 15 seventy-fifths.

33,540. (*Sir Guy Granet.*) Of his average salary?—Recently a modification has been introduced; it is now the average of the last three years, except for those receiving 1,000*l.* or over; for them it is the average of the last seven years.

33,541. (*Chairman.*) Is there any liberty to capitalise any part of the pension, as has been recently introduced into the Government scheme?—No.

33,542. Do you employ women in your clerical departments?—We employ them for the typing and shorthand writing; they are employed in connection with the sorting up and listing and agreeing of old paid bank-notes and they are employed for inspection of new bank-notes from the printing machines.

33,543. Their employment is limited to these functions?—Yes.

33,544. The last question you have already really answered. You say that the board of direction have lately recruited some university graduates, but your experience is so very limited that you are not prepared, I suppose, to express any opinion as to whether it will be a success or not?—No, we have had no means of judging as yet.

33,545. (*Sir Guy Granet.*) I should like to know, for my own information, about the pensions. Is it a condition of service that the staff are entitled to pensions?—No, every pension is granted at the pleasure and during the pleasure of the court of directors.

33,546. There is no certainty about it?—No, in practice it is more or less a certainty.

33,547. Can a retiring officer commute his pension?—He has been allowed to do so occasionally under special circumstances, but he has no right to commute.

33,548. The two things will not go together?—Exactly.

33,549. As I understand, your candidates come to you from 18 years of age?—Yes.

33,550. That is the lowest age at which anybody can come into the Bank?—Yes.

33,551. It follows then, that you have nothing in the nature of boy clerks or anything of that kind?—No, we have not.

33,552. And a young man of 18 who comes to you will, in the first year or two of his career, have to perform the very minor offices that a boy clerk would have

to perform?—Yes; we had boys at one time of from 16 to 18, but they were displaced by women, who are now employed in examining old bank-notes.

33,553. I was coming to that. I take it that the women whom you employ really take the place of the boy clerks?—Yes, they do on that particular duty.

33,554. So that you meet that possible difficulty in that way by employing women instead of boys?—Yes.

33,555. You say that when once a man is qualified and has got into the fourth class, unless he can show that he is competent enough to be promoted to the third class he is asked to retire?—Yes.

33,556. I do not want to ask any question which I ought not to ask, but I should like to know whether that is a fairly frequent occurrence?—No.

33,557. It is very rare?—Very rare, because you do not need to wait until a boy has reached the top of the fourth class to know whether he is likely to be able to rise in the service or not. If we judge that there is no chance of his being able to go up, we generally give him a hint to that effect and suggest to him that he had better retire.

33,558. You give him that hint before he gets into the fourth class?—Yes.

33,559. That is to say, while he is in his probationary period?—Yes.

33,560. But after that a man has got a freehold, practically?—If he behaves himself, except that we have that bar at the top of the third class, and that is an effective bar; there are a certain number who stop there.

33,561. But you are not actuated solely by commercial considerations, as I understand. So long as a clerk is efficient, even if he may be redundant, you retain his services?—Yes.

33,562. And you retain his services, too, at a price which is not commercial either in some cases, do you not?—That is so.

33,563. I take it that the clerks in, we will say, the third class, are doing purely clerical work?—Yes.

33,564. They have no administrative duties at all?—None.

33,565. And their average salary at the end of ten years, I think you said, was 210*l.*?—Yes.

33,566. Obviously, from a commercial point of view that salary would not be justifiable?—We regard it as justifiable, in that we think that unless we paid it we should not get as good a class of men as we do get, and because we find the class of candidates has very much improved recently, owing, as we think, to the fact that our service is better than many others.

33,567. I am entirely ignorant upon this point, but what I want to know is this: If the work of the clerks is purely clerical, and not administrative in any way at all, what is the object of getting such good material?—We want good material for the higher posts, and it takes a certain time to train them, and also in the Bank, where you are dealing with large sums of cash, you have got to pay your clerks a good salary; it is an absolute essential.

33,568. I follow that. Taking the banking department of the Bank of England, who is it who runs it?—It is immediately under the Governor, who is there every day.

33,569. The Governor is somebody who is a merchant of experience in the city?—Yes.

33,570. And he really runs the business?—He directs the policy, but the management, the carrying out of that policy, is in the hands of officials such as the chief cashier.

33,571. What do you mean by management; management in the sense of carrying out the details of the organisation of the Bank, and so on, or management in the sense of carrying out the business of the Bank?—Carrying out the business of the Bank. Practically all the negotiations between the Bank and its customers, and business of that character, would be conducted by officials, not by the Governor.

33,572. Do the directors take any considerable share in the direction of the policy of the Bank?—Yes.

33,573. Or is that principally done by the Governor?—The Governor has a committee of senior directors whom he consults principally in regard to policy.

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

There also is the weekly meeting of the directors at which the whole policy may be discussed.

33,574. (*Mrs. Streetfeild.*) Would you tell me something about the women who are employed in the Bank of England; how do you choose them?—They are nominated by the Governor, very often on the recommendation of one of the directors; they are then required to pass a simple examination in arithmetic, handwriting, orthography, and English composition. The possession of certain certificates, such as the certificate of the College of Preceptors or the Oxford and Cambridge Local Examination, or the London Matriculation, is taken in lieu of that examination. Then they have to pass the doctor, and the medical examination in their case has been made considerably more severe than formerly, because our principal experience with regard to women, when we first employed them about 20 years ago, was that their health failed; we had very considerable trouble on the question of health and a very large proportion were invalided on account of various nervous complaints. An inquiry was held, and the medical officer of the Bank consulted the medical officers of the Post Office and various other offices where female labour is employed, and the conclusion eventually arrived at was that it was due very largely to the fact that the women did not take sufficient nourishment in the middle of the day, with the result that the Bank were induced to provide them with free luncheon, which experiment has been quite successful and we have had much less sickness since.

33,575. What salaries do they have; what are they paid when they come in?—They commence at 54*l.* a year and rise at the rate of 3*l.* a year to 81*l.*; and then there are certain additional payments given to the typists and shorthand writers for their special qualifications, and the salaries rise until the salary of a permanent sorter of bank-notes is 86*l.* and of a typist 90*l.* a year. Then certain of them are made superintendents of typists and superintendents of sorters, and they receive various additional salaries; and the salary of the head superintendent will rise to a salary approximating to 200*l.* a year.

33,576. (*Chairman.*) Are the typists who receive 90*l.* a year also shorthand writers?—Yes.

33,577. (*Mrs. Streetfeild.*) What are their duties when they come in at a salary of 54*l.*?—To sort old paid bank-notes.

33,578. Purely mechanical work, like card tellers?—Yes.

33,579. At what age do they come in?—They must not be less than 18 and not over 22.

33,580. They are really girls living at home then when they come in?—The majority of them are.

33,581. Do you consider that they could live outside of their homes on 54*l.* only?—I am told that at the present time our experience is that we prefer not to have girls living outside, and we hardly ever select them; there are not more than one or two probably at the present time.

33,582. So that those who receive that salary are girls who are partly supported by their parents?—Yes.

33,583. And they also have to be fed in the middle of the day?—That was found necessary. We found that about 30 per cent. of all the girls suffered from writer's cramp and various nervous complaints of that kind. The conclusion arrived at was that it was due to the fact that few of them, if any, ever ate a sufficiently substantial luncheon in the middle of the day.

33,584. Did it occur to anyone that that state of things might probably be induced by the monotony of the occupation?—Yes, and varying the occupation was tried, but it was not found to improve them.

33,585. Can they rise straight from 54*l.* a year to 200*l.*?—No, there is only one who would reach that post getting 200*l.*; there are several receiving about 130*l.* and 140*l.*

33,586. But up to that there is a clear run with no stop?—It depends entirely upon their ability; they are specially selected for the posts carrying the larger salaries. Several run up to about 110*l.*

33,587. How many have you employed receiving up to that amount?—Sixty-three are employed altogether, 10 typewriters, about 45 bank-note sorters, 6 bank-note inspectors, and the rest are superintendents. A bank-note sorter can remain a bank-note sorter throughout her service if she likes, but then her salary will not rise above the permanent salary of 86*l.* a year unless she happens to be selected as a superintendent. Then she would receive probably about 110*l.* a year.

33,588. Has it ever occurred to you to use these women clerks in any other department?—The employment of women in inspecting new bank-notes has only been commenced about six weeks ago. For various reasons it has been found difficult to employ them on other work, because it is work on which they would have to be employed till late in the evening, and it is considered undesirable to keep them there to a late hour.

33,589. What would the late evening mean?—It might be 9 or 10 o'clock.

33,590. Is that the only reason why they are not being employed in the ordinary clerical work of the Bank?—I do not think that the question of employing them on the general clerical work, the business of the Bank has ever been considered. The idea has been to employ them in counting all the various papers and documents that we have to print, such as postal orders.

33,591. Ordinary mechanical work?—Yes. It was thought that they might sort the paid dividend warrants at the time of the quarterly dividends, but there the difficulty was that the dividends only fell due quarterly when they could be profitably employed, and a large number would be required then, but their services would not be required in the intervening periods between those dividends. With a large staff of male clerks we find that the work so adjusts itself that the clerks who can be employed sorting dividend warrants at the time of dividend payments can be useful otherwise in the intervals, whereas we should have no employment for the women clerks, and it was not possible to make arrangements whereby we could profitably employ them on that work.

33,592. What class of young man have you who comes in at from 18 to 22 by passing such a very elementary examination as you described, and yet is considered able to rise apparently to a post of great responsibility?—More than 50 per cent. of them at the present time are public school boys. Of the rest a certain number are sons of former clerks.

33,593. What is the reason why you do not ask for a better education?—I think the feeling is rather that so long as we have only one grade of clerk admitted, and all clerks are admitted through exactly the same system, we should be training a lot of highly-educated boys for work which does not require highly-educational qualifications. We find, as it is, from experience, that many of the better boys that we get now do not stay with us; unless they are singled out for promotion they find the work very irksome, and we think that if we tried to bring in still more highly-educated boys, they would probably not stay with us; there is no need for their services except in supervisory posts, and we find by experience that we can generally obtain people to occupy those posts from the boys who are admitted through the present system.

33,594. (*Chairman.*) Have you any general knowledge of the work in a Government department, say, in the Home Office?—Yes, I have some idea.

33,595. Are you able to say that the work of the Bank of England is more monotonous and more of one type than the work in a Government department?—One's experience, of course, of those who are employed in Government departments is only that of the higher officials, principal clerks, first class clerks, and so on. I do not think I am qualified to give an opinion.

33,596. There is no comparison, of course, with first class clerks, it would be second division clerks?—I have not much acquaintance with the work performed by the lower classes in the Civil Service, we only come in contact with the higher officials.

33,597. (*Mrs. Streetfeild.*) Am I right in understanding that any man who comes in at 18 can, if he is



11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

efficient, rise up to the highest post in the Bank?—Yes.

33,598. There is no bar?—There is no bar at all.

33,599. He could become chief cashier?—Certainly.

33,600. (*Mr. Philip Snowden.*) May I first of all follow Mrs. Streatfeild's questions about the women? Do the women enter the service of the Bank of England for any particular work, for instance, to be bank-note sorters?—They all commence as bank-note sorters or typists.

33,601. Is there a different examination for typists, must they produce a certificate of efficiency in typing?—No girl, when she is elected, need be qualified in typing; she may come in as a bank-note sorter and qualify as a typist afterwards.

33,602. Are you aware that the work of the Post Office Savings Bank Department is very largely done by women clerks?—Yes.

33,603. Have you ever considered at all the possibility of employing women on the ledger work of the Bank of England?—No.

33,604. Is it not work rather analogous to the work that they do in the Post Office?—Yes, I suppose a good deal of it is.

33,605. How many examinations for the men clerks would you have in the course of a year?—It would depend entirely on the number of clerks who leave; in some years we should have three and in some years two. It is nearly a year since we have had one at all, and one is just coming on now. There has not been one since last May.

33,606. How many vacancies are you proposing to fill at the forthcoming examination?—We want 15, and 20 are going to sit.

33,607. Do the directors get a great many applications for nominations?—Yes, a very large number.

33,608. You will quite understand that I do not mean my next question in any improper way, but are the nominations given by the directors to any extent to their personal friends?—I do not think that any director would make a secret of it that if he has a personal friend who is really interested in a likely candidate, he is prepared to give him a nomination, but he would wish to know that the candidate is likely to do him credit when he came up for election.

33,609. You told us that after the nomination by a director the nominated candidates are seen by the body of directors?—Yes.

33,610. Could you tell us what the qualifications are that are looked for by these directors in the candidate at this personal interview?—He is asked various questions to see whether he seems an intelligent boy, whether he has good manners and address; I think it is nothing more than that.

33,611. (*Chairman.*) Are many candidates eliminated by that system of a personal interview?—It has only been in force for the last three or four years.

33,612. Do you find it a useful sieve?—I think it has had the effect possibly of making the directors a little more particular regarding the boys whom they nominate; they do not like to contemplate the possibility of their candidate being rejected by a committee of their own body.

33,613. (*Mr. Philip Snowden.*) Some questions have been put to you already in regard to what one might call the very simple character of the examination that these boys have to pass. Do you at any subsequent stage of their career encourage them to take, say, the certificate of the Bankers' Institute?—They are paid a small bonus if they do; 5*l.* on passing the preliminary examination, and 10*l.* on passing the higher examination.

33,614. I take it then that this method of examination is the only door through which entrance can be obtained into the service of the Bank of England?—Yes, other than the limited number of agents of branches who are appointed from outside.

33,615. I understood you to say that you are proposing in future to appoint them from inside the service of the Bank?—That is the tendency, but the directors still retain the right to appoint them from outside; the staff know that they are not to regard

themselves as entitled to the whole of the vacancies that may occur of agents of branches.

33,616. How long has the present system of appointment to the Bank of England service been in operation?—I could not say—for a great many years.

33,617. Has it been in operation sufficiently long to test its adaptability for supplying the higher posts in the service?—Yes, it has been in operation for many years. I should think it must have been in force for 30 or 40 years.

33,618. And that experience has led the directors to the conclusion that the system is quite capable of supplying them with men competent to fill the highest effective posts in the Bank of England service?—Yes, it has on the whole. There are special occasions when we are at a loss for a good promising clerk for a certain post, but on the whole I think they are quite satisfied with it. The recent arrangement by which they have invited university candidates to apply is rather an experiment to see whether they obtain a larger supply of qualified men for the higher posts. They have no difficulty in finding a certain number of them, but latterly, since they have thrown open agencies of branches to the staff, they have found that it has been rather more difficult to supply the higher posts.

33,619. But those posts of which you have spoken, where the salaries run from 700*l.* to 2,500*l.*, have been, to a great extent, filled by men who entered by this method of appointment?—Yes, entirely, except for the branch agencies.

33,620. You have not had a sufficiently long experience of the experiment that has been made in appointing university men, I gather, to be able to express a definite opinion?—No.

33,621. Are they treated in precisely the same way as candidates who are appointed by nomination?—Exactly.

33,622. (*Mr. Boutwood.*) I think I have already asked most of the questions that have occurred to me, but there are two I should like to ask you. This is just to see whether I rightly understand your evidence. I gather that in your second class there is a great difference in the character of the work done by different men, and there is varied responsibility but an invariable scale of pay; they all get the same money?—That is so. The tendency of that, if I may say so, is that the clerks in these more responsible offices are brought there, as I said, to be trained for higher posts, with the result that the clerks above in higher classes, such as first class clerks or senior clerks, are selected for promotion early in life for special posts, which again has the result that clerks junior to them rise earlier in their career, and consequently they reach the second class at a considerably earlier age.

33,623. In a certain number of Government offices, as the Chairman mentioned, there is a system of preliminary nomination, but some of the evidence we have heard about that suggests that the nomination is treated formally; that virtually anyone can get a nomination. Am I right in understanding that in the case of the Bank of England the nomination of a director is a more serious thing?—It is.

33,624. So that it is a sort of preliminary sieve?—Yes, no clerk can enter the service of the Bank at all without a director's nomination.

33,625. And a director would not give it as a mere formality?—He would not.

33,626. You said that your personal knowledge of Government offices was chiefly through contact with the higher officials. Do you know enough to say whether your higher grade men, the 125 men getting about 700*l.* a year, would be roughly comparable with the first class clerks in a Government office so far as the nature of their work goes?—No, I should say not.

33,627. How do they differ?—I am speaking, of course, without an intimate knowledge of the duties performed by first class clerks in the Civil Service, but, so far as we see them and come in contact with them, they appear to have a higher responsibility. All those clerks in the Bank who are drawing from 500*l.* to 700*l.* a year would not have so free a hand as first class clerks, say in the Foreign Office or the Treasury, appear to have.



11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

33,628. (*Sir Kenneth Muir-Mackenzie*). I think you said that these young men who come in at the bottom of your service come mostly from public schools?—Yes, over 50 per cent. of them.

33,629. Do you mean the greater public schools?—Yes.

33,630. You do not have many come in who have been through an elementary school?—No.

33,631. They are not of that class at all?—No, not many of them; we have had some.

33,632. You mentioned, I think, good manners and address and so on as counting for something in the first qualification?—Yes; it is necessary in dealing with the public that you should have officials whose manners and address are likely to be acceptable.

33,633. You said, I think, that when men reach the second class it is a more serious question as to the passage into the next class above it?—From the third class into the second.

33,634. Is that so strongly marked a line that you could at all describe your organisation as being in two divisions, a lower and a higher division?—No, it is not.

33,635. It does not amount to that?—No.

33,636. Are you disposed to give us your opinion upon the subject generally of open competition for supplying the service of a great department? You do not use it at all?—We do not. I have no experience of it at all.

33,637. Would it strike you as being a better way of manning a great institution?—The directors have discussed it, I believe, among themselves, but we have never really heard the reasons which have led them to leave their present system undisturbed.

33,638. Do you see any distinction between one of the departments of State and such an institution as yours, which would afford a reason why in one case open competition should be looked upon as absolutely necessary and should be dispensed with altogether in the other?—No. I think the real reason for the existing system probably is that the Bank of England is a private corporation. We have generally considered among ourselves that the system probably arose from the fact that at one time it was a sort of private patronage in the hands of the directors, by means of which they were able to nominate their friends, and I do not think they have ever seriously considered the question whether there would be any advantage to be derived by now upsetting it. They have done away with the idea of patronage. They are much more rigorous in their exclusion of anybody who is considered in any way undesirable, but they have retained the old method of nomination. I should say that a director cannot nominate an unlimited number of clerks; they nominate in strict order one nomination at a time.

33,639. Might I ask you, as having experience of a great institution, whether, if you were setting up a great institution yourself, it would occur to you to get your men by open competition. How would you select your men in order to run your business?—I am inclined to think that there are great advantages in a certain amount of selection. A case which occurs to my mind at the present time is the method of selecting a candidate for Osborne, which is very much, after all, the system of the Bank of England. A boy is interviewed by a committee to see whether he is likely to prove useful, and the candidate having passed the committee, is allowed to sit for an examination, which is qualifying and not competitive; it is almost identical with the system of the Bank, except in the matter of nomination.

33,640. Would you apply that system to candidates of any age?—I do not feel competent to express an opinion upon that.

33,641. Might I ask you one or two questions of this kind, such as what you have in the nature of office hours in the Bank of England—what you consider a fair day's work for your clerks?—The office hours are very variable in different offices. They begin at 9 o'clock in the great majority of the offices—in a certain number at half-past nine, and their work may end at any time, except in times of great pressure, between 4 and 7 o'clock.

33,642. That is in London?—Yes.

33,643. Would you mind telling me what the rule is as to holidays?—A clerk who has been at the Bank for 15 years is entitled to 3½ weeks; a clerk who has been there for 25 years is entitled to 4 weeks, and anybody who is receiving a salary of 400*l.* or over is entitled to five weeks.

33,644. (*Mr. Philip Snowden*.) That will be, exclusive of Bank holidays?—Yes, that is actual working days.

33,645. (*Chairman*.) Does the five weeks also exclude Sundays?—They are allowed 30 working days—that is five weeks.

33,646. (*Sir Kenneth Muir-Mackenzie*.) And that is distributed by arrangement over the year?—They must take a fortnight consecutively, a minimum fortnight.

33,647. What I meant was that there might be, say, 20 clerks away at a time?—Yes.

33,648. There is no such thing, except on Bank holidays, as a complete shutting up or even a comparative shutting up of the Bank of England?—No.

33,649. With regard to promotion—as to whether men are fit for being brought up to a higher class, and eventually whether they are fit to be appointed to any of these better appointments—who decides that?—It is decided by a Committee of Directors, who are a committee for appointments and promotions, and who receive recommendations from heads of departments in all cases of the ordinary staff. In the case of the higher officials the committee act on their own authority, without any consultation with other officials.

33,650. Is there anything in the Bank of England corresponding to the age of retirement in the public service?—Yes, compulsory retirement at 65.

33,651. It is the same?—Yes, and optional retirement at 60.

33,652. (*Chairman*.) Does the time for pension count from the boy's entry at 18?—Yes, at 18.

33,653. (*Sir Kenneth Muir-Mackenzie*.) Up to a limit?—Yes, up to a limit of two-thirds.

33,654. As nearly as possible the same as in the Government service?—Yes.

33,655. I think you said that you had no such thing as appointing direct to any of these upper classes, that every man must begin at the bottom?—It always has been so.

33,656. That is to say, that with regard to the four classes that you mentioned, there is no such thing as appointing a man to the first class from the outside?—No.

33,657. But when you come to the classes that you spoke of, like the chief cashier and the chief accountant, and the various agents and so forth, with salaries running up from 700*l.* to 3,000*l.*, I hope you will forgive me for pressing this further, but practically are all those men, men who have passed through the classes?—All of them, except, as I said before, certain agents of branches, have passed through the classes.

33,658. The agents of branches are the heads of local branches practically?—Yes.

33,659. But all the others have passed through all the classes?—All the others have passed through.

33,660. The chief cashier, the chief accountant, and I think you mentioned that there were three officers who got 1,500*l.*, one 1,200*l.*, one 1,000*l.*, one 900*l.*, and several 700*l.* have all passed right through from the bottom?—Yes; there is one exception at the moment, but otherwise they all have.

33,661. None of those appointments are made in a manner corresponding to the nomination to high appointments in the public service?—No.

33,662. There is no such thing?—No.

33,663. (*Mr. Matheson*.) The boys who do not come to you from the old public schools, I suppose, have generally had an education of some higher kind, whether in a secondary school or a grammar school, or the like?—Yes.

33,664. Do you have any report from their schoolmasters?—Yes.

33,665. Is account taken of that at all in the ultimate selection?—Yes, the reports that they bring with them are carefully considered.

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

33,666. I am speaking not merely of character, but would any account be taken of the position that the boy had reached in his school?—No. I do not think it would; it is more as regards his personal character that the report from the school would be considered. He would be tested as regards his knowledge simply by the result of his examination.

33,667. Is the examination conducted by your own officials?—Yes.

33,668. In regard to promotion, is there any system of annual reports on the subordinate staff?—Yes, on the whole staff below the chief officials.

33,669. Is the head of each department responsible for that report?—Yes.

33,670. You said that you occasionally had men who left you because they thought that their prospects were not attractive enough; can you give us any idea of the amount of leakage that there is; is it considerable?—No, it is not considerable. The voluntary leakage from clerks taking up other posts does not, I should say, amount to more than ten a year.

33,671. You spoke of university candidates. Is the age for them the same?—They are allowed a year longer; they may come up a year later, up to 23.

33,672. (*Mr. Shipley.*) Have you enough experience to judge, as between boys who enter at 18 and boys who enter at 21, as to which do better in the service?—I should say those who enter at 18. I am judging solely by those who hold higher posts now. I think the majority of them entered young.

33,673. How does the salary of a lady typist compare with the salary of the boy clerks whom you used to employ?—The boy clerks received 50%. I think it was roughly, I have not got the figures with me, I think it was about 50%. They were employed for only two years on that particular work, and then, if they were sufficiently able, they were allowed to sit for examinations to qualify for higher service.

33,674. At that time there was no free lunch?—No.

33,675. (*Mr. Hoare.*) Do you have no boy clerks at all in the Bank of England?—None.

33,676. So that all the unskilled work of typing and sorting old banknotes is now done by women?—Yes.

33,677. Do you find that the progress of mechanical invention has enabled you to dispense with unskilled work of that kind in, say, the last ten years?—It has enabled us to dispense with a certain number of clerks; there are not many directions in which we can introduce mechanical contrivances, except what are known as adding machines, which are very largely used nowadays. We have many of them in the Bank, and they do enable us to reduce our staff.

33,678. I suppose you would always be keeping your eyes open for labour-saving contrivances?—Yes.

33,679. Please do not think that I am asking this question in any personal way, but may I ask whether you entered in the usual course?—Yes, I did.

33,680. (*Miss Haldane.*) Following up Mr. Hoare's question, is it anybody's particular duty to look out for means of saving labour in various ways?—No, I think it is nobody's special duty except those in charge of the various departments. We are always looking out and are prepared to consider anything that is brought to our notice. I may say that, in our position at the Bank of England, our experience is that if anybody has any invention of that kind, which he thinks will be useful for the purpose, one of his first endeavours is to get it into the Bank of England, so that we generally hear of anything of the kind that is going, and we are always prepared to consider it.

33,681. I suppose you employ a good many messengers and men of that type, who do a good deal of valuable work?—Yes.

33,682. How do you recruit them?—They are all appointed on the nomination of the Governor.

33,683. By pure nomination?—By pure nomination.

33,684. You do not employ army and navy men?—We have some army and navy men; our head porter at the present time is an army man, and his deputy is an army man, but the majority of them are men who have been private servants. We have altogether about 105.

33,685. Are the women you employ pensionable on the same scale as men?—They may retire at 45, and they must retire at 50. Pensions may be granted to them when they are over 45 years of age at the rate of one-sixtieth of the salary at the date of retirement for each completed year of service.

33,686. So that they have a reduced scale from that of the men?—They have a different scale.

33,687. And an earlier retiring age?—Yes.

33,688. I am very much interested in what you said about the health of the women whom you employ. I wondered whether we might possibly have the figures regarding their sickness, and also figures which would bring out the improvement following on your institution of a free luncheon?—I do not think there would be any objection to that. I have not them with me, but I could arrange that they should be supplied.\* There is one point I forgot to mention regarding that question of sickness, that the rule is now that, in addition to the women passing a medical examination on first entry, they have to pass a second medical examination at the end of five years, and a third at the end of 10 years.

33,689. Independently of whether they are promoted?—Yes, they have to pass three examinations during their service.

33,690. And if they were not passed medically at any of these stages would they be dismissed?—They would not be retained in the service. They are only engaged for five years, and their re-engagement is subject to their passing the medical examination.

33,691. (*Mrs. Streetfeild.*) Has that operated at all; you say it is a rule; have you had occasion to discharge any of them?—There has been one case. I may say that that rule was introduced at the time that I spoke of, when the inquiry was held, and the free luncheons were instituted.

33,692. (*Miss Haldane.*) You have no subsequent medical examination in the case of men?—No.

33,693. (*Mr. Hoare.*) Am I not right in thinking that the Bank of England provides many facilities for the recreation of their staff in various ways, such as a cricket ground, for instance?—About three or four years ago the Bank provided them with a cricket ground, football ground, squash and racquet courts and five courts; the grounds were opened about four years ago. Prior to that there was no such provision.

33,694. (*Miss Haldane.*) Does the Bank do anything of the kind for women also?—No.

33,695. Do men and women work together at all?—No. The six women who, as I said, during the last six weeks have been employed in inspecting bank-notes, work in an office with men so employed, but they are entirely screened off; they do not mix with them at all, except that the head of the office is a man, but they have a woman superintendent actually in charge, and they are quite screened off from the rest of the staff of the office.

33,696. (*Chairman.*) You said, I think, that if a clerk desired to learn shorthand or bookkeeping, or any other special subject, he would be allowed to do so?—Yes.

33,697. Does the Bank provide facilities for a clerk to learn bookkeeping, to get the certificate, say, of the Institute?—No, the Bank does not provide any facilities; it is left for the clerk entirely to do it in his spare time.

33,698. He would not be relieved from work, for instance, he would not have any time allowed him after 5 o'clock or 4 o'clock if the directors knew that he was preparing himself in such a subject?—No, he would not be given time except actually for sitting at the examination, if necessary.

33,699. (*Mr. Matheson.*) I suppose it is true, is it not, that the directors, and their committees, of the Bank of England supply an amount of expert information which would not be available in a Government office, that is to say, to a certain extent the expert knowledge of your directors, acting in committees, supplies an element which is not forthcoming in an ordinary Government office?—That would be so, probably.

\* *Vide* Appendix LXXIII.

11 April 1913.]

Mr. E. M. HARVEY.

[Continued.]

33,700. To that extent, therefore, the work of the directors really would correspond to the work of the first division in a Government office?—It probably would be so, because there are a certain number of them in attendance at the Bank every day to review

the work of the previous day, and they can give information and advice which possibly, in a Government office, might not be available.

(Chairman.) We are greatly obliged to you, Mr. Harvey, for your most valuable evidence.

Mr. ROBERT LEWIS (General Manager of the Alliance Assurance Company, Limited) called and examined.

33,701. (Chairman). You are good enough to come here to give us information as to the staff of the Alliance Assurance Company, as to how you recruit that staff, how you divide it, and what scales of pay you give. Our object is to compare your methods of recruitment with those which prevail in the Government departments to see if we can learn anything from your methods, and also to compare your rates of pay with those which the Government give. Unless you wish to give your evidence in any particular way, will you first of all state the manner in which you recruit your clerical staff?—For clerkships in insurance offices and banks preference is usually given to nominees of directors. At the Alliance, nominations by directors are not required, but all applicants whose letters are fairly well expressed and are in passable handwriting are invited to appear for examination at the office at a time fixed for the purpose. Those applicants who pass the examination are placed on a waiting list, and when vacancies have to be filled up the best candidates on the waiting list are appointed, subject to medical examination.

33,702. By "examination" there do you mean a literary examination, or a mere inspection by the directors?—The directors do not inspect at all. The examination is in writing from dictation, and in arithmetic. It would be convenient, perhaps, if I hand in a form of application for a clerkship. (*Producing form and handing in the same*). The form gives information with regard to the applicants, and a form of medical certificate is attached. Then I should like to put in also a specimen of the examination papers for the ordinary clerkships. (*Producing specimen examination paper*.)

33,703. Have you a statement of the subjects of examination?—Yes, I will put that in. Simple as those examination papers appear to be, 30 per cent. only of the applicants pass; so that practically 70 per cent. of the applicants fail to pass an ordinary examination in handwriting, in spelling, and in arithmetic.

33,704. Who conducts the examination for you?—It is conducted by one of the secretarial clerks. The maximum age for entrance in the case of an ordinary clerk is 21. All applicants under 17 years of age, except for appointments in the provinces, are considered ineligible.

33,705. The limits of age are: minimum 17 and maximum 21?—Yes.

33,706. There is no limitation upon applicants. Any person may send in an application in the form that you have given to us?—Yes.

33,707. With a medical certificate of the applicant's own doctor?—No, of our own doctor.

33,708. Then everybody who applies is subjected to this simple examination?—Yes.

33,709. And the result of it is that you find 70 per cent. fail?—Yes.

33,710. The 30 per cent. who succeed are put upon a roster?—That is so.

33,711. Do you allow several vacancies to occur before you hold an examination?—We have an examination monthly.

33,712. Merely to fill up the vacancies that occur?—Yes.

33,713. How many candidates do you allow to appear?—Any number.

33,714. Say that in a particular year 30 men have been entered upon the register and an examination becomes necessary to fill up vacancies in your office, do you allow all the boys who happen to be upon the roster at that time to present themselves for examination?—Yes; but we make a kind of selection beforehand. If we find the handwriting is very bad, or the history of the applicant is unsatisfactory, we put him aside altogether.

33,715. But I understood that you did allow that person to be placed on the roster?—No.

33,716. In the first place, do you look into any matters connected with health or character or handwriting of a candidate before you allow that candidate's name to get upon the roster?—Yes, even before they are on the list for examination.

33,717. Then having a certain number on the list for examination, you put them through a further sifting before you permit them to present themselves for examination?—Yes.

33,718. And you eliminate those who seem to you to be ineligible?—Quite so.

33,719. On what grounds do you eliminate them?—On their papers. For instance, if we find that half a dozen words are incorrectly spelt we should consider that applicant ineligible.

33,720. When it comes to the examination what happens?—We have 20 or 30 in a room and papers are read to them. For instance, an article in the *Times* will be read, and that will be a test of their handwriting and also of their spelling. Sometimes we give them a quotation of rather technical words as a test, and we give them sums in arithmetic.

33,721. That is done by your officials, not in the presence of the Board?—That is so.

33,722. The result of that examination is reported to the Board?—Yes.

33,723. And the Board select the requisite number?—They select those who are recommended by the chief official.

33,724. Are they then appointed?—They go before the doctor, and if they pass the medical examination they are appointed in rotation.

33,725. Before an appointment, does the Board interview them?—No; I interview them, or one of the secretaries.

33,726. If at the interview the candidate does not seem to you to be a suitable person, do you reject him?—Yes.

33,727. You have that power even after examination?—Yes, because we do not reject, except the clearly ineligible candidates until after the examination; and very often they have to be rejected simply on the matter of spelling.

33,728. I can understand the rejections on examination, but say 20 candidates present themselves for examination and 10 are rejected on the result of the examination, and 10 remain over as having passed the examination, those 10 are then interviewed by you?—Yes.

33,729. The result of that interview may be the rejection of any one, or two, or more, amongst them?—Yes.

33,730. It is only those who are interviewed at this personal inspection that are ultimately employed by the company?—That is so.

33,731. Then when they are employed, to what grade in your service are they appointed. Will you give the organisation of the staff in the various classes?—In regard to the salaries for ordinary clerkships in the head office of the company—we have a large number of branches in London and in the provinces—the commencing salary is 60*l.* per annum, with an annual increment of 10*l.* until the salary reaches 250*l.*; then the increase of 10*l.* is biennial until the salary reaches 300*l.* for an ordinary clerkship.

33,732. The salary begins at 60*l.*, and goes up to 250*l.* by increments of 10*l.* per annum. Then is there an efficiency bar at 250*l.*?—There used to be, but there is not now.

33,733. Then a clerk goes, if you retain his services, in the ordinary course from 60*l.* by increments of 10*l.* up to 300*l.*?—Yes. Young men having a knowledge of languages such as French, German and Spanish, or possessing actuarial qualifications, start at a much

11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

higher salary; and in the case of university men the age of entry is extended to 22 or 23, and the commencing salary is usually fixed on the assumption that they enter the service at the age of 18, and that just covers the five years.

33,734. So they enter your service at the salary they would have attained if they had entered it at 18?—Yes.

33,735. You seem to have three classes—First, the class who enter by this ordinary examination you have mentioned?—Yes.

33,736. Secondly, clerks having a knowledge of languages?—Yes.

33,737. And thirdly, clerks with university training and having an actuarial knowledge?—Yes.

33,738. How do you get these other men?—They apply to us.

33,739. Do you put them through an examination also?—No.

33,740. Do you interview them?—We interview them, and then we put some questions to them in the higher branches of mathematics, but we have wranglers in the office, and we take it for granted they are sufficiently well educated.

33,741. Then you admit several classes of clerks to your office?—Yes.

33,742. But you institute an examination only in regard to those who begin at the pay of 60*l.* a year?—That is it.

33,743. In the case of the university man who is a wrangler and thereby satisfies you that he possesses mathematical qualifications, you take his university record?—We do.

33,744. The man who knows languages and is of use to you in that way you take on your own personal assurance that he does possess that knowledge?—Yes; but we test him. We must be satisfied that he is fairly well versed in the language.

33,745. But it is not a competitive examination?—No, it is not competitive. Public school boys have to undergo the examination.

33,746. They come in in the first grade?—Yes.

33,747. Take the case of a boy who knows modern languages; he goes before one of your staff who is a good linguist, who talks to him and sees that he possesses a knowledge of French or German or whatever it may be?—Yes.

33,748. Say that three or four of those boys came up at the same time, is the examination or interview that takes place, with the object of ascertaining whether the boys know French or German, or whatever the language may be, anything of a competitive nature?—No, as a matter of fact it is very difficult to get those men.

33,749. But still, if you have only one or two vacancies and four or five boys appear, you only select two?—In the matter of languages we have to seek them; they do not come to us.

33,750. How do you seek them. Do you put an advertisement in the paper for them?—No, but we apply to the foreign banks, and we also write to our agents abroad.

33,751. You do not communicate with the universities or any of the public schools?—No, because they would not have the necessary knowledge at public schools.

33,752. (*Mr. Boutwood.*) It seems that all these men, although they enter in different ways, fall into their respective places in one grade, in one body, when they come in?—No.

33,753. (*Chairman.*) No, you say the university man who comes in will probably enter at the age of 23, but he will be rated, so far as salary goes, as if he had entered at 18?—Yes.

33,754. (*Mr. Boutwood.*) But it is one body of clerks recruited in two or three different ways, and each man comes in as though he entered or had entered at the bottom?—Yes. The ordinary clerk must undergo all these examinations, and a clerk for the foreign department must know certain languages. A clerk coming from a university does not undergo any examination except the ordinary test in languages or mathematics.

33,755. (*Chairman.*) The boy of 17 will enter and get 60*l.* a year?—Yes.

33,756. That boy remains, say, six years in your service, and then he will have reached 120*l.* a year by 10*l.* increment annually?—Yes.

33,757. The candidate from the university—the wrangler let me say—enters, and his age is 23, and he will, on entry, draw 60*l.*, plus five times 10*l.*?—Yes, 110*l.*; and the foreign language clerk we should start at 200*l.* or 250*l.*, or perhaps even 300*l.*

33,758. You get him as cheap as you can, or have you a scale for him?—We have no scale. Those appointments, of course, are very few in number.

33,759. Once in the Service, as you said, the clerk who enters at 17 begins at 60*l.*, and goes on by increments of 10*l.* until he reaches 250*l.*, and then by biennial increments of 10*l.* to 300*l.*?—Yes.

33,760. He does not get beyond 300*l.*?—Not if he is only an ordinary clerk; but that salary does not apply to managers, actuaries, secretaries, heads of departments, surveyors, and so on.

33,761. Those are all special staff appointments?—Yes, and the salaries run to very high figures.

33,762. But the ordinary clerk has to be contented with the maximum of 300*l.*?—Yes.

33,763. Will the salary of the actuary whom you get in from the university go on in the same way as that of the ordinary clerk?—No.

33,764. You get him in at 110*l.*?—Yes, and if very efficient he would probably get 20*l.*, 30*l.*, 40*l.*, or even 50*l.* added in a couple of years, and then perhaps go on with additions of 20*l.* a year, and so on, until the salary reaches say 500*l.* As a rule we do not keep the actuarial clerks very long, because they are sought after, and go to other offices as actuaries at salaries of 1,500*l.*, 2,000*l.* or 2,500*l.* a year.

33,765. Am I right in thinking that the actuarial clerks are not on a scale; they come in at a certain point but they are not on a scale, and their pay is personal pay fixed with regard to their capacity?—Yes, they come in subject to the scale, and then we depart from the scale in their cases according to their efficiency, and the directors deal with that specially every year.

33,766. Will you proceed with your statement as to your staff?—With regard to the chief officials, I take it you do not want any information as to the salaries of managers, actuaries, secretaries, and so on: they run to very high figures.

33,767. But their salaries do not run according to scale?—No.

33,768. It is the personal value of the man?—Yes.

33,769. In the case of an appointment which may be held by one man to-day, say, at 1,500*l.* if he moves on the next man may come in at 1,000*l.*?—Yes.

33,770. We should learn nothing by getting these figures from you?—No. As to the third question upon which you desire information I do not think that the scale of salaries has been materially modified by public companies in the City to correspond with the recent increase in the cost of living.

33,771. In other words, has the cost of living in any way regulated or affected salaries?—The directors are talking about it, but nothing has been done except that everything has been interpreted in the most liberal manner, and liberal benefits are given to encourage life assurance amongst the officials, and systems of superannuation have become quite general amongst insurance companies and banks.

33,772. Is that system of superannuation a contributory system as a rule?—No. I have a copy of the Alliance system which I can hand in. But the question of the increased cost of living, I think, is bound to be taken up soon.

33,773. Do you think the increased cost of living has very much effect upon the higher salaries such as 1,500*l.*, and so on?—No, it only affects the lower grades.

33,774. Do you wish to answer the next question—No. 4?—Yes. I have little experience of the business methods employed by Government departments; in fact, I have none except in connection with the Inland Revenue Office and the Office of the Board of Trade; and I must say we have found that nothing can be much more satisfactory than the method in which they deal with business. They are very prompt and most

11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

courteous. Those are the only two departments I have any experience of.

33,775. One could not bestow much higher praise on a public department than promptitude and courtesy in dispatch of business. Have you as a rule been satisfied with the results of your communications with them?—Yes, they have been most satisfactory.

33,776. You think they have done justice and dealt with matters on their merits?—Yes.

33,777. So that, so far as you know, the public are satisfied with the methods of conducting business in public offices?—They ought to be, if other departments are conducted in the same way. An impression prevails that unnecessary delay exists in the transaction of business in some departments, but whether this impression is well founded or not, of course, I am unable to say.

33,778. You say an impression does prevail that there has been delay?—Yes, it does prevail, there is no doubt.

33,779. But as far as your experience goes the impression is not justified?—No. I would add that business arrangements in offices require periodical overhauling and re-adjustment, but I am of opinion that no one who has not a fairly intimate knowledge of the working of a public department is in a position to offer useful criticism of the business methods employed therein. If it were possible to secure the services of a retired civil servant who, while in office, was distinguished for administrative ability, and is still capable of undertaking work of a special character for an examination of the working of the several departments, valuable suggestions leading to the efficiency of administration, and possibly to economy, might be obtained. From my experience in connection with a large office, of which I have been manager for 47 years, I think it would be impossible for an outsider to come in and to make suggestions that would be of substantial service. But if you had a retired officer who was a good administrator in his day—

33,780. Or still better, if you had an officer in the prime of life?—But the difficulty is for a man in office to make special suggestions for the improvement of a department; he would do that in the ordinary way.

33,781. If that was his business?—Yes.

33,782. If you had an officer in the prime of life—the best officer you could get hold of—and said to him, “You know the working of this and other departments; we wish to place you in a position of independence and responsibility for the purpose of ascertaining how the work is done in the department, and recommending to the head of the department such changes as you propose,” it would meet your wishes even better than the employment of a retired man?—Undoubtedly, but the difficulty would be to find a permanent appointment for that man.

33,783. The very business you mention—that of investigating from time to time how each department is doing its work, and seeing that the rules of business are observed, would give more than ample employment for such an officer?—Yes.

33,784. The work might even be adequate for a Board, if a Board were created?—Yes, I think it might be of service if, in connection with a man of that kind, you had a man who was accustomed to a large mercantile concern—say an insurance office or a bank—to assist him in going through one department only; he might throw out some suggestions which might be valuable. But for the important work you must have a man who has gone through the office.

33,785. But it would be essential that all such work should be carried out in harmony and consultation with the heads of the various departments?—Yes.

33,786. While the authority you have in mind should have an independent position, he should be bound to consult with all departments and to call the attention of the heads to his suggestions?—Certainly.

33,787. And if his recommendations were unreasonably disregarded, ought he to have the power of bringing them to the notice of the minister in charge of the department?—Certainly.

33,788. Such an arrangement as that you think would be useful?—Yes, very useful indeed, I think.

33,789. With regard to the employment of women, can you give us any information?—We do not employ women clerks at the head office of the Alliance. At some of the branches, however, women are employed, not only as stenographers and typists, but as ordinary clerks, with very satisfactory results.

33,790. Do they work side by side with the men?—No, not side by side. I understand that in small establishments in London men and women clerks work together in the same room, but in large establishments such as banks and insurance offices it has been found advisable to provide separate rooms for them.

33,791. Has that been found necessary in practice as the result of actual experience?—All I can gather is that it has been found convenient. In the United States, of course, men and women are freely employed in the same rooms and at the same desks; but in the United States boys and girls are accustomed to work together at school, so there is no novelty about it there. I must say that they do their work very intelligently.

33,792. What sort of work are you referring to?—Even actuarial work they do; that is to say, just the additions and subtractions and so on; and they are very good book-keepers.

33,793. Have you had any experience of women in drafting important letters or writing important minutes?—No, but the art of writing letters seems to be going out of fashion altogether now. What with the labour-saving machines and so on, it is a matter which is causing us great anxiety, because we find, if a junior clerk has anything to do, instead of sitting down and drafting a letter, he runs to the typist and tells him to say so-and-so; and even ordinary memoranda are dictated.

33,794. He merely tells the typist “I want to have such and such a thing done,” and leaves the rest to the typist?—No, he generally states what is required. Although we have added at our office 20 typists to our staff we have not been able to effect any economy. We require the same number of clerks notwithstanding this assistance. Of course, it is very convenient to have letters typewritten and so on, but it does not give the young men a chance of practising letter writing.

33,795. You could not adhere to the old practice, I suppose?—No, it is very difficult in these days. I have been very much opposed to the extension of this system of typewriting, but we have had to give way.

33,796. It facilitates the transaction of business?—It does.

33,797. But, as you say, in a slipshod manner as far as composition goes?—Yes.

33,798. But the essential business is carried through?—It is, and quickly.

33,799. What is your opinion with regard to recruiting the university-trained honours men for your office?—My experience is that the young men who prove most efficient in dealing with office work are, as a rule, those who have done best in the entrance examination, and that those who have received the highest education are best equipped for the performance of the difficult and responsible duties of the business of administration. We find at our office—and I think it is pretty general—that the boys from the provinces do better in offices than the London boys.

33,800. Are the boys from the provinces better educated than the London boys?—No, I do not think they are; but I think they come up with the determination to do well. With them there is a certain amount of ambition which is absent in the case of a London boy. Then they have not the same social attractions as the London boy. They go to King's College to evening lectures and classes and so on, and it is seldom that a London boy will do that.

33,801. Have you a considerable proportion of your staff consisting of boys who came up from the provinces?—Yes.

33,802. Then, they have to look out for themselves?—They have.

33,803. Do you find then that 60*l.* a year is sufficient for these boys to begin with?—We do not bring them straight to the head office, they go to one of our branches first. We try to send the country boys first of all to the



11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

country branches, and then the best of them come up to London, and at a higher salary than 60*l*.

33,804. Your conclusion is that, while the ordinary routine office work is well done by the boys who enter by this examination and begin at 60*l*. a year, the higher and more difficult work of administration is better done by the better educated?—I think there is no doubt about that.

33,805. Is the practice increasing of employing university graduates in your higher work?—For actuarial work there is no difficulty, and for the foreign office there is no difficulty; but with regard to the ordinary work, it is difficult to get a highly educated man to go through the details and drudgery, which is very, very great. Promotion in the office takes place after examination for the Institute of Actuaries or the Insurance Institute. If it would be of any service to the Commission, I could hand in a memorandum of the subjects which they have to pass for the Institute of Actuaries and also for the Chartered Institute. (*The witness handed in a memorandum.*) Another thing I have found very useful in office administration has been to prepare a list of all subjects which should come up for periodical consideration; that is, weekly consideration, showing the position of the whole of the work in every department. This is a return that we require to have prepared for each department showing what is the condition of the work in connection with pretty well every book in the office. Then we have another column showing up to what date all necessary examinations have taken place. This is then brought to the head of the department once a week, and the chief sees exactly what is the condition of the office work in connection with everything.

33,806. That shows that you have a complete grip of your office?—Yes, quite. (*Handing in the form.*)

33,807. (*Mrs. Deane Streetfeild.*) At what age do the women in the branch offices come in?—We have no fixed age, but they come in quite young.

33,808. How do they come in—by nomination?—No, they apply and undergo the examination just like the male clerks.

33,809. The same examination as the men?—No, not quite the same.

33,810. What is their examination?—Simple arithmetic and writing.

33,811. And typing?—Yes.

33,812. And shorthand?—Yes.

33,813. What is their salary when they first come in?—We have no fixed salary for them, but I think they would get, on an average, about 100*l*. a year—not at entrance; the entrance salary would be about 1*l*. a week, I should think.

33,814. What is the highest salary paid to a woman?—200*l*. a year.

33,815. What are her duties?—To superintend a number of young women who are engaged in simple book-keeping.

33,816. What are their hours?—The hours generally are from 10 to 5.

33,817. Have you ever thought of employing women interchangeably with any branch of men and doing the same work?—We have under consideration now at the head office whether we shall do away with the men typists and shorthand writers and supply their places by the appointment of ladies. The difficulty, of course, is to find proper accommodation for them.

33,818. If you do that, what would be the reason for substituting women for men?—Our experience of typists is not altogether satisfactory.

33,819. You hope you will get a better class of woman?—Yes; I think so.

33,820. (*Mr. Philip Snowden.*) You are speaking of the men when you say the "typists" are not satisfactory?—Yes.

33,821. (*Mrs. Deane Streetfeild.*) You mean not satisfactory under the present system?—Yes.

33,822. What grounds have you for saying that men and women could not conveniently work in one room together in banks and insurance offices?—As I said, we have really no experience of that, except at one of our branches, and there they are kept distinct; whether it is necessary or not I do not know. But it has been found, I believe, at some of the banks and at

some of the insurance offices that they have to be kept separate.

33,823. Do you have any medical examination for your women before they come in?—Yes.

33,824. (*Miss Haldane.*) Carrying on what you have just been asked, have you any figures about the health of the women you employ?—No, but it is satisfactory. No complaints have been made from the branches that employ women.

33,825. So you believe their health to be good?—Yes. They want more holidays, I understand.

33,826. I was very much interested in what you said about a supervising board in the Civil Service. What do you think would be the functions of such officers. Supposing they were appointed, would they be merely advisory, or do you suggest they should also be executive?—I do not think you would get quite the same work from an executive officer. Do I understand that you refer to an officer superintending or making recommendations in connection with his own department?

33,827. No. I thought you suggested that a retired Civil servant, and also perhaps a man in active business, should be appointed to supervise the offices. I should like to know further what you think about that scheme?—I think he ought to be absolutely independent of the departments, but whether he could be made a permanent executive officer or not I cannot say.

33,828. You think the utility of such a body (supposing there were two or three officers) would depend on their having certain executive powers, and on their being more than an advisory committee or a board?—I think it ought to be advisory.

33,829. What sort of subjects would it deal with. Would it have to do with pointing out that the functions of the various officers were not quite what they ought to be and so on?—My idea would be, taking one department, that he should, first of all, have a list of all the officials in the department, know their salaries and their length of service; that he should have before him a list of all the books used in that department; that he should see that the clerks arrive at the proper time and do not leave before the proper time in the afternoon, and so on; and see that everybody is fully supplied with work. I am looking to the idea that the officers of the Civil Service are not overworked at any rate, to say the least of it.

33,830. (*Chairman.*) You would like in that case to have a body of inquisitors over all departments. It is the business of the head of the department to see to all that in our system at present; but what I understood you to suggest is a body who would be independent of any department, and yet have access to every department?—That is it.

33,831. A body who would see whether promotion went properly on in each department; whether a man's business aptitude and cleverness was brought to the notice of the head of a department; whether the work was properly distributed; whether the distinction between one class of work and another was properly regarded in the department. You would have periodical scrutinies made with the object of bringing all that out, and the result brought to the notice of the head of the department who should take action upon it, or show reasons for not doing so. These reasons might be laid before the Minister responsible for the department, and in that way the question might come to the notice of Parliament, and papers be called for. That was what you meant, was it not?—Yes, but I think he should go beyond that. He ought to be satisfied that the work was done in the most efficient way.

33,832. That is the business of the head of the department; he ought to do that now?—The difficulty is to get the head of a department to move in a matter of this kind.

33,833. What you want is some engine or means for making him move, for bringing the necessity of motion to his knowledge?—Yes, an independent examination of a department, and to some extent an independent supervision of a department.

33,834. That goes further than you would find would fit in with the Government system at present?—Yes.



11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

33,835. I suppose you admit that the head of a department must be the responsible head; he is now responsible for it?—Yes.

33,836. And if you weaken the responsibility of the head of the department you weaken the responsibility of the Minister of the State. That responsibility you must preserve intact?—Quite so; but this official or board would be only advisory.

33,837. Only advisory to the head of the department, but also with sufficient power and sufficient independence to make the advice effectual, in so far that, if action is not taken on it, the matter may be brought to the Minister's notice?—Yes.

33,838. Then our understanding is mutual?—I think so.

33,839. (*Miss Haldane.*) Your idea is the same as the Chairman's?—Yes it is.

33,840. You mean the body would consult with the head of the department, and take a survey of the working of the office, and then advise the head of the department. Is that the idea?—Will that be sufficient? Supposing the head of the department were opposed to reform if reform were necessary. This official ought to be in a position to examine everything connected with the department and to make a report to the authority, whoever the authority may be, because you must anticipate difficulties, if not opposition, on the part of the heads of some departments.

33,841. (*Chairman.*) But you must remember that under our system the head of the department is the officer responsible to the Minister for the department—the Home Secretary, the Foreign Secretary, and so on, as the case may be—so that when you bring a fact to the notice of the head of the department and he does not take action upon it, nothing remains except to bring it to the notice of the Minister, that is, to the Government. It might then become a question for the House of Commons to deal with. But you cannot destroy the power of the head of the department without touching ministerial responsibility; you must maintain that power, only you may keep the departmental head up to his work?—The head of the department I had in view was rather the head of the executive—the permanent official in the office.

33,842. But he is really the right-hand man of the Minister. When you get to the head of the department you get very close to the Minister?—That is true.

33,843. (*Miss Haldane.*) Would you allow individual Civil servants to appeal to this Board (let us call it) with any complaints which they may wish to make?—I do not think that ought to be allowed.

33,844. Have you in your office anything corresponding to that? Is any survey made of your office from time to time?—We are in this position: The business is cut up into departments; we have a head of each department; we have two examining clerks for each department; then we have high officials whose duty it is to see that all instructions are carried out. I may say with regard to our office that we have the duties of all the clerks from the junior to the senior set forth in a book. We explain in that book the object of pretty well every paper and every book that we have in the office, and the duties of each clerk are duly set forth in connection with every department of the business.

33,845. Who composed this book?—I composed it. It took me about 30 years to prepare it. So that a clerk with us can, if he likes to take the trouble, know his business in a few months, and if he goes from one office to another there he would find the work conducted on identical lines. If it would be of any interest to you I shall be glad to send you a copy.

33,846. I should be much interested in seeing it. How are alterations made in the functions of clerks? For instance, when you thought of introducing women into your service, how was that effected?—First of all I should have to prepare a memorandum for the directors pointing out the disadvantages of the present system and what were conceived to be the advantages of a change, and then the directors would decide.

33,847. And then the book would be altered to coincide with the opinion of the directors?—Yes. We find an absence of enterprise and ambition on the part of young men. It is astounding that when a young man

can see that instead of receiving a salary of 300*l.* he may go up to 2,000*l.*, 3,000*l.*, 4,000*l.*, or 5,000*l.* a year, he has not the ambition or enterprise to aim at that. It is extraordinary.

33,848. Do you think that if you had a more highly educated class of young men that would be different?—I must say that those who have been best educated turn out the best clerks.

33,849. They have more ambition and initiative?—No, I do not say that; but they are better qualified if they will work, and their work, of course, is very much better; and in negotiations they are very superior.

33,850. Therefore, on the whole, you would advocate boys coming in at a somewhat high educational standard?—Yes.

33,851. (*Mr. Philip Snowden.*) I have had an opportunity of looking through the examination paper you have been good enough to hand in. The questions that are put are not of a very difficult character?—Not at all.

33,852. It is a very surprising thing to hear you say that 70 per cent. of the candidates fail to pass the examination. Is that to some extent accounted for by the very high percentage of marks that you insist upon for qualification?—No, I do not think so.

33,853. Then the only other conclusion to which one is driven is that the candidates must have a very inferior education?—There is no doubt that the education is inferior. If I may go back to 20 or 30 years ago, it was seldom that we had to reject an applicant then on account of spelling. Now we have, as you see, to reject 70 per cent. of the applicants mainly on the question of spelling. Some two years ago I brought the matter before Mr. Asquith, and Mr. Asquith, having looked at the paper, said: "It is very disquieting to see the result of these examinations." We used to look upon Scotland as producing rather well qualified clerks, and they used to begin office work very young. Now the results of the examinations are no better there than they are in other parts of the country.

33,854. Your examination, as you are aware, is very much inferior as an educational test to that for the lower division clerkships of the Civil Service, or even for the boy clerks?—That appears to be so.

33,855. And the percentage of failures to qualify for the Civil Service is very much lower than yours?—Is it?

33,856. Would you assume from that that the quality of candidate you get is very much inferior to the quality of the candidate who goes in for the Civil Service examination for the lower division and the boy clerkships?—I do not know. It is possible; but if you take the boy clerks in the Civil Service a very large number have come to us, and it is seldom we have been able to pass one.

33,857. That is a most extraordinary statement?—It is.

33,858. I suppose you mean they come to you at the end of their period of work as boy clerks?—Yes, and largely from the Post Office.

33,859. I am afraid they are not what we understand as "boy clerks." Perhaps they have been boy messengers?—No, boy clerks, who have to leave at about 19—a large number of them we have had.

33,860. That is a most extraordinary statement, because you have a list of words for spelling, and though it is a long time since I left school, I think I could spell all those words correctly. The test in spelling that is given to a boy clerk in the Civil Service examination is quite as severe as that which you have here, and the fact that a boy successfully passed the boy clerks' examination proves that he was able to do it?—Yes.

33,861. Could you say if failure to spell one of those words correctly would disqualify your candidates?—No. Something would depend upon the nature of the word. For instance, if you take the word "accommodation," we do not expect anybody to be able to spell "accommodation," so that we rule that out as a trivial mistake. Another word we find very few boys can spell is "inflammation;" few will put in two m's.

33,862. Do the boys that you get at the age of 17 or 18 come straight from school to you as a rule?—As a rule, yes.

11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

33,863. And yet 70 per cent. of them are unable to qualify in a simple examination like that?—Yes.

33,864. That is the most striking condemnation of the results of our educational system that ever I have met with, and it appears to be in such striking contrast to the results of the tests that are applied by the Civil Service Commissioners. You have no explanation, perhaps, to offer why the boy should fail to pass your simple test and yet succeed in passing the Civil Service examination?—I cannot understand it.

33,865. Do you know if any of your candidates go to any of these cramming establishments in preparation for your examination?—I should not think so.

33,866. Having got your boys, what kind of work do you put them on when they come into the office first?—They begin with the indexing of letters, docketing letters, and then they proceed to the copying of returns that cannot be dealt with on a machine. Then by degrees the work is of a technical character, and then book-keeping, and so on.

33,867. What length of service would a clerk have who would be doing, say, the writing out of your policies or sending out notifications of premiums due?—In writing policies we generally employ outside clerks—law stationers' clerks—and pay them so much a policy, because we may have one day 5,000 policies to write, and the next day only 50 perhaps, and the law stationer lets us have all the clerks we require to dispose of those in a day. It is not regular work, and we do not employ the ordinary clerks on that work.

33,868. A good deal of your work must be rather of a simple character, I assume—mere registration?—There is a great deal of registration.

33,869. You employ the junior clerks upon that?—Yes. A fire policy may contain 100 items, beginning with the mansion, and so on. All these items have to be posted in certain books, and it requires very great care to see that they are properly posted. We employ the senior clerk for that.

33,870. The work of the clerk becomes, I will not say more difficult, but a little more responsible with each succeeding year of his service?—Yes, it ought to.

33,871. With regard to those men who enter not by the ordinary examination but by giving proof of the possession of exceptional qualifications, take your university man who enters at 23; what kind of work would he be put to first?—We should require him to go through the junior work for a few months. Then it depends entirely upon what kind of work he would like to take up. If he took up the work of survey we should send him to a branch to be specially trained for that, and then bring him back to the head office after an interval of, say, one or two years.

33,872. That is surveying property in regard to which you have had an application for a fire insurance policy?—Yes.

33,873. That is not work done by trained surveyors?—No, only by our own surveyors. We have a staff who are trained.

33,874. But I understood you to say you might put a university man on to that work?—Yes, for his training at a branch, and after a year at a branch we would bring him to the head office and put him on the surveying staff.

33,875. When I spoke of "trained surveyors" I meant professional surveyors?—We do not employ professional surveyors.

33,876. Are the chances of a boy who enters at 17 and who proves to be competent and ambitious quite as good for promotion as those of a man who enters by your university scheme?—No, not so good.

33,877. Not even if the two men show equal capacity?—That is a very difficult question to answer.

33,878. (Chairman.) I thought you told me that the boy entering in the ordinary way had a run up to 250l., and then to 300l., by a clear run?—Yes.

33,879. (Mr. Philip Snowden.) You said in reply to Miss Haldane that you regretted the want of ambition on the part of young men where there were posts of 2,000l., or 3,000l. or 4,000l. a year open to them, and they seemed to be content with the ease of a berth of 200l. or 300l. a year?—That is so.

33,880. Are those men who by the ordinary increments go to 250l. or 300l. eligible for promotion to these much better paid posts?—Certainly.

33,881. How long have you recruited university men?—We have not made many appointments, and they have all been on the actuarial staff.

33,882. Your higher posts are now filled by men who entered as ordinary clerks originally?—Yes, we make no difference in that respect between the clerk who has received an ordinary education and the clerk who has received a superior education. But when you come to fill an important post you do involuntarily take into account that a clerk who has had a university education, for instance, ought to have the preference, all other things being equal.

33,883. But you said just now that the number of your university men in proportion to your non-university men is very small?—Very small, indeed.

33,884. Therefore, as a matter of fact, your higher posts hitherto must have been very largely filled by what you called the ordinary clerk?—That is so.

33,885. And you have found them satisfactory?—I cannot say we have always found them satisfactory.

33,886. Not always, but generally?—Yes, the men we promoted have turned out on the whole satisfactorily.

33,887. Could you tell us roughly in figures how many university men you have in the service of your company?—At the present time we have only three.

33,888. Were they all wranglers?—Two were wranglers.

33,889. I understood you to say that you have appointed these three university men to actuarial positions?—Yes.

33,890. But are what you might call their academical university mathematical qualifications such as would enable them to undertake technical actuarial work?—Yes, in a very short time.

33,891. Have you any system by which you encourage your clerks to improve their education and to get additional requirements, attainments, and equipment?—Yes. I put in a statement of the examinations—a kind of syllabus—of the Insurance Institute, which is now a chartered company, and prizes are given for the best essays upon subjects relating to insurance, and we at the Alliance have always recognised the successful candidates by a considerable increase in their salaries.

33,892. Do you find that acts as an incentive?—It did for a year or two, but it has slackened now. It is very disappointing.

33,893. May I ask would you consider your salaries, taking the scale for the ordinary clerks, to be equal to or above the average paid for similar work in similar commercial concerns?—Above the average.

33,894. Do you think the effect that you pay above the average enables you to get a sort of pick of the men?—No.

33,895. You do not think there is economy in it in that respect?—I do not think so.

33,896. What holidays do you give your staff?—The heads of departments get one month and in some cases six weeks. The ordinary clerk can have a month in the course of the year, either in two halves or altogether, and we generally find that they prefer to take a fortnight early in the year and a fortnight late in the year.

33,897. About your suggested general organiser of the public service. I suppose you consider that one of his principal functions should be to see whether the kind of work that a clerk or an official is doing is too highly remunerated or not sufficiently remunerated, or whether the man is qualified to do work of a superior character to that upon which he is engaged?—No, I had not that in view.

33,898. Do not you think that might be very useful work for an independent official?—I should have thought the chief permanent official would be the best judge of that.

33,899. One would think that ought to be the case, but is not there a tendency on the part of every permanent official to magnify the importance of his own department?—Yes.

11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

33,900. And one of the ways in which he can magnify it is by having a large number of well-paid subordinates?—This extra official would test all that.

33,901. That is just my point?—To see whether there is any ground for it. I do not think for a re-organisation of a department you can always depend upon the head of the department.

33,902. Supposing we had in a certain Government department a staff of 150 clerks and officials of all grades, and out of that 150, say, 30 were receiving salaries of over 500*l.* a year—one of the things which you would want this general organiser to do would be to see whether the proportion of highly paid posts in that department was what it ought to be in relation to the whole number of officials?—Yes.

33,903. (*Chairman.*) Would you have this organiser—I take the word but I do not accept it as carrying out the idea I had formed—would you have this authority exercising his own discrimination and his own judgment as to what pay should be given or what not given; or would you, as an alternative, have him make inquiries whether the scale of pay laid down by the Government was departed from or not, or whether the class of work ordered by the Government to be performed by a particular class of public servant was being adhered to or not. Would it not rather be the business of this officer—this authority—to see whether rules were being carried out, whether men were being given proper chances of doing good work and so on, and whether proper notice was taken of them; or would you have him as a dictator stating, “This should be the thing to be done in this office, and that to be avoided”?—I do not think he ought to be dictator. He ought rather to investigate everything connected with the department and report to some recognised authority. He would report whether the department was over officered or under officered and in what respect.

33,904. In a word he would report whether the office is being efficiently and economically administered?—Yes, efficiently administered.

33,905. It is not economically administered if it is not efficiently administered?—Exactly. I have had to go through a good deal of this kind of work in my time. First of all, I made a recommendation that, in order to bring about desirable changes, we should retire officers who seemed to be of very little advantage to the company. But I soon found that was a most extravagant system to adopt. We have adopted the alternative of not filling up vacancies, and it is wonderful how soon an unnecessary number of clerks is reduced.

33,906. (*Mr. Boutwood.*) Do you mean that men resign?—No, we wait until a man retires under the superannuation scheme or otherwise.

33,907. Have you any boys in the service of your company of 15 or 16 years of age?—No.

33,908. (*Sir Kenneth Muir-Mackenzie.*) You said that your experience of the Inland Revenue and the Board of Trade was that things were done with promptitude and courtesy?—That is my own experience, yes.

33,909. But later on I think you put it in a negative form that you did not think the public offices were overworked. Did you mean that you had an opinion of your own, or do you think there is a general impression that the public departments are generally characterised by a sort of slack time?—Yes I refer to that as a general impression.

33,910. Have you ever taken occasion to verify it or to think over it?—No, it is simply an impression which exists.

33,911. That, of course, might be consistent with promptitude and courtesy. If one had only one thing to do one might do it with courtesy and even with promptitude. Your experience is consistent with what you say you think is the general impression with regard to the public offices?—I simply mention it as an impression formed from what one has heard—that they have too many holidays, are late in arriving at the office, and get away early, and all that sort of thing; but there may be no ground for it.

33,912. You have no opinion formed upon information or investigation?—No.

33,913. But you think there is a general feeling of that sort?—I think that will be found to be so.

33,914. You cannot assist us in an investigation into that very important subject?—No.

33,915. There is nothing of that sort in your own insurance office. The men are fully occupied?—Fully occupied.

33,916. And for an adequate time?—Yes.

33,917. And that ought to be the case, of course, in any well-ordered institution?—Yes; and the supervision with us is very efficient. But, of course, there may be no ground whatever for the impression referred to.

33,918. There has been nothing happening in your experience, at any rate, to make you give that as a piece of information of your own?—No; on the contrary my experience, as I said before, of those two departments is that everything has been done promptly and always very courteously.

33,919. There was somebody always there, at any rate, at any time you went there, able to do your work?—Yes, always, and never any delay.

33,920. (*Mr. Matheson.*) Have you any information as to the schools from which your boys come?—Yes.

33,921. Do they come from a great variety of schools?—A variety of schools. I do not know whether I ought to say so, but the boys who have turned out best with us have come from Rugby, Charterhouse, and Christ's Hospital.

33,922. Am I right in thinking that most of the highly-paid posts in your head office are held by people with technical qualifications?—Yes, the whole of them in fact. It requires a very long training.

33,923. What I meant was, are most of the more highly-paid posts posts which require actuarial knowledge?—That is limited to what is called the Life Department. The actuary, of course, is a well-paid official, and the assistant actuary and the actuarial clerks also are well paid.

33,924. Are people like the heads of departments appointed from the general body of clerks?—Yes.

33,925. What would be the means of their selection for these higher posts?—The directors have to depend on my report with regard to this.

33,926. It would be on your report?—Yes.

33,927. And you would have reports on their work from subordinates?—Yes; and I make a point, which is very useful, of bringing the heads of departments as much as possible before the directors. I make some excuse to bring them into the Board room so that the directors may see them. I explained to them the object of it, and I have found that to be very useful.

33,928. (*Sir Kenneth Muir-Mackenzie.*) Do you require to have lawyers amongst your staff?—We have a barrister on our staff, but most of our legal work is done outside by our solicitors.

33,929. (*Mr. Shipley.*) I am not quite sure that I know how big your central office is. How many clerks have you?—About 300.

33,930. What are the hours?—10 a.m. to 4 p.m., but that means really, 10 a.m. to 5 p.m.

33,931. They have an hour off for lunch?—No, half an hour.

33,932. Could you tell me whether the boys who enter at the lower limit of age, 17, or the boys who enter at 21, as a class, get on better?—I think those who come in at 18 or 19; 21 is rather late.

33,933. Those about the middle of that range of age do better than those who come in later?—I think they do. Those who come in later, perhaps, have had something else in view, and are disappointed or something of that kind.

33,934. You are the only witness we have had who has been able to tell us anything about the way in which Government offices are conducted, and you think favourably of them. You do not think there are too many letters written?—I can form no opinion with regard to that.

33,935. You have a good many offices abroad or in the Colonies?—Yes.

33,936. Could you at all compare the conduct of public business in this country with that in either a foreign country or a colony?—No. I only speak of insurance, and I think that the insurance business of this country is better conducted than that of any other country in the world. It was my business some

11 April 1913.]

Mr. ROBERT LEWIS.

[Continued.]

two or three years ago to go to Germany to examine the systems there, and they are not to be compared with ours.

33,937. You could not compare one of the public offices here with a public office in Germany?—No, I have no experience of it at all; but I think that the English clerk is the best clerk in the world, and our system in England is very superior to that in Germany.

33,938. (*Sir Kenneth Muir-Mackenzie.*) You mean the people who do the work in institutions like insurance offices, banks and so forth?—Yes, the work is better done, more methodically done, and more intelligently.

33,939. (*Mr. Shipley.*) Could you compare it with the United States?—Yes, we are in advance of the United States in that respect.

33,940. They do not think so?—In fire and marine insurance, I think, they will admit it, if not in life assurance. In fire and marine insurance we are very superior.

33,941. (*Sir Kenneth Muir-Mackenzie.*) In the way the men work in the office?—Yes.

33,942. (*Mr. Shipley.*) And in the methods?—Yes, and in the methods. Women do a good deal of the office work in America.

33,943. (*Sir Kenneth Muir-Mackenzie.*) Have you actually got a branch office in America?—No, but I know the American business. I have examined it, and I know a great deal about it. We have simply correspondents there. We do not do fire insurance business in America.

(*Chairman.*) We are greatly obliged to you Mr. Lewis for the information you have given us.

## EIGHTY-THIRD DAY.

Thursday, 17th April 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman.*)

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR CECIL TYRRELL BECK, M.P.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT OLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (*Secretary.*)

Mr. E. MIDDLETON called and examined.

33,944. (*Chairman.*) The well-known firm of John Brown and Company have deputed you to give evidence before the Commission?—Yes.

33,945. We are much obliged to them for having sent you to give us the benefit of your evidence, which will no doubt be very valuable?—Thank you.

33,946. What position in the Company do you hold?—I am Secretary of the Company.

33,947. Perhaps I might tell you what our object is in asking you to come here to-day. We want to contrast the method of recruiting the staffs of great industrial enterprises, such as yours, with the methods which prevail in recruiting the staffs of Government offices, and we want also to contrast the scales of salary which great industrial undertakings pay, with our own scales of salary. If I put any questions to you which you do not desire to answer for any reasons, please be good enough to tell me so, because I do not intend to press any questions which you may not desire to answer?—Thank you.

33,948. In the first place, would you say how you recruit your staff; do you get them in as boys, or do you take them when they are more advanced in years?—Generally as boys, from 15 to 16 years of age.

33,949. I am only talking of the clerical staff?—Yes, only the clerical staff.

33,950. Do you fix the age with any regard to the ordinary school education throughout the country? We have been told that the school education throughout the country consists of the elementary or primary school, and then the secondary school, and that the primary school education generally closes at about 14 or 15 years of age?—That is so.

33,951. Do you fix your age of recruitment with any regard to the termination of the primary school course?—In the primary schools they have what they term their standards: there is the seventh standard, and after that they have what they call the ex-seventh standard, and then the eighth standard. A boy who has been in the

seventh, or ex-seventh, or eighth standard, would be equal to a boy in a secondary school in about the first or second form, and he would have sufficient proficiency in general knowledge, such as would be ordinarily required for a youth of that age, to qualify him to take on the first duties of his office career; that is to say, we should put him as an assistant to some senior clerk, it may be in the counting-house or the wages department, or in connection with the sales department. His first business would be to index the letter books.

33,952. Before we come to that I want to know for certain whether in fixing your age for recruitment you have regard to the primary school stage in the general education of the country?—Yes, that is so. We require certain attainments of education.

33,953. Are the boys whom you recruit nominated by any of your directors, or by any of your managers, or is it open to anybody to apply to you?—Generally it is entirely open; we have perhaps 5 per cent. of nominations from time to time. One of the managers or one of the directors may say, "I have a boy for whom I should like you to find a place; you keep him in mind when a vacancy occurs." Such a boy is put on the list.

33,954. Do you keep a waiting list?—Yes.

33,955. Do you make your appointments at any particular time in your office, or as vacancies occur?—Only as vacancies occur.

33,956. Do you allow vacancies to accumulate until you have, say, 10 or 20 vacancies?—No, we make an appointment as each vacancy comes.

33,957. And when a vacancy occurs, do you take the boy who is first on the roster?—A boy who is put on the list is generally sent for and is put through an elementary test course, such as he would be doing at school, just to satisfy ourselves that he is what he is said to be from the school report.

33,958. It is not a competitive test?—It is not competitive at all, except so far as this, that if we have

17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

three or four candidates just to fill one vacancy, then we naturally choose the best.

33,959. The examination, then, does assume a sort of competitive appearance?—To that extent.

33,960. Is it conducted by your own officials?—It is conducted by my assistant.

33,961. Is it conducted partially by means of written papers, or is it altogether an oral examination?—It is entirely a written examination, except that the boy is asked sundry questions on the paper, and also with respect to the work he has been doing at school.

33,962. At first when you send for a boy, do you send for him with the object of seeing what sort of boy he is, whether he is a clever and bright boy?—Yes. Of course, if the vacancy is such a one as requires the boy to attend on a director or to come in contact with the public and answer questions and to go on messages, then he must be a better-looking boy, a boy of better carriage than a boy whom we should put on work, who would never come to the front at all.

33,963. When you send for a boy, before his name is put on the list, do you exercise a discretion as to rejecting him?—Certainly.

33,964. But when once he is put on the list he has the way open to a competitive examination if there be more than one vacancy?—Yes.

33,965. And if there be only one vacancy and only one application, you would see whether he was fit to fill it?—Yes.

33,966. When he first comes into your service, when he would be about 15 or 16 years of age, what pay do you give him?—Six shillings a week.

33,967. You assume then that he is living with his parents?—Yes.

33,968. What happens if a boy comes from a distance?—We have at the present time about half-a-dozen boys who come from the surrounding district to the extent of say 10 miles; in that case we do not pay them any more; we pay them 6s., which will pay their railway fare, but we make no distinction between any boy in the town and a boy who comes from a distance.

33,969. It follows from that then that all your boys are taken from the town?—From the town of Sheffield or just in the neighbourhood.

33,970. How long does a boy remain on 6s. a week?—Only a very few months. Our time for advancing salaries is generally the 1st of January, and if a boy has been with us for six months at this time he is advanced 2s. and he will move up to 10s.; he gets 10s. at about the end of his seventeenth year of age, and from his seventeenth year up to being 20 he will rise by 2s. 6d., so that in his twentieth year, before he is 21, he gets 20s.

33,971. During that time he is employed on various kinds of work?—Yes.

33,972. Do you give him a round of employment to see the particular line he is best fitted for?—Generally, a boy will remain in the office he is first put into for about two years, and then at the end of that time if a vacancy occurs in any other office, which during that two years we think he is fitted for, we will move him from the lower office to the better.

33,973. By these offices you mean the various departments that you have mentioned in the paper with which you have furnished the Commission in paragraph 2?—Yes. That paragraph 2 is really an order of dignity, I might almost say. I think the first office mentioned is that of managing director.

33,974. Yes?—Then you get the works manager, which department really requires a boy to have an inclination to some technical knowledge. A boy who comes first from school may have learnt a little drawing, and he may take a fancy to machine drawing. If he takes a fancy to machine drawing at the evening classes, then we should possibly move that boy into the works manager's office.

33,975. Are the evening classes that you mention classes held in your works or outside?—Outside.

33,976. They are evening classes conducted by the education system of the country?—Yes.

33,977. Do you make it compulsory on a boy to attend those evening classes?—No, it is not compulsory; we expect him to attend; we ask whether he is attend-

ing, and then from time to time we ask the teacher for a report.

33,978. In the hierarchy of appointments, if I may so express it, you have first the managing director, then the works manager, then the secretary's department, then the cashier's department, then the sales department, the purchase department, the counting house, the wages office and the forwarding department?—Yes.

33,979. It is rather a feather in a boy's cap, I suppose, if he is put straight off on his entry into the managing director's department?—Yes.

33,980. Is there any emulation among your boys to get promoted from one department to another?—Yes, there is.

33,981. Is there any little advantage given in the better departments, in higher departments?—No, except that a boy in the secretary's office would be sent round to all the other departments from time to time, and he would get an acquaintance with its ways in passing from one department to another in that way.

33,982. We have the boy up to 20 years of age, at which he receives 20s. a week?—20s. when he is 20 years of age.

33,983. The highest pay that a clerk can receive, as I understand, is 30s. a week when he gets to the age of 22 to 23?—23 or 24, unless he happens to be a man of exceptional ability; if he has learnt shorthand, or something of a technical character, if he is a mathematical boy, then we can put him somewhere where we can use him, and then he will get an advance of 5s. a week, so that he may get 35s.

33,984. And then, after that, his promotion is by merit. After a man gets to 30s. a week, which he ought to attain at about the age of 22 or 23, his promotion depends on his own merit?—Yes.

33,985. What are the scales of pay, if you have any scales laid down, to which a boy can hope to attain above 30s. a week?—The majority of the clerks who have been with us, say 10 years, will have attained to 40s. a week.

33,986. Do they rise from 30s. to 40s. a week by any periodical increments?—Yes, by periodical increments, perhaps once in two years. Let me take a man, say, at 30s. a week, he will remain perhaps at 30s. a week for one year; he will then get 32s. 6d.

33,987. Between the 30s. grade and the 40s. grade, may a man count upon a periodical increment every two years?—Yes, but perhaps not at the same rate; he may jump from 30s. to 35s. If he has been found an active man at 30s. he may be moved into an office where we will give him 35s., or where we have put the rate of 35s.

33,988. Am I right in saying that although there is no scale laid down, if you find that a man is a clever man you do promote him?—Certainly.

33,989. And the degree of promotion and the amount of increased pay that he will get will depend upon your appreciation of his value?—Yes.

33,990. You have no fixed scale?—We have no fixed scale except that we think a man should be worth about 40s. a week at 35 years.

33,991. We are still talking of the same class of clerks. At 35 years of age, to what may he look forward with a reasonable certainty of reaching ultimately; when he reaches 40 years of age what salary ought he with care and assiduity to have attained?—To 50s. a week. Then he may become an assistant to a manager, and in that case rise to 150l. We have assistant managers in our office who are getting 250l. and even 300l. a year.

33,992. Must he be 40 years of age before he becomes an assistant, or may you make him an assistant at an earlier age?—We may pick him out very early; some of our best managers have been men promoted at just over 30 years of age.

33,993. Then he gets out of the scale of weekly wages and gets into a yearly salary?—Yes, monthly or quarterly.

33,994. And he may get up in that way to 300l. a year?—Yes.

33,995. But in your recollection of the service, may a man ever reach more than 300l. a year?—Yes, in this way: We may find him a very useful man, a man of



17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

good carriage, and we may make him one of our representatives. We have a large trade in which we employ representatives. At the present time we have large agencies and about a score of travellers passing through this country, Scotland, and Ireland, and also some parts of the Continent, nearly all of whom have passed through the office. These men began, many of them, as boys at 6s. a week, and have risen until, in one or two instances, we have paid them 1,000l. a year.

33,996. Can these men who are your Continental representatives speak foreign languages?—Yes.

33,997. They have acquired that in the course of their employment?—Yes.

33,998. In Sheffield are there schools teaching foreign languages?—There is the Berlitz school and there are also many private teachers. A man has pretty well to find his own tutor. If he should get into the sales department, where there is a fair amount of correspondence, he sees the letters there and begins by translating them. If he has had a smattering of French at school he finds a use for it, and if we find him easy in his translations we encourage him to go on with his French or German as the case may be. We have not so many foreign travellers as we have English travellers.

33,999. In the general administrative department of your firm do any of these boys ever reach the administrative grade with the control of a department?—Yes, the manager of our London office at the present time was one of our youths. He did not begin quite so low; he came to us when he was about 18, not 16, and he had had a little clerical experience before he came, and now because of his ability and industry he has got on rapidly. He is now a man of about 37, and he has been put in charge of the London office under one of the directors in London, and he has control of three or four others under him, some of these travellers, recruited from the usual staff.

34,000. We have been informed that the great commercial undertakings are gradually finding it to be to their advantage to employ men of higher education—honours men from Oxford and Cambridge and other universities. Have you ever found it to your advantage to do anything of the kind?—In the course of my connection with John Brown and Company we have had several men who have been university men, but they have not been an unqualified success; either they have not had the technical commercial training to understand the ordinary terms of accounts and business or they have been a little inattentive to business; they have not been sufficiently industrious to give their attention to the business to acquire its terms. A man will say, "This is a matter of detail," when it is the detail, of course, which is important.

34,001. How many of these men have you tried?—In the course of my connection with the company I should say half a dozen. We have one at the present time on trial; I should think he is a very able man, but he has only been with us a matter of about twelve months.

34,002. From what universities do you take them?—This man came from Cambridge. He may turn out a good man yet.

34,003. Do these men to whom you have referred come from the older universities or have you had any from the newer universities?—We have had one from the Sheffield University, two from Cambridge, and some who have been in London colleges and then graduated at London University. I am speaking now of recent times, within the last five or ten years.

34,004. In what stage of your business would you employ them? Take any man—I do not want to know his name—but if you can think of a particular man in your own mind whom you have employed, in what stage of the work did you employ him?—We should put him as additional assistant to the manager of the department.

34,005. That would give him sufficiently wide and important work to do, would it not?—It would, certainly; he would then have deputed control. In the case of the manager himself being there he controls everything, but if he is not there his deputy takes on the work. But in this one case may I just explain that the three or four clerks in that department would be answerable to him

for the work that they do. If he had been brought up in that office he would have gone through all the gradations of the clerks, and would have known down to the bottom what each clerk did and whether it had been done properly; he would wait until the end of the day and he would not wish to make short days. The great difficulty we find with these university men is that they want to make short days, to come at 10 and leave at 4, when business hours are from 9 in the morning till half-past 5, and when in the work of a big industrial firm the last half-hour is perhaps the most important part of the day.

34,006. What did you say were your hours?—From 9 to 5.30, with an interval, of course, in the daytime for luncheon.

34,007. Do you attribute the want of success of these university men to the fact that they have not been trained in the office from the very lowest grade up to the top?—Or that they have not a sufficient bent of mind to stop their time.

34,008. (*Miss Haldane.*) May I ask whether those men were procured through the Appointments Board of the university?—Only in the last instance. The man we have at the present time we have only had in our employ about ten months, and I think he will turn out better than the others, because he is keeping better time, except that he has been unfortunate in having ill-health for a good portion of the time, due to the confinement in the office to some extent. Our rooms are not quite so large as this room, but we have to take the rooms as they are. And the wear and tear, I think, perhaps tells upon a man somewhat.

34,009. (*Chairman.*) Is there any tendency on the part of your establishment to be dissatisfied with the wages that you pay them?—No; we pay on a scale which is fairly general in the district. The heads of all the large firms more or less compare the wages which are given to their staffs, and hence we find very little change, and there are very few changes of clerks from one to another, except it may be in the case of a junior who has an opportunity of becoming a senior somewhere else. I am very proud and pleased to say that we have been a school in many instances; many of our men have taken very good positions elsewhere.

34,010. So that we may regard your scale of pay as that which is prevalent in the Sheffield district?—That is so.

34,011. Do you employ any women?—Not any at Sheffield; only on work in our shipyard.

34,012. So that, unless you wish to express a personal opinion, you probably are not prepared from your experience with John Brown and Company to give us an opinion regarding the employment of women?—No; only in connection with our agencies, and in that connection, where women can be limited to typewriting and looking over correspondence and keeping it in order, the women have been fairly successful. We have in our London office four women employed at the present time, and one of them has been there a long time.

34,013. You have not employed women at all in purely clerical work, in account keeping?—No.

34,014. Your experience of women is in the typist class?—The typist and shorthand class. I do know, of course, by coming in contact with other staffs that women are employed in Sheffield in some of the smaller industries, but there they are mostly kept to themselves in rooms by themselves, and they have certain assigned work.

34,015. You are not aware of the employment of women generally side by side with men on ordinary clerical work?—No.

34,016. (*Mr. Beck.*) Have you any objection to telling us the total number that you employ in your clerical staff?—The number employed in our clerical staff under the name of John Brown and Company Limited is from 350 to 400.

34,017. I do not want to worry you if you have never thought about it, but could you tell me how many of those are employed in responsible positions, who would really have to take the responsibility, I mean, of coming to some more or less important decisions, and not merely carrying out routine work to



17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

order?—Out of the number of 350 we have more than 50 receiving 150*l.* a year; that would be about one in seven.

34,018. Those would be more or less responsible officials?—Yes; and several of those, I should say about 10 of them, are receiving nearly 300*l.* a year.

34,019. I think probably that your evidence amounts to this, that almost everyone in your clerical staff enters your employment as a boy?—That is so.

34,020. And works up to the top?—Yes. May I make a remark with respect to the employment of boys. The 350 in our employment at the present time are not the total number of persons who have been employed. If a boy should be engaged as a clerk in the first instance in the office, he may express a fancy after he has been with us twelve months that he would like to go into the works and become an engineer or a draughtsman. If we find that he has an aptitude for anything of that sort we encourage him, so that our clerical staff will oftentimes be the means of recruiting the drawing office, and recruiting some portion of the works staff or the laboratory staff, or the engineering staff, so that the total clerical staff at any time only represents what is employed at the time in the clerical work.

34,021. As regards that, we may say, I suppose, that you do not employ boys and scrap them when they are wanting a higher wage?—Very rarely. It may happen that a boy in the first six months shows an indifference to his work, then we speak to him.

34,022. If you have no objection to my asking the question, did you yourself enter the firm as a boy?—Yes; I entered the employment of John Brown and Company as a youth of 20 in the secretary's office, and from that time until now, 44 years, I have had experience in nearly all the branches, and I have been secretary 12 years. Would it be of interest to the Commission generally if I were to give an outline of how a big firm like ours would manage with regard to its correspondence?

34,023. Yes; it would be a great help?—The secretary is the one who receives the correspondence. Personally, I am at the office every morning at 8 o'clock, and the letter bag is brought to me at 8 o'clock. It contains generally 400 to 500 letters, communications of some sort. I have an assistant there, and two or three boys very likely at hand also, to open the letters. We sit down at a table, about six of us; my chief assistant and second assistant, and two or three boys, to open the letters. Every letter comes before me, and I divide these letters up according to the department which has to deal with them; in the first place, for the managing director. I have the privilege of opening every communication which comes to the firm for the chairman, the managing director, and so on. If the manager or head of the department is not there to open them himself, and it occurs to me that a letter from the outside (as I know pretty well all the correspondence that we have) ought to be attended to, and he is not likely to be there for the next hour or two, I open it. These letters are separated first into the managing director's, then the secretary's, the cashier's, the sales department, the purchase department, the works manager, and so on. The secretary takes charge, besides his own, of the accountant's correspondence and the wages correspondence; the managing director takes charge of his own correspondence, the sales department takes charge of its own correspondence, and the forwarding department takes charge of its own correspondence. The purchase department deals with purchases, and if an article is wanted in the works for any manufacturing purpose a requisition is sent up from the works to the purchase department, and inquiry is sent out for the article, and so forth. The reply to that communication comes to the purchase department, and the purchase department deals with the reply. So that the order of the day begins with the secretary opening the letters, separating the letters, and handing them round to the separate departments, and the business of the day goes on.

34,024. (Chairman.) When you open the letters and before you distribute them, do you enter them in a register?—Every one of these letters is entered in a register in the department into which it goes.

34,025. There is no general register of receipts?—No.

34,026. That is departmental?—Yes.

34,027. So that if any letter by any means gets lost between you and the department there is no trace of the letter?—There is an order that every letter that gets astray must come back to the secretary.

34,028. That is not what I mean. If a letter reaches you, you open it and put it into the basket, say, for the sales department?—Yes.

34,029. Do you, on opening that letter, stamp it?—No.

34,030. Then it is conceivable, I do not say it is likely to happen, that in going from your office to the sales department, that letter might drop out and be lost?—Except that a representative of the sales department must himself receive that letter from me.

34,031. But through mere accident if a letter disappears before it gets to the sales department, there is no check?—No.

34,032. But that you say is an extremely rare thing?—Yes.

34,033. (Mr. Boutwood.) Before you leave that point will you tell me this, are the letters registered in the different departments before they are dealt with?—Yes.

34,034. (Mr. Beck.) You told us that your firm had not had a very satisfactory experience in the employment of university men?—Not very.

34,035. Apart from these men, do you find any difficulty in filling responsible posts from your own ranks, so to speak?—No.

34,036. You very seldom bring a man in from outside?—Very seldom at the present time; of the staff at Sheffield about half a dozen are outside men. There is one assistant to the managing director at the present time, but he is a technical man rather than a member of the clerical staff. My assistant was brought in when he was about 22, just because there happened not to be a likely man in the office at the time and he was the most likely man, a man we knew, because he came from one of our agencies.

34,037. We have had some evidence before us to the effect that some firms have found that clerks who have entered as boys get so cramped by routine that they are no use for responsible positions. You have not found that?—Not every boy is eligible to go forward to the highest position.

34,038. No, but you can out of your numbers find plenty of good men who will take the responsibility and discharge it satisfactorily?—Yes, for one thing it may be due perhaps to our selection. We do not quite depend on the order of registering the applications. When a boy's application is first made and is put on the register we send for him as I have already said, and we make sundry notes after we have seen him as to whether he is fit for one department or another.

34,039. (Mr. Graham Wallas.) Would you mind going on for a moment with the interesting story that you gave us of the history of your letters. I am assuming that there is a letter for the head of one of your departments. Is it always first put before the head of the department, or does it reach the head of the department with proposals from some one underneath?—It first reaches the head of the department and he passes it then forward for information.

34,040. Does he normally decide there and then what is to be done, or does he forward it for report down below?—Let me take the sales department as I did before. If we have an inquiry to supply a certain class of steel, the sales manager knows what department that letter should be sent to; his clerk who has charge of a certain section of sales has charge of that letter and he goes into the department, if there is anything to inquire he personally inquires of the technical manager and makes notes on the letter for reply.

34,041. So that the head of the department does nothing except merely indicate to whom the letter should go until one of his subordinates has looked up all the facts and prepared a minute on the facts?—Yes.

34,042. The minute very often containing the suggested action?—Yes.

17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

34,043. Then and then only does the head of the department come to a decision?—That is so.

34,044. Some letters, I suppose, on matters of detail never come back to him?—Every letter comes back to the head of the department; the head of the department, if he is there, signs every reply and deals with every reply, or, in case of his absence his deputy does so.

34,045. Some letters come back merely as a heap of documents for his signature?—Yes.

34,046. You take in boys between 15 and 16, and you indicate to us that a boy of 16 may be an ex-seventh standard boy just leaving the elementary school or he may have been a year or two in a secondary school?—Yes.

34,047. Do you show any preference as between those two types of boys?—We show a preference rather to the second type of boy. A secondary school boy may have an opportunity of having a little technical education as well. At an elementary school a boy has no chemistry; in a secondary school he may have chemistry; in an elementary school he rarely has an opportunity of learning French; in the secondary school he may just get a smattering—he may just get the inclination to know more.

34,048. Nowadays you normally take a boy who has been a year or two in a secondary school?—Yes.

34,049. And do you then practically indicate to him that it is his duty to attend an evening school?—Yes.

34,050. Would that be one of the evening schools as a rule provided by the Sheffield Education Committee?—Yes.

34,051. And you get regular reports from his teachers?—Yes.

34,052. May I ask do you get annual reports?—Sessional reports generally. The evening school commences generally in September and ends in December for the first part of the session, and ends in April for the remaining part of the session, and we get a report generally at the end of December and the end of April.

34,053. And do you keep a sort of *dossier*, a record for each of these young men into which these reports are inserted?—In rather a rough way. The assistant in a department has a list of all his men—all his boys, rather, and he would just make notes for when the time comes for raising the rates of salary. I may say that before any salary is advanced we ask the head of the department, or, failing him, his next man, how a boy is going on, what he is doing and if he is attending an evening school.

34,054. A boy who is attending an evening school and takes his work seriously is generally preparing for some examination?—Yes.

34,055. Do you indicate any preference as to the kind of examination that you want him to go in for, and the kind of qualification you want him to acquire?—Yes.

34,056. What special qualifications would you indicate to him?—If he were in the sales department we should ask him to learn a language and a little chemistry or machine drawing.

34,057. If he were in the secretary's department?—If he were in the secretary's department we would tell him to pay attention to book-keeping and just the commercial side, and particularly shorthand, which we are insisting upon everywhere.

34,058. They all have to take shorthand?—Yes.

34,059. Would you ask a boy in the secretary's department to take commercial geography?—Yes.

34,060. And generally the larger commercial subjects?—Yes.

34,061. Have you any relation in that respect with the evening work done by the University of Sheffield?—No, not directly.

34,062. You confine yourselves to the ordinary evening schools in the town?—Yes, the ordinary evening schools and the technical school.

34,063. You have never had any official in your firm who has gone through any commercial course at the university?—Not any.

34,064. Do you find that you have to pay two scales of wages for the same work, one in London and another in Sheffield?—It so happens that in London we have to

have two clerks. A London clerk is doing slightly different work, and therefore he gets slightly different pay. Let me put it in this way: A London office will correspond to our sales department. The clerk would look after the correspondence; would have learnt shorthand, and he would also probably have had a little training in our sales department to begin with, so that before he comes to London he will have got a rather higher rank.

34,065. Speaking from your general knowledge of commercial organisations would you say that wages for clerical work are higher in London than in a town like Sheffield?—No, I should say they are just about the same.

34,066. You said that a boy in the secretary's department is sent round to other departments; do you mean that he is sent round with correspondence, and making inquiries, and so on, or do you mean that he is sent to do a spell of work in each of your other departments?—He is sent round to make inquiries, and he has to be a rather sharper youth generally, or else we should clear him out.

34,067. You never put a boy, merely for the sake of employing him, to do a spell of work in some other department in order that he may become familiar with it?—Not expressly. Now and again we have an exceptional case. If we see that a boy has an aptitude which might develop him to be a traveller, let me say, he might come to me in the first place, and if he seems a bright boy and I send him round, that boy should know something about our manufactures, and then we might pass him into the wages department, where he would come in contact with workmen and go down and see the operations; then we might pass him into the counting-house and on to the sales department to finish up.

34,068. You train him up in that way?—Yes.

34,069. You said that in about half a dozen instances you had university men in after taking a degree?—Yes.

34,070. What would be the initial salary of those men?—The starting salary given would be about 100*l.* a year, and they have gone to 250*l.* or 300*l.* if we have found them able men; after a few months we can form a good opinion of them. In several instances they stayed with us two or three years, and one stayed about five years; that is rather a long time ago.

34,071. Did he stay with you for five years at 100*l.* a year?—He went up to about 300*l.*, from 250*l.* to 300*l.*

34,072. Would you mind telling me, just roughly, with regard to your technical staff; I suppose it is recruited by men who have had a more extensive education than a boy will have had who entered at 15 or 16?—Our technical staff is not recruited in that way; it is mostly recruited from the laboratory. We should take a youth into the laboratory at about 16, and he would be encouraged to go to a technical school again from 16 to 18—nearer 18 perhaps than 16. He would be encouraged to go to a technical school, and if we intended him to be in the metallurgical department, not in the engineering department, he would remain in the laboratory until perhaps he was 24. Then a vacancy might occur in some of the metallurgical departments for an assistant manager, or for a third assistant manager, and he would go there to assist as a workman; he would have to take off his coat and come at six o'clock in the morning, and have to take up his duties and generally to be put to manual work.

34,073. What wages would he be likely to get in the laboratory?—35*s.*; he will have to come on the rate per week until he becomes an assistant, and, of course, he will have an opportunity of rising quickly.

34,074. In the technical department then you have a sort of apprenticeship?—Yes.

34,075. The laboratory is a sort of apprenticeship?—Yes.

34,076. In which a great deal of his time is really spent in learning rather than in doing?—Not quite in learning; he will have, under the superintendence of the chief of the laboratory, to do certain useful work—the analysis of steel to wit. Supposing we take a piece of steel or iron ore: The steel will analyse into certain

17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

chemical constituents, and one of the first operations in the metallurgical laboratory is what we call doing carbon tests, that is the simplest of all analyses. He would be kept at that for some time until he has got perfect accuracy as to the percentage of carbon contained in a piece of steel. In the case of iron ore there are no less than 10 or 12 elements which will have to be determined, and it is according to the presence of this or that element that the value of pig iron will be determined commercially.

34,077. But in the laboratory he will not only be employed, but deliberately trained?—Yes.

34,078. Are you able in any sense to make use either of the teaching or of the work done in the University of Sheffield?—Nearly every one of our assistants in the chemical laboratory is at the technical school in the evening.

34,079. Is that technical school a branch of the university?—The technical school is the technical branch of Sheffield University.

34,080. Do they generally incidentally take a degree?—Not many of them. I do not think that we have had more than two who have gone forward to the B.Sc.

34,081. But he works under the university professors?—In Sheffield the technical school was in existence before the university came into existence, and when the university came into existence then it took the technical school as the technical branch.

34,082. (*Mr. Philip Snowden.*) Would you mind explaining a little more fully the distinction in the kind of work done between the one-seventh of your clerks who have some responsibility and the six-sevenths who are engaged on more routine work?—If I may take the sales department, the sales department has its own head who will be responsible for carrying out all the orders which he receives for goods. His assistant will be nearly equal to him in ability, if not quite in experience, and his business will be to superintend the subordinate staff. The sale of an article depends on its fitness for its purpose, and the head of the department, in the course of his training, will know the exact fitness which the article offers, and his assistant in the same way. Let me take a piece of steel for instance. A piece of steel may be hard or soft, of high tensile or breaking strain, and various other things. All these have to be learned, either by experience over a long period, or by acquaintance with the technical staff, and in the case of replying to correspondence it is necessary that the assistant should know and have a mastery of this information, and should know whether it has been accurately stated if he himself does not dictate the letter.

34,083. Does not that necessitate the possession of a good deal of technical knowledge?—Of technical knowledge of rather a general character than of special character. The gift of the assistant or sales manager is rather more literary than it is scientific or technical. Very many times, indeed generally, you will find a technical man unable to express himself in writing; he therefore will be far better able to express himself verbally to the sales man than he could express in writing, as to what is required or should be done, and the sales man being more literary carries it out with the correspondent.

34,084. Is your present head of the sales department a man who entered as a clerk?—The present head of the sales department entered when he was about 22 years of age. He had had a fair training before he came to John Brown and Company, and he has been with us now 35 years.

34,085. (*Chairman.*) What sort of training had he had before?—It had been a commercial training, but he was a man (and he generally is) in the sales department of a fair all-round education in this instance—in this instance he is a linguist, a man who knows four or more languages, and a man who is very widely read.

34,086. (*Mr. Philip Snowden.*) What will be the number of the clerical staff in the sales department?—Including the forwarding department, about 25.

34,087. What proportion of that 25 would you regard as having responsibility, and being called upon to make decisions?—About four.

34,088. And all those four are men who have been, during the whole course of their service with the firm, engaged in the clerical branches of your work?—Yes.

34,089. Do you have any interchange between what I might call the mechanical side of your business and the clerical side?—Very rarely.

34,090. Apart from the instances you gave of boys who would like to go to one department or another?—Very rarely.

34,091. Do you look upon the period between the time of entrance of a boy at 15 or 16 and his reaching the age of 21 as being something in the nature of an apprenticeship for the work he has to do afterwards?—Yes.

34,092. How do the wages which you give these youths of between 15 and 16 compare with wages paid to youths in the engineering department?—They are nearly the same. In the engineering business we have ordinary engineering apprentices who get 14s. a week when they are 20. For a youth of ability in the engineering section of our business we have a scale of premiums. If a youth attends a night school and does fairly well in the examinations we give him an advance. Supposing he comes to us at 16 as an apprentice to engineering he will only get 8s., then he will get 10s., and after that he rises at the rate of 1s. or 2s. per annum, so that he only gets 14s. at 20 years of age. If he has shown himself apt in examination he may skip a year, and instead of getting 2s. he may get 4s., so that he may get 14s. when he is 18 instead of when he is 20.

34,093. Are you quite satisfied that your method of recruiting your clerical staff generally from boys who have no higher education than they have acquired by an elementary school course or one or two years in a secondary school gives you men who are quite capable of fulfilling satisfactorily the duties that you require?—Let me guard myself in replying to that. The natural ability of a boy has to be taken into consideration. This is a personal matter. In the case of myself I was landed in the secretary's office having to do with the correspondence that came in in the morning. We have correspondents in many countries, say in half a dozen languages. It occurred to me that for the business of a secretary he should be able to read every language that comes before him, so that the secretary should be able to have a first hand general idea of every matter that comes before him, and the secretary should also know something of law as to his own profession. Personally, therefore I qualified myself, as I encourage my assistants to do, to meet the highest call on the office in which they are. I therefore personally can say before the Commission that I am able to read in every language that comes before me. I should think it a degradation of the dignity of the office if I was unable to do so.

34,094. Therefore if boys come to you with a better educational grounding they would be better qualified to emulate your example and all became secretaries like you?—If they qualified to become secretaries even if there were not the opportunity.

34,095. Do you engage clerks specially for the work of foreign correspondence?—For our foreign correspondence at the present time we have stipulated for the qualification.

34,096. You have mentioned once or twice, and indeed your own case is an illustration, that you do take in men of 20 years of age?—Yes.

34,097. Do you do that to any very great extent?—Not as a rule but only as an exception. At the present time to wit, our staff in age is the youngest that there has been for the last ten years. During the good trade which has prevailed during the last two years new firms have been starting up, and some of our senior clerks have seen it to their advantage to change. Men who have been with us earning 40s. to 45s. a week for the last 10 years, say, have got into, I will not say a rut, but into a position where their salary could not be advanced, and there have not been vacancies to put them into elsewhere, have gone outside and are getting, some of them, 150l. I know of one man who is getting 250l. a year who began only a few years ago getting 40s. a week.

34,098. I take it that the wage to which a clerk may look forward as his maximum, unless he rises to the position of an assistant, is 40s.?—40s.

17 April 1913.]

MR. E. MIDDLETON.

[Continued.]

34,099. You might regard that as the maximum salary of the ordinary clerk?—Yes.

34,100. He reaches it, you say, at about 35 years of age?—Yes.

34,101. And that after about 20 years' service?—Yes.

34,102. I gather that, from your experience, you have not a very high opinion of university men in business, and arising out of that and following upon the remark that you made I want to ask you, is it your view that it is better to train a youth in what we might call the routine of a business of a commercial kind, and that by that method he becomes more useful than by bringing in a man from outside and at once putting him into a position of more or less responsibility?—Certainly.

34,103. (*Mr. Holt.*) I take it that the persons who are ultimately responsible for the conduct of your company's affairs are the directors?—Certainly.

34,104. Where do you get them from?—The first directors would be the promoters of the company, and when a vacancy occurred there would be a consultation among the directors as to a likely shareholder or other known man having the qualifications of the director who occupied the seat vacated, or having some special knowledge which the Board at the time required.

34,105. I take it that it has practically never happened that any of the ordinary staff of the company have been put into the position of a director?—That is just the remark I expected and which I am going to meet. As a youth of 20 I entered the service and I had an assistant given to me, a very able man. He was my predecessor as secretary, and died as a director of the company.

34,106. That is one instance?—That is one instance of a clerk having gone forward to the Board.

34,107. Then I take it that we may understand that when you are recruiting the clerical staff you have no intention of recruiting persons who will take a position of the highest responsibility?—My encouragement to every youth who enters the service of John Brown and Company is that there is no position he cannot attain to.

34,108. But it is not a rule that the position of ultimate responsibility should be attained to by persons recruited for the clerical staff?—It is not the rule; but the actual position of a manager is nearly equal to that of a director. The directors, as a Board, only meet occasionally, say fortnightly; but the management of the company is conducted by the management.

34,109. Is there a managing director?—Yes.

34,110. Who is always there?—He is always there. Then there is an assistant managing director possibly, in which case we have two directors. We have indeed four active directors.

34,111. But none of them have been promoted from the clerical staff?—None of them. Two have been promoted from the technical staff. In a huge concern like John Brown and Company we have a Board which is appointed by the shareholders, and we have power by the Articles of Association to appoint what are termed local directors, that is, directors under control of the Board but taking rank as directors outside. Of those we have four at the present time.

34,112. With regard to your selection of experts, do you largely get them from other firms of similar character as fully qualified men of the highest class?—The majority at the present time have been trained by ourselves.

34,113. I do not know whether you know very much about the shipbuilding branch of the company?—A fair amount.

34,114. I think I am right in saying that amongst the shipbuilding firms there has been a good deal of seducing one another's experts?—From time to time. Our director, Mr. Bell, who was lately appointed a director, is resident director at our shipyard. He came to us, with a good technical education, as an engineer, say 20 years ago. He came as a draughtsman, passed through the office as a draughtsman into the shop, not quite as foreman, but as assistant, then manager, until he was promoted a local director, and now he is a full-fledged director on the Board.

34,115. That is to say, that on the technical side he has really risen from the bottom?—Yes. Then we have our designer; he came to us when he was a man of about 24, and is now a director. And we have other directors who have come in in much the same way.

34,116. That is really quite usual on the technical side?—Yes.

34,117. Those persons who have not risen from the bottom with particular firms have generally started at the bottom with competitive firms?—Yes.

34,118. You were telling us of your system of distributing the letters among the different branches, but is not that as far as you know almost universal in commercial firms?—Yes.

34,119. That is to say that letters are generally dealt with by men of the highest responsibility?—Yes.

34,120. If you get letters of exceptional importance, would you distribute those in the usual routine way, or would you keep them in your own possession?—I should retain them in my own possession.

34,121. Even though they might refer to another department you would retain them in your own possession and go and have a special conversation with the people concerned?—Yes, with the heads of departments.

34,122. As a matter of curiosity may I ask do you have very much correspondence in foreign languages?—Not so much now. English is more widely understood than it was 50 years ago.

34,123. You find that most of your foreign correspondents write to you in English?—Yes, most of them.

34,124. Except, perhaps, the Spanish?—Except, perhaps, the Spanish.

34,125. Have you in the last 20 or 30 years taken to recruiting your boys at a greater age than was formerly the case?—Yes, 21 years ago boys were introduced at 14 or 15 years of age. We find it better to let them remain a year longer at school.

34,126. And that is also a general experience, is it not?—Yes.

34,127. (*Mr. Boutwood.*) With reference to your system of dealing with letters I gather that in your firm the letters go from the top downwards, whereas, as far as I know, in a Government office the usual method is that the letters come from below up to the top, and one result of that is that letters very often do not turn up until after luncheon. Apart from that question of delay do you see any advantages in your method?—For control, yes.

34,128. You think it gives you better control?—Yes; it would be quite possible for the correspondence to be taking place in the lower reaches, so to speak, of the administration, which might not come to the upper reaches until something serious happened.

34,129. And if anything requires prompt attention you have an opportunity of getting it done?—You have an opportunity of urging it on.

34,130. When a letter gets down to its department how is the answer prepared; is it finally settled by some one man, or does it have to go through two or three hands for approval, and so forth?—It would in a general way be finally settled by one man, the man to whom the inquiry was first given.

34,131. He would write a letter and it would come before you, or someone on your behalf, for signature?—Yes.

34,132. Have you anything in the nature of a period of probation for your clerks?—We should look upon the whole time from 16 to 20 as being a period of probation.

34,133. (*Chairman.*) Did I rightly understand you to say that clerks when they are allocated to one of your departments are also given an opportunity of seeing what goes on in all the other departments?—Our business is such that an intelligent clerk has such an opportunity.

34,134. That is to say, that their work is really not monotonous?—No, it is not monotonous.

34,135. But there is a good deal to stimulate their intellectual activity?—That is so.

34,136. (*Sir Kenneth Muir-Mackenzie.*) You spoke about having a certain number of men from the universities; might I ask how they were selected?—They were nominees, you might say, either of the directors, or of the

17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

higher managers, having from their social position got into contact with the men. It might be that some local manufacturer, or a manufacturer at a distance, might say, "I have a son who has been to the university; I should like to bring him into business; I cannot take him into my own business. Will you give him a chance?"—and a chance has been given.

34,137. So that you have not had experience of anything like picking out men from the universities as being supposed to be the flower of the universities?—No, I have had no experience of that nature.

34,138. The universities have not had their chance in that way of showing what they can furnish?—No. One of our directors is a member of the Cambridge Appointments Board, and it is owing to his being a member of that Board that we have the gentleman with us at the present time of whom I have spoken.

34,139. That is the last one?—Yes, and he seems to be promising.

34,140. But in no part of your system is there anything which can be compared with the competitive system in the public service?—No.

34,141. Have you any opinion upon that point as to whether it is a desirable way of recruiting a great establishment either in the higher ranks or in the lower ranks?—I should say that it is not the way to get the best men for commercial service at all events. We have several times had youths who have done excellent papers, and when we have tried them they have not been quite the success that an inferior one has been.

34,142. If you were setting up in the first instance and staffing a great concern like the one you have just now, would you try by means of competition to get men to fill it, or would you prefer to select for yourselves whom you thought likely to do your work?—I should prefer to select them.

34,143. May I ask whether there is any regular system of pension in your firm?—No, we have no regular system of pension. The matter has been brought before me, and I have agitated the question several times. But the kindness of the firm is known to the extent that never anyone who has done good service to the firm has been allowed in case of having to retire either from sickness or from long service to be left destitute.

34,144. But no man could say that he had a claim to a pension, or that he had been told that he would have the expectation of a pension at the end of his time?—No.

34,145. What could a man who came into your service say as to what expectation had been held out to him when he came in. Could a man say anything of that kind?—There are no expectations held out.

34,146. He must come in and make his way?—Yes.

34,147. You must have, I suppose, in your establishment, as there are in other establishments, drones, men who, if I may put it so, just get through their business?—That is so; but every man in my experience has pretty well some special qualification. A man may be slow in doing some kind of work where perhaps his slowness is due to his taking excessive pains. Such a man I should personally allocate to do certain work where it would require great care. I have two men sitting side by side in my office at the present time in the share transfer office. One of them, about 40 years of age, has done the same class of work for years, and has made hardly one solitary mistake.

34,148. (Chairman.) That requires great patience?—Yes, great patience. The man next to him could do twice the work in the time, and possibly would make one hundred times the mistakes; therefore, one would never think of putting him on that particular work. The first man gets 40s. a week now, and I would very willingly pay him 50s. for the same class of work that he was doing for a long time at 30s., if he could work quicker; because he has saved a great deal of annoyance and a great deal of anxiety in the way he has done his work.

34,149. (Sir Kenneth Muir-Mackenzie.) Are there a certain number of men as to whom you would say they never will be worth any more money?—Yes.

34,150. There they remain at that salary?—Yes.

34,151. If a man came to you and said, "I have been 20 years on this pay," should you merely for that reason add to his pay?—No, I should say: "Well, you are receiving as much as your work is worth; but, if there is an opportunity of putting you into a position where we can afford to pay you more money at the market value, you shall have the opportunity," and, of course, one has to keep one's word, if such an opportunity does come about. Of course, he will think that every opportunity is his opportunity; but that is not always the case.

34,152. You have absolute power to get rid of any men if they are not required?—Yes, on the clerical establishment.

34,153. Have you often had to do so?—Very rarely.

34,154. Do you think that the fact that you have the power has anything to do with that result?—It may have. Of course, the power to appoint and the power to dismiss is a great power.

34,155. Have you any knowledge or experience of public offices?—Not any, only in as far as our correspondence has happened to be with the War Office, the Admiralty, or various offices, and our relations with those offices have always been satisfactory.

34,156. So far as your experience goes, they have done their business adequately?—Yes, in a businesslike manner.

34,157. And as you would wish?—Yes. I think I mentioned in my letter to the Commission something about individuality. That means the special forms that they use and the way in which they like information put before them.

34,158. (Mr. Shipley.) How do our Government departments compare with the great foreign departments with which you have to deal?—Very well. We have, if anything, less difficulty with our own Government than with foreign Governments. With foreign Governments there is, if anything, a little more routine; in the case of foreign letters, to wit, coming from an important department, they would rarely come without two signatures, and that lends itself a little to delay. If the officer of each of these departments has not been there, there has been a post lost perhaps. I should say that our communications with our own Home Government are better than those with foreign Governments for facility.

34,159. They are more prompt?—Yes.

34,160. Are they more prompt than other big business concerns?—No, not more prompt; large business concerns are very prompt.

34,161. (Chairman.) Would you say that the Government is less prompt than big business concerns?—Only occasionally; it may take sometimes two posts or three posts to get a reply from a Government department. In the case of a commercial concern they certainly would reply with very little delay.

34,162. (Mr. Shipley.) Do you find, when you are making something for the Government and they send down somebody to inspect it and pass it, that they send down men who thoroughly understand the thing?—That is rather in the technical department. Speaking from my general knowledge, I should say that the Government inspector is a very good man.

34,163. I gather that your experience of university men is not very large; you have had about six?—Yes, five or six.

34,164. I gather that they were put in by what we call patronage, not by selection?—I would rather not say by patronage, I would say by recommendation.

34,165. We have had evidence from the head of a very big concern that carefully picked university men do extraordinarily well. You could not tell me, I suppose, what sort of credentials these men brought—what degree they have taken; university men vary very greatly?—We have only had one honours man.

34,166. (Mr. Hoare.) I have only one question to ask you. Have you some personal knowledge of all your staff?—Yes, all of them.

34,167. (Miss Haldane.) Would you personally see each member of your staff in an interview?—Every one.



17 April 1913.]

Mr. E. MIDDLETON.

[Continued.]

34,168. Down to the lowest grade?—Down to the last boy.

34,169. You, personally?—Yes.

34,170. Is your clerical work, including accounts, done mainly by typewriting or is it written?—Only correspondence is done by typewriters, and repetition work in the case of accounts.

34,171. What do you mean by repetition work?—Supposing we have to give a quotation and we have to supply that quotation in duplicate or triplicate, that would be done by typewriting; and in the case of instructions which have to be given to managers, that would be typewritten. We very rarely have hand-written letters, and we rarely have any typewritten ledger work or accounts work.

34,172. Who sees to such matters as the introduction of labour-saving appliances; is there somebody in your firm specially responsible for seeing to the introduction of such things as calculating machines and so on?—Yes, those come before the secretary.

34,173. That is yourself?—Yes; we have tried them from time to time, and I cannot express an unqualified approval of them.

34,174. Are all your clerks capable of typing?—No; all the correspondents are capable of typing, but not all our clerks; some of them never have occasion to do so. If I may take the wages department, the wages of the workmen who are paid weekly will be computed from the time that the man has worked, if he is paid by the day, or by piecework which is done or by the weight of material which is turned out, and the various returns of that information come to the wages department, and the various members of that department will, of course, make the calculation. Here again I have to bring in the personal element, if you will allow me to do so. I was a wage clerk for some time, and I astonished the natives in those days by learning the 48 times table, the consequence was that I could as well do 37 hours at 8d. as I could do 5, and I wrote it down.

Now a computing machine would not write as fast as you could write with a pen.

34,175. (Chairman.) Do you mean to say that you can calculate as quickly as a calculating machine?—Certainly I could.

34,176. (Miss Haldane.) Do you think on the whole that the kind of education which the young lads have who come into your office is satisfactory, taking into account their ages?—Certainly.

34,177. (Mr. Philip Snowden.) About your girl typists, what wages do you pay them?—The top woman gets 45s. a week, and the lowest gets 20s.

34,178. At what age will they begin?—At the lowest; there is one who has just been brought in who gets 15s. She is 18 years of age.

34,179. Do they do shorthand as well as typewriting?—Yes.

34,180. (Sir Henry Primrose.) I rather gather that a large number of your men who come in never get beyond 40s. a week?—A large number, but not the majority.

34,181. May one take it that 250l. per annum is the maximum that all but the most select men are likely to get?—That is so.

34,182. (Chairman.) Smaller than that is it not?—150l. to 250l.; there are gradations, of course, in that; it would vary according to the importance of the department. The wages department is an important department, and there is a man there getting 300l. or 350l.

34,183. (Sir Henry Primrose.) In addition to the grade 150l. to 250l., to what sort of salary would the heads of each of these departments go?—We have them rising from 350l. to 1,000l.

34,184. You would always have at the head of each of these different branches a man at a considerable salary?—That is so. It might be as much as 1,000l. a year.

## EIGHTY-FOURTH DAY.

Friday, 18th April 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (Chairman).

The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.

Sir KENNETH AUGUSTUS MUIR-MACKENZIE,  
G.C.B., K.C.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DUENING HOLT, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss E. S. HALDANE.

Mr. S. ARMITAGE-SMITH (Secretary).

Mr. BARROW CADBURY called and examined. Mr. H. E. JOHNSON was in attendance.

34,185. (Chairman.) Mr. Cadbury, I wish on behalf of the Commission to thank you for coming here to give us such evidence on the conditions of employment in your establishment as will help us to judge how the Government organisations compare with yours?—I shall be very glad to help the Commission in any way that I can with any information.

34,186. The first point we desire to inquire into is the manner in which your administrative and clerical staffs are recruited; but by way of introduction will you kindly tell the Commission very briefly what is the nature and magnitude of your undertaking?—We are cocoa and chocolate manufacturers, but we have also, I believe, 29 subsidiary trades associated with that business.

34,187. What is the size of the staff that you employ?—A total of over 6,800

34,188. That is including workmen?—That includes all employees.

34,189. What is the size of the administrative and clerical staff?—The strictly clerical staff is 527, 325 men and 202 women.

34,190. How do you recruit your clerical staff?—As a general rule the clerical staff is recruited from the elementary and secondary schools and grammar schools in the neighbourhood. No boy is admitted to the office who leaves school before he is 14 years of age and who has not attained the ex-seventh standard in an elementary school, or to a corresponding position in any other school which he may have been attending. A secondary school has recently been opened in the neighbourhood of the works, and it is our intention to give preference, as far as possible, to boys who remain at that school until they are 16 years of age. Admission to the



18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

clerical department is by examination; I have a specimen paper here (*handing in the same*) and also a medical examination (*handing in the form*), and an interview with a director.

34,191. Is a nomination required before a boy presents himself for an examination?—No, he comes on his own merits.

34,192. Do you examine frequently in the year according as vacancies occur or do you allow vacancies to accumulate to a certain number and then hold an examination?—We always pass a certain number to be taken on as occasion requires, not necessarily to take them at once.

34,193. You admit more than are required at the time of the examination?—Yes.

34,194. And you enter their names on a register?—Yes.

34,195. And then, according as vacancies occur, you appoint?—Yes.

34,196. Do you hold the examination before their names are put upon the register?—It is only when they are put on the final register that we have an examination.

34,197. Then it works in this way: at any time a boy can apply to you to be put upon the register of applicants for employment under your firm?—Yes.

34,198. His name is put on the register?—Yes.

34,199. With the application does he submit to you any documents showing that he has passed through a school course, say the primary school course, and a certificate of health, character, or anything like that?—Yes, he does so; and if he does not bring them we apply to the school for particulars.

34,200. Then when this application and his certificates of character and health and so on are before you, do you then call upon him to come before you, and do you see him before his name is entered on the final register of candidates?—Yes, as a matter of fact, the doctor's interview is the first.

34,201. Your own doctor?—Yes, our doctor sees him. Then he sees a director, and if he is passed by the director he is put to the examination.

34,202. At that first interview with the director what does the director look for in a boy?—The director has before him the application form, a copy of which I have here (*handing in the same*), with the filled in particulars as to his past history.

34,203. I understand that that form is submitted before the director sees the boy?—Yes, and it is put before the director. The doctor's report as to his general health and suitability is at the foot of it, also the dentist's report. If the director thinks the boy himself is a nice boy and comes up to what he expects, he passes him.

34,204. In saying that, if the director thinks the boy is a nice boy he passes him, do you mean that the director notices the boy's demeanour?—Yes.

34,205. He speaks to him and notices whether he is a clever, bright boy with good manners; is that what he looks to?—Yes. If we get a boy who seems clumsy he may be very well suited for some situation in the works; in that case the director turns him over to another department.

34,206. That is to say, he would turn him over to another than the clerical department?—Yes.

34,207. Therefore there is a process of selection gone through before the boy is submitted to examination?—Yes.

34,208. That is to say, the director winnows the unsuitable boys from the suitable and sends them elsewhere. They may be entertained elsewhere in your establishment, or they may not; at all events, the director has done with them for the time being?—Yes.

34,209. If a boy seems to the director likely to be suited for clerical work in your establishment he passes him, and his name is then entered on the register as a candidate for examination?—Yes.

34,210. Then the examination takes place?—Yes.

34,211. Who conducts the examination; is it some member of your own staff?—Our educational expert and the head of the office set the examination papers.

34,212. What do you mean by your educational expert; have you got schools connected with your under-

taking?—Mr. Ferguson, the head of our educational department, is a Bachelor of Science.

34,213. What do you mean by your educational department. Are there schools supported by your firm?—They are evening schools under the Local Education Authority, where our younger employees have to attend as a condition of employment. We are in close touch all the while with the Local Education Authority, and when it comes to advancing a boy the education report is before us.

34,214. I will come to that presently. It is very interesting. I merely want to know at the present time whether your examination is conducted by your educational expert?—Yes.

34,215. By your educational expert who supervises your continuation schools?—Mr. Johnson says that they are not supervised by our educational expert, but they are principally kept going by our own boys and girls.

34,216. I am coming to that. At all events, the examinations are conducted by members of your own staff?—Yes.

34,217. Will you now briefly tell me what is the character of the examination?—Probably the examination paper itself will give you that information (*handing in the same*).

34,218. Is it a qualifying examination, or is it competitive; do the boys whose names have been put upon your register compete among themselves for a certain number of appointments, or is it merely a qualifying examination, so that all who enter for examination get appointments in course of time if they qualify?—Yes; if they qualify by this examination they do get appointments.

34,219. I see that the examination is in reading, writing, spelling, geography, and arithmetic; these are the main subjects?—Yes. It is what an ex-seventh standard boy is supposed to know.

34,220. It seems to me that your geography questions are all restricted to the United Kingdom?—That is so.

34,221. You do not examine in general geography—the geography of Europe or the geography of the world?—No, but there is no reason why we should not. We have not done so hitherto.

34,222. The inference I draw from this examination paper is that the geography is limited to the United Kingdom; indeed, I might say to the geography of England alone?—Most of these boys are going into our general office; a few would go on into the export department.

34,223. Supposing there are 10 boys on your register, and you have at the time of the examination only five vacancies to fill; if these 10 boys qualify in this examination they are all passed for your service?—Yes, all of them.

34,224. Their names are placed on the register and they are given appointments according as vacancies occur?—Yes.

34,225. Assuming that there are five vacancies five will be appointed and the others will get appointments in their turn?—Yes.

34,226. Do you appoint the first five in order of merit amongst themselves?—Yes, we do; we put them down according to merit.

34,227. Now what is the initial pay at which a boy enters your service?—We have a scale of payment up to the age of 28 years.

34,228. The entrance age being 14?—Yes.

34,229. That is the minimum?—Yes.

34,230. (*Mr. Graham Wallis.*) It is intended to be 16 in future?—Yes, so far as we can get boys from the secondary schools.

34,231. (*Chairman.*) I thought you said that you intended to give priority to boys of 16?—Yes, when we can get them, but it does not necessarily follow that we can always get them.

34,232. When they enter at the age of 14 what salary do they get?—The scale is as follows:—From 14 to 14½ they get 6s. 6d. a week; from 14½ to 15, 8s.; from 15 to 15½, 9s. 6d.; from 15½ to 16, 11s.; from 16 to 16½, 12s. 6d.; from 16½ to 17, 14s.; from 17 to 17½, 15s. 6d.; from 17½ to 18, 17s.; from 18 to 18½, 18s. 6d.; from 18½ to 19, 19s. 6d.; from 19 to 19½, 22s.; from 19½ to 20, 23s.; from 20 to 20½, 24s. 6d.; from 20½ to 21, 26s.;

18 April 1913.]

MR. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

from 21 to 22, 29s.; from 22 to 23, 31s.; from 23 to 24, 33s.; from 24 to 25, 35s.; from 25 to 26, 37s.; from 26 to 27, 39s.; from 27 to 28, 41s.; from 28 to 29, 43s. After that the scale ends.

34,233. On what work are these boys employed when you take them in first?—All kinds of office work. It is difficult to say.

34,234. The general office work?—Yes; they are learners in every department of the office.

34,235. When they begin do you put them to directing letters and entering receipt of letters in the register, is that the sort of work?—Directing letters is girls' work. The boys enter index cards, and there are a great many errands to do from one office to another, all over the place, and the smaller boys do that, thus getting familiar with the office.

34,236. Is copying letters done by boys, or is that done by typists?—That is all done by the typing office.

34,237. Do you employ girls altogether in the typing office, or do you employ any boys?—We employ girls altogether, that is a separate office. There are one or two men in our general men's office who do typing, and in our export office the men do their own typing.

34,238. Are the girl typists segregated from the rest of the office?—Yes, there is a typing office and a general girls' office.

34,239. Do girls and men sit in the same offices together?—No, we have a rule all through the factory that men and women do not work together anywhere, and the same rule applies to the offices.

34,240. Can a boy by showing particular ability, cleverness, and brightness in any of these stages—from the time he enters the office until he reaches 28 years of age—get any special promotion?—Yes.

34,241. Is it your habit to give special promotion?—Yes, before he reaches the top of that scale we may put him on to a better post altogether.

34,242. For instance, a boy at the age of 20 gets 23s., might a boy of that age by special ability have reached the 25s. grade?—Yes, that is only a general scale.

34,243. To be departed from as a reward for special ability, brightness, and cleverness?—Yes, we might have some slightly under, but it is the scale that we go by. In the very rare cases where a boy's conduct is not right, we put him down a little in the scale.

34,244. But if you have a boy exhibiting special ability, special cleverness, say, between the ages of 20 and 24, do you adopt the principle that it is desirable to promote such a boy?—Yes, we have a certain number of vacancies by which we can always find room for boys or men of that character.

34,245. You say that you have a certain number of vacancies that you can make use of for that purpose?—Yes. The opportunities for promotion for members of the ordinary staff are fairly frequent, and the principal avenues for such promotion are: (1) to the official staff, and (2) to the staff of outside representatives, both home and export. The official staff is divided into two classes, viz., Staff A and Staff B., the first-named containing the highest positions in our service, and the second being made up principally of sub-heads of large departments and heads of smaller departments. There are 26 members of Staff A, and of these 12 have been ordinary members of our office staff; one was appointed from a position in the works, and the remainder have been engaged as specialists in their various departments, such as engineering, analysts, education, doctors, dentists, paper experts, etc.

34,246. These departments as branches A and B are manned by men over the age of 28 as a rule?—As a rule.

34,247. Although a very clever man of, say, the age of 26 may be promoted into them?—He may be specially promoted on to Staff B.

34,248. So that at the age of 28 and the salary of 43s. you draw the line between your ordinary clerical staff and your administrative staff?—Not exactly; that is not the top limit; they go on increasing after that.

34,249. But it is the top limit of what might be called your clerical staff, is it not?—No, they can get a good deal higher on the clerical staff than that. We

revise our wages every year, and we have a limit for some cases.

34,250. Are your staffs A and B paid by the week or paid by the year?—Staff A are paid by the quarter, and Staff B by the calendar month.

34,251. At what pay per annum does the B staff begin?—At 150l., increasing according to the merit of the officer; and Staff A begins at 300l., similarly increasing in accordance with merit. There is no limit in a sense, it depends on the real value of the man.

34,252. What salary might a boy who exhibited cleverness between the ages of 20 and 24 hope to reach in your service by the time he was 40 years of age?—By the age of 30 he might have got into the B staff, and by the age of 40 he might have got into the A staff. There are some who would never get into the A staff, but would stick in the B staff. The highest limit in the general office for, say, the best ledger clerk would be from 145l. to 160l. a year, that is an ordinary man.

34,253. At what age might an efficient man—not an exceptional man—but an ordinary efficient man, be expected to reach that stage?—From 40 to 45. I spoke of the A staff and the B staff, but a still larger outlet for promotion is our staff of commercial travellers. We employ 105 travellers at home and abroad, and of those only four have been taken on from outside our own works. Of the 105 travellers 85 have been appointed from the office, so that is as large an outlet for an able man as any.

34,254. Could you tell us what would be the limit of pay that they might hope to obtain?—They might get promotion at least up to the maximum of the A and B staffs.

34,255. Is there any fixed maximum for the salaries of the A staff?—No, there is no fixed maximum in the A staff.

34,256. Or in these outside appointments?—No, nor in those outside appointments. We sometimes take an individual and fix a maximum for him.

34,257. (Sir Kenneth Muir-Mackenzie.) You go on paying more as long a man is worth more?—Yes, we readjust his scale of pay.

34,258. (Chairman.) The maximum is a maximum for the person and not for the class?—That is so. A traveller may have been on the road for very many years, and he may wish to relinquish a large part of his ground so as to have more leisure, and the whole thing has to be readjusted; possibly we may pay him even less, and he is very glad to get it.

34,259. That is to say, that you adjust the pay to the work and the capacity of the man more than is done in the Government service?—Yes, and he is paid on results; he is paid on his turnover. It depends on his work entirely what he gets. It is not a matter so much of the figures I am giving here, because he has to work for these figures and show his return before he gets them.

34,260. (Sir Donald MacAlister.) Is it right to say that the general scale attainable by travellers would be comparable with the scales in Staffs A and B?—Yes, that is so. In connection with travellers we have a relief staff. We keep about six office men or others who have been approved, any of whom can be sent to take a traveller's place temporarily when he is ill; that is generally the first step, and we pay them extra when they are out on the road.

34,261. (Chairman.) Have you a pension scheme for your men?—Yes, we have a pension scheme and I have the details of it here.

34,262. Is it a contributory scheme or not?—It is. The percentage contributed by the men varies from 2.5 per cent. of his wages to 5.4 per cent. up to 250l. salary; and for every payment the man makes the firm pay in an equal amount. There are special arrangements for salaries exceeding 250l.

34,263. After how many years' service is the full pension which you grant due?—At the age of 60. There is an option for a man to continue working if he wishes to do so and if the firm agrees.

34,264. Do the contributions commence from the time that you admit him to the service?—From 16 years of age.

18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

34,265. Do you ever take into your service any highly educated honours men from the universities?—No; the only appointments that we have made are to professional positions such as doctors, analysts, educational experts; otherwise none. Most of them have grown up as boys in our employ.

34,266. Would you be disposed to answer the fourth question we put in our letter, namely, how far your experience enables you to form an opinion as to the working of the Government departments system. Have you been brought much into contact with Government departments?—Very little with departments; just with members of departments whom we have met, and whatever business we have had with public departments has always been conducted on their side to our entire satisfaction.

34,267. You find them prompt?—Yes, we have always received the utmost courtesy, consideration, and promptness. We do not feel that we have any suggestion to make under that head. We have carefully looked at that question.

34,268. (Sir Donald MacAlister.) Might I ask whether you issue a syllabus of subjects for examination for these boys of 14 years and upwards?—No.

34,269. What indication do they have beforehand as to what they are to be examined on?—They do not have any. I may say that the result of this examination has been that it has quickened the boys in the district; they come in better prepared than they did when it was first instituted, because they know they have to go through the examination.

34,270. Do you mean that you hold yourselves free to vary the examination without notice?—We do entirely.

34,271. You may even introduce fresh subjects like history?—Yes. The examination is on general knowledge and adaptability for the posts they are going to.

34,272. You would not, for example, introduce French without notice?—No.

34,273. It is generally understood, although it is not actually defined by you, that the examination will be in subjects that a boy in the ex-seventh standard ought to know?—Yes.

34,274. And that is all?—Yes; it is the ex-seventh standard that we take as our guide.

34,275. Can you tell me whether a high percentage of marks is required for qualification?—Over 50 per cent.

34,276. That is to say, that a boy who does not get 50 per cent. is plucked and is told that you do not require him?—Yes, but that does not necessarily cut him out from our employ; if he is a nice boy we send him on to the works department to be taken on for some trade, but as regards the clerical staff he is out of it.

34,277. If a nice boy who was otherwise eligible only got 40 per cent. of marks you would say that he was better adapted for the works department?—Yes.

34,278. Is that advice often taken?—I think so, because under our apprenticeship scheme they still have quite as good a chance of getting on in the works as in the clerical office.

34,279. So that your system of selection by examination enables you to divert boys who ought to learn a handicraft to that employment instead of to clerical work?—Yes.

34,280. Can you tell me what sort of proportion pass the examination?—About two-thirds pass.

34,281. And one-third go to something else?—About one-third are rejected.

34,282. Of those who are rejected in that sense of the word, do any considerable proportion go into your works or do they try something else?—They nearly all go into the works if the director has passed them first as boys suitable to have in the place.

34,283. That is to say, they are keen to get into Cadbury's on any terms, and you really sift out those who are fit for commercial work and those who are fit for other employment?—Yes.

34,284. Now will you answer this question: You say that you want boys to enter at a higher age than 14, say up to 16, in order that they may have some secondary education before they come?—Yes.

34,285. If a boy stayed at school for two years more and left at 16 and came into the examination and passed, would he begin at once on the 16-year-old scale?—Yes.

34,286. It is not to his disadvantage therefore to stay on at school to take the bigger pay at 16?—No, we do all we can to encourage it; we are considering whether we should not give such a boy a little more than the scale, but that is not decided.

34,287. May I ask why you have come to the conclusion that a better education than that secured at 14 years of age is desirable; is it from your experience of efficiency in the office or is it on general philanthropic grounds?—It is on our experience in the office that a boy is more efficient.

34,288. The better educated he is the more efficient he is likely to be even at the beginning?—Yes, those who have come from the grammar schools have turned out very well, when we have taken boys on who have had the advantage of a longer education.

34,289. They are well worth the money that you actually give them when they begin work?—Yes.

34,290. The next question I want to ask you is about your contributory pension fund, which is interesting. Is it financed by the firm itself or do you contract with outside insurance companies?—None of the funds of the pension fund are invested in the business; that is one of our strict rules; they are all invested in outside securities. There are seven trustees, of whom three are nominated by the workpeople and four by the firm. It is entirely outside the works as far as the whole management goes.

34,291. But the management is controlled by yourselves; you do not contract with outside insurance companies?—No, it is independent of any other insurance company.

34,292. The limitation is that the investment of the fund is not to be in the business itself?—That is strictly so.

34,293. (Miss Haldane.) You have 202 women I gather on your staff?—Yes.

34,294. Could you tell me how they are brought in?—They are brought in in the same way as boys, by going through a similar examination before they come into the office.

34,295. At the same age?—At the same age. I have a specimen paper of the examination here if you would like to see it.

34,296. Is that different for girls and boys, or is it exactly the same?—It varies (*handing in the same*). The questions are somewhat different.

34,297. Is it the same standard roughly for the girls' examination as for the boys or is it a little higher?—It is as nearly as possible the same.

34,298. Are the girls when they come in about the same age?—Yes.

34,299. Would you mind telling us about their salaries, you did not do that; are they the same as the boys?—No. From 14 to 18 they vary from 6s. 6d. to 14s., and then it goes upward to 30s. at 25 years and over.

34,300. That is about the same as for the boys to begin with?—Yes, it is exactly the same to start with. Our girls' office wages have not yet been scientifically graduated as in the men's office.

34,301. Could you tell me what they may rise to in the ordinary course?—On the ordinary staff the highest wage paid at present is 31s. 6d.

34,302. That is for the ordinary clerical staff?—Yes.

34,303. Do they all come in at 14 years of age, or do you bring in older women?—That depends on the supply. If we can get them at 14 we prefer it, but we do take them older. For instance, we cannot get typists of sufficient proficiency at that age.

34,304. Are they all competent to type?—No.

34,305. Do they learn typing afterwards if they wish to rise?—Not necessarily, that is a separate department.

34,306. Do they also attend evening classes like the boys?—Yes, the same rule applies. I perhaps ought to have stated that the parents of both boys and girls have to enter into certain agreements with us when the children come to us. I do not know whether you would

18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

like me to read these agreements; they rather bear on this point.

34,307. (Chairman.) Yes, if you please?—There is an authorisation form that the parent has to sign which applies both to boys and girls: "I agree that" (*then comes the name*) shall (1) attend from the date of admittance "to your employment for two evenings weekly at evening continuation classes held during the winter months "until he becomes 19 years of age, no student being "allowed to leave school until the end of the session in "which he has commenced. (2) That he shall receive "any attention that the dentist may consider necessary "provided that if any charge is made I am first advised "and give my further consent." That is always done practically at the charge of the firm. "(3) That he "shall receive instructions in gymnastics and swimming during work hours until the end of the term in "which he reaches his sixteenth birthday, and shall attend evening classes in gymnastics once a week "during the winter months for the two following years, "viz.: until his eighteenth birthday." That is the form for boys, and the girls' form is very much the same.

34,308. (Miss Haldane.) Can the women get special promotion by qualifying themselves in special ways?—Yes, we have avenues of promotion for girls somewhat similar to those for boys. They have opportunity with other employees of rising to the position of forewomen; we have also a small official women's staff, with higher remuneration than they would obtain in the office.

34,309. Would their salaries rise higher than you have mentioned?—Amongst the forewomen or the official women's staff there would be openings for exceptional girls.

34,310. As regards the system of promotion for both men and women, is it the head of the department who decides on promotion in all cases?—The directors decide, all cases are brought up by the heads of departments to the directors. All appointments to the staff or as foremen and forewomen of departments are passed by the board of directors, and each on appointment comes up to see the directors at their board meeting. The directors make a special point of seeing them all.

34,311. Do the directors personally see them?—Yes, we all see them. They come up to the board when it is sitting and are welcomed on their appointment.

34,312. Is that done annually at any particular date?—No, as required. One of the directors is generally responsible for a special department. I am responsible for the men's office department myself, others are responsible for other departments.

34,313. And one director introduces those who are going to receive promotion to the other directors?—Yes.

34,314. You spoke of dentistry; that is in the school?—Yes.

34,315. Do you do anything further with dentistry for any of your people?—We have two fully-qualified dentists in our employ, and it is one of the understandings with the parents which I have read that when the children come to us they shall have their teeth seen to.

34,316. Is that right through the time or only while they are at school?—Boys have to go periodically to the dentist up to 21 years of age, girls during the whole of their service.

34,317. Do you insure them for sickness beyond the State system?—There is a voluntary sick scheme for the office staff only.

34,318. In addition to the State scheme?—Yes.

34,319. Is that contributory also?—No; that is not so.

34,320. I think you said it was a voluntary scheme?—Yes.

34,321. Is this sick scheme carried out entirely by the employers?—Entirely. This is one of the forms (*handing in the same*).

34,322. Is that in addition to the State scheme to which the employee contributes?—Yes, it is entirely in addition.

34,323. (Sir Kenneth Muir-Mackenzie.) It is independent of it?—Yes.

34,324. (Miss Haldane.) So that an employee would have a very good remuneration when he or she is ill?—Yes.

34,325. Have you any system for men also?—Yes, this is the men's scale (*handing in the same*). When this scale does not meet a case owing to the length of sickness it may be referred to the board; that is to say, we may have some special old employee whose case wants special consideration.

34,326. (Sir Donald MacAlister.) Do you mean that an insured person in your employment will get full pay during these weeks and get a sickness benefit from the State as well?—No, we deduct the State pay during the period of full pay, that is to say, under 10 years' service for two weeks it is deducted; after that the two weeks half-pay is not taken into account.

34,327. (Miss Haldane.) You spoke of your education experts; are they all men or have you any women?—We have one man who is an expert.

34,328. Have you women teachers in your schools; are the evening classes under your control?—We have a few classes in the works, but otherwise they are not under our control.

34,329. (Mr. Hoare.) How long do you compel your boys to attend continuation classes—up to what age?—Up to the age of 19, and they may not work overtime during that time; we limit their hours very strictly.

34,330. Are all the classes which they attend evening classes or do you allow them part days off?—Some of the office classes are held in the afternoon in work hours. We have one or two special classes which are not yet recognised by the education authorities for the purpose of giving them a general office education, such as teaching them ledger work and the different technicalities of our office routine. That is our own class entirely.

34,331. The continuation classes, I suppose, are the ordinary classes provided by the Local Education Authority?—Yes, and they are mainly attended by our own people.

34,332. Do they in practice attempt to bring their curriculum into close touch with the work of your business?—Our Works Education Committee sketches out for a boy or girl what subjects they would recommend them to take according to their career, thus saving them from drifting indefinitely. I have a pamphlet here on our education scheme which might give you the information more fully (*handing in the same*).

34,333. Have you ever had cases brought to your notice of boys being too tired after their day's work to get the full benefit of the evening classes?—Not many. One wishes that they could have it in the afternoon; it would be very much better in the daytime. Our office boys work 40½ hours in the week.

34,334. (Chairman.) In 5½ days?—Yes.

34,335. Do they have a half-holiday on Saturday?—Yes, they go at 12.30 on Saturday.

34,336. (Mr. Hoare.) How long do these classes usually last in the evening?—Two hours or so.

34,337. On each day of the week?—No, three evenings a week.

34,338. (Mr. Shipley.) Do the three evenings include the gymnasium?—Yes, up to the age of 18.

34,339. (Mr. Philip Snowden.) All that is very fully stated in the form of agreement which you read?—Yes, the parent signs it, and we have had no serious objection taken to it.

34,340. (Mr. Hoare.) With regard to positions of responsibility, should I be right in saying that the general questions of policy are arrived at by the members of the board?—Yes, that is so.

34,341. Would you mind telling the Commission how many members there are on the board?—There are five directors.

34,342. Did any of those directors originally start in the firm on the staff of the firm?—No, they are all members of the family of Cadbury. We have no outside directors at present.

34,343. (Mr. Shipley.) Did I rightly understand you to say that you have a very large number of trades of different kinds carried on under the firm?—Yes, that is so; there are 29 different trades.

18 April 1913.]

'MR. BARROW CADBURY. (MR. H. E. JOHNSON was in attendance.)

[Continued.]

34,344. Could you tell me one or two of the chief things?—Carpentry, cardboard box making, tin making, printing, engineering, fitting, sheet iron work, gardening, and a great many others which gather naturally round our work.

34,345. Have you had any experience in dealing with Government offices in the colonies or in foreign countries?—No, I have not.

34,346. Do many of your clerks attend the evening classes at the University of Birmingham?—Not many.

34,347. And there are not many who proceed to degrees there?—No. We have just instituted a scheme by which we have made it possible for any student of exceptional ability to proceed to the university, and one such man is expected to go to Glasgow University shortly. There is a condition attached to it that we have the first claim on his services with the promise of a minimum salary on his return; we have just begun that scheme; we have not had any experience yet.

34,348. (Mr. Matheson.) For how long is the first claim; do you mention a term of years?—For three years.

34,349. (Mr. Philip Snowden.) Is the firm paying his expenses at the university?—We award a scholarship of 50l. per annum renewable for a second and third year.

34,350. (Sir Donald MacAlister.) Is that with a view to the general arts course or with the view to a scientific course in preparation for expert work?—It is for the arts course, to fit him for a responsible position in our factory.

34,351. Not electrical engineering or anything like that?—No.

34,352. (Mr. Matheson.) How did you select your man for this purpose; was it just that he showed special ability?—We found that he had exceptional abilities, and we encouraged him to pursue his studies.

34,353. I wanted to ask about your education expert; does he give his whole time to your firm?—Yes, entirely now.

34,354. Is he a man of university training?—He is a Bachelor of Science of London University, and before entering our employ he was the local official for higher education under the Worcestershire County Council, and before that was principal of a technical school.

34,355. Are the evening classes held in Bournville or in Birmingham?—They are held in different districts where the people live, some of them a considerable distance from Bournville.

34,356. Are they all within easy reach of their homes?—Yes, that is so.

34,357. How do you select your medical officers? You have no examination, I suppose?—No, the medical officers are fully qualified doctors of medicine.

34,358. You have no competitive examination?—No, we had all their qualifications before us when they were appointed. We have one man doctor and a lady doctor.

34,359. Do you advertise if you have a vacancy, or do you just let people know?—We advertise when we have a vacancy.

34,360. Are they whole time people?—Yes.

34,361. Can you say what proportion of your women employees leave to marry?—The majority of our women employees leave to get married. I am afraid I cannot tell you beyond that. I think probably the test is that in our women's pension scheme very few remain with us till they are 60 years of age.

34,362. What holidays do your clerical staff have in the year?—The ordinary office staff have a fortnight in the summer, five days at Christmas, three at Easter, one at Whitsuntide, and two at the August Bank Holiday—23 days in all with full pay.

34,363. (Mr. Philip Snowden.) Are those working days?—Including Bank Holidays that is 23.

34,364. Does that include Sundays?—No, it does not; it is 23 working days. The A staff has five weeks holiday during the year; the B staff has 27 working days including Bank Holidays. For three months in the summer, as far as possible, the clerks are allowed to leave alternate days at 4 o'clock, on the understanding that during the very busy period before Christmas the office hours may be extended for not more than three

nights a week to 7.45. The A staff is allowed a half day per week, in addition to Saturday afternoon from May to September inclusive; and the B staff is allowed eight half days during the summer.

34,365. (Mr. Matheson.) Mr. Hoare asked you about the directors. I suppose you would say that in comparing your business with a Government office we should have to bear in mind the fact that at the head of your business you have five active directors who are doing a good deal of the highest administrative work which in a Government office would be done by the highest class of employees?—That is so.

34,366. Are all the directors active directors?—They are all active directors.

34,367. (Chairman.) Do the directors divide the work amongst them, one taking one department and another another?—Yes, as far as we can. That is the principle we work upon.

34,368. (Miss Haldane.) Suppose a woman left to be married and subsequently became a widow, would you allow her to come back again?—No, we have been very strict about that. We have openings in the kitchen department only.

34,369. (Sir Kenneth Muir-Mackenzie.) Do you consider that your establishment is manned through open competition; it comes very nearly to that, does it not?—I think that is what it amounts to.

34,370. Do you consider that is the best way of manning a great office?—From my own experience, I should say yes.

34,371. What happens when you have got a man who is practically no use to you, or only of very little use, he just pulls along. I suppose he will never get into Staff B?—No. Speaking of the office, we have some clerks who have reached what we consider their limit, and will never get beyond.

34,372. Such a man could not say to you after a certain period that the expectations which had been held out to him when he came into your service had not been fulfilled?—We have had one or two men like that, and have definitely told them that they had reached their limit. They are glad, of course, to stay on; they would probably not get another place.

34,373. But they are not in a position to tell you that they had expectations of getting up to Staff B in the course of time?—No, we have never given them any such expectations.

34,374. With regard to pensions, however short a time a man has been with you, when he goes away he gets something because it is a contributory scheme?—He get all he has contributed himself with compound interest at 2½ per cent.; that acts as a savings fund; he loses nothing; under whatever condition he leaves he is entitled to that.

34,375. But not to the firm's contribution?—No, that goes to strengthen the fund. Those who remain in it get the benefit.

34,376. It does not go to that particular man?—No.

34,377. Have you anything that corresponds to the age limit in the public service?—Our age limit is 60, but some of our very good workers have exceeded 60. Every year after 60 they have to be passed by the doctor as healthy, and their continued service approved by the directors.

34,378. You have pretty strict office hours, I gather?—Yes, very strict. I have explained that for a short period in the winter we work overtime, but we adjust it in summer.

34,379. Have you a system of pay for overtime if you call upon men to stay longer than their daily hours?—Yes, they are all paid for overtime. Except as in the special arrangement referred to in the previous question, we do not pay our Staffs A and B for overtime under any circumstances.

34,380. If a man is called upon to stay beyond office hours you recognise that he has a definite claim to ask you for additional pay?—Yes, certainly; but the head of his department would not let him work overtime if he could help it, because he does not get anything out of it.



18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

34,381. You do not consider do you, that your whole establishment is manned from the bottom. There is a considerable proportion of Staff B, I understand, which does not consist of people who have entered at 14 or 16 P.—Out of the 33 in Staff B, 24 have been on the ordinary office staff.

34,382. And as regards the remaining nine what is the case?—They are outsiders. For instance, if we want a man with a special knowledge of the paper trade, we have not that internal knowledge, and we have to get a man with knowledge of the paper trade.

34,383. Then, except for those people whom you have to get hold of for some special purposes, your whole establishment may safely be said to begin from the bottom?—That is so.

34,384. (*Sir Donald MacAlister.*) Is that equally true of Staff A?—In Staff A, there are more outsiders—chemists and engineers, and men like that, holding positions which our own employees cannot fill.

34,385. (*Mr. Boutwood.*) I think you said that about half the boys who submitted themselves to your examination failed?—No, one-third.

34,386. Could you give any indication of the nature of the failure—what do they fail in?—We put down a number of towns and ask them what counties they are in. If a boy fails in three-quarters of the answers we do not consider he has got much general knowledge; or if he fails in his arithmetic questions altogether it is no good putting him on to the intricate work of the office.

34,387. (*Chairman.*) We have been told that boys of that age are very bad spellers; that it is marvellous how badly they spell; do you find that in your experience?—No, we always have their letters of application before us, and I should not say that that has been our experience at all.

34,388. (*Mr. Boutwood.*) In your firm do you make any extensive use of labour-saving appliances like calculating machines?—Yes.

34,389. What are the advantages of a calculating machine?—There are a great many advantages.

34,390. For instance, what?—I use one myself. I can devote my whole attention to putting down my figures correctly, adding them with equal ease either vertically or horizontally, the machine does the adding with unerring accuracy.

34,391. Then it is a saving in accuracy and time?—It is in accuracy as much as in anything.

34,392. More than in time?—I should think that there is a saving in time as well—time and accuracy.

34,393. (*Mr. Philip Snowden.*) About two-fifths of your clerical staff, I take it, are women?—Yes.

34,394. Are they in the main engaged in work similar to the work done by the men?—I have a few headings. For instance, making out accounts, checking invoices and cash sheets, and forwarding invoices and receipts, preparing all invoices for dispatching, computing their overtime lists, ledger work (correcting transfers). I think you may say that much of the work done by the women is the same as that done by men.

34,395. And will the average pay of these women be equal to that of the men?—No, it is considerably less.

34,396. What will your staff of women typists be; are they included in the 202 women?—Yes, they are included. There are 46 of them.

34,397. Have you a minimum scale of salary for them. Supposing you recruited a girl at 18 years of age as a typist and shorthand writer, what would be her initial salary?—I am afraid I have not got that. We go by the same scale. If we take an expert typist on we take her on at a higher rate. The highest rate at the present time is 31s. 6d.

34,398. You have a large number of women employed in your non-clerical departments?—Yes.

34,399. You told us that in no department of your works do the men and women work together?—That is so.

34,400. It has been the deliberate policy of the firm, you say, to segregate them?—Yes.

34,401. Did they at any former period work together?—I think it must be 30 or 40 years ago.

34,402. Then the present practice is not the result of any unfortunate experience of men and women working together?—No, it is on principle; we think it is better.

34,403. But you cannot avoid the men and women coming together occasionally on matters of business?—No, and we go out of our way to make social opportunities out of work hours for them to meet together at concerts, and one thing and another; they have plenty of opportunity.

34,404. We all know of course that you have a great many means of social recreation and the like in connection with your firm?—That is so.

34,405. Do the men and women mix freely in those ways?—They have separate recreation grounds—a men's ground and a women's ground.

34,406. Seeing that your men and women are kept in separate compartments, if I may so put it, you must have women to supervise women?—That is so.

34,407. Therefore you will have women in positions of considerable responsibility?—Yes, they are included under forewomen.

34,408. I was intending to include not only the clerical department but the boys and girls generally?—That is so, there are forewomen in our works generally over the departments.

34,409. The A and B staffs are not confined to the clerical side only but to the works generally?—Yes, and we have of course sub-officers of our clerical department which is divided over the works. For instance, our card-box room is a very large room and there is a great deal of book-keeping to do in it.

34,410. Having women in these positions of responsibility as superintendents you will be able to form some opinion as to the capacity of women for control and management; would you mind saying what your opinion is upon that point?—I think we have every reason to be satisfied that they do very well over women. In the opinion of the head of our office, Mr. Johnson, the advantage which the male clerk has over the female clerk is that his physical powers permit him to work at greater continuous pressure; that he is usually more dependable in the matter of health, and that, having learned his work, his period of service is likely to be much longer than in the case of women clerks; he enters into it as his life work.

34,411. May I ask whether you have any proportion of your clerical staff on piecework rates?—Yes, in one or two departments where it is possible.

34,412. Would it be in making invoices?—Yes, and in posting.

34,413. Are women as well as men engaged in that work?—No, there are no women engaged in it.

34,414. Therefore, on that basis you are not able to compare the output of men with that of women. Apart from the general conclusion which you have just stated, what do you say as to the comparative outputs of men and women engaged in similar work on your clerical staff?—I do not think we have any figures as to that. I should think that a male clerk has on the whole more capacity than a woman, that is to say, if he is a thoroughly good clerk he can probably turn out more work.

34,415. Do you find that the women are fairly conscientious and accurate?—Yes, very.

34,416. That you would say was a feature of women's work?—Yes.

34,417. You say you have no university men except perhaps one or two whom you might call technical men on your staff?—Yes.

34,418. You have never felt the need for men of what is sometimes called wide culture as managers of your departments?—No, apart from appointments to professional positions such as doctor, analyst, and educational expert, we have not engaged men of the highest educational attainments for positions of responsibility, having found it as a rule preferable either to choose for these positions men who have been brought up in our own offices and works, and who know by experience all the conditions, or men with special knowledge gained in other industrial concerns. We have in four instances withdrawn men from our travelling staff who had their early training in our offices, and



18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

have brought them back to Bournville to take responsible positions where the extended knowledge they had obtained on the road would be of great value to them on our official staff. Our general view has been that practical experience combined with administrative ability will produce the best official; at the same time we do not depreciate the value of the highest attainment in education.

34,419. That is a very valuable answer, and I am very glad to have it. You would say that the qualifications for a commercial traveller are of a somewhat special character, and it is rather important that he should be a man of good address and understanding and a man who had a good knowledge of the world?—Yes.

34,420. That a successful commercial traveller must possess the qualities which would come under the head of a man of fairly wide culture, not in the sense of book knowledge but of a knowledge of business affairs?—Yes, and of course he brings with him a knowledge of the requirements at the other end—that is a great value. He is working with knowledge.

34,421. For these important posts then you think that you can get better men by training them in your business from the beginning than by bringing in men, say, who have the polish of a university, but no practical knowledge of business?—That is so.

34,422. Could you tell us something about the organisation of your office, how you divide your work?—We divide it into sections such as our ledger department, order department, costs department, wages office, and perhaps a dozen other offices. There are a great many different offices.

34,423. You yourself, you have told us, are the head of the office department?—Yes, of the men's office.

34,424. That is your branch of the works?—Yes, everything of importance is referred to me which concerns the men's offices.

34,425. But you have one man I suppose, who has as it were in his hands, the reins of all the different departments of the office?—Yes. Mr. Johnson, who is here, is the head of the office.

34,426. Might I ask whether all the members of the staff would be personally known to him?—Yes, that is so, but Mr. Johnson has nothing to do with the women's office, the women's office is managed altogether from the women's side. I, myself, have nothing to do with it.

34,427. Could you tell us how you divide the work from the men's side and the women's side?—As a matter of fact, we have a very large room for the general office, and it is screened off between the men and the women, the women working on the one side and men on the other. They have to be very near.

34,428. They can easily pass from one side to the other?—Yes, they have to come round some way through a door which does not open directly into the men's office.

34,429. I want to put a question to you about your experience of what I might call the efficiency of a better education. In the book which Mr. Edward Cadbury recently issued, and which I have read with a great deal of interest, he gives some very startling figures which he has taken from the industrial side of your business, in which he points out that boys who have had a year longer at school earn on piecework something like 24 per cent. more than boys who have had a year less at school?—That is so.

34,430. Have you had any similar experience to that in regard to your clerical branch?—I do not think I could answer the question quite as clearly as that.

34,431. May I put it in this way. Do you find that a lad who comes to you after a year or two longer at school, takes up points much more quickly than a lad who has not had quite so much time at school?—Yes, he does.

34,432. Just a word or two about your method of appointment. I suppose it is not necessary for you to advertise for office boys?—No. Applications come in automatically.

34,433. I suppose that some lads at school are looking forward to the possibility of getting into your office?

—Yes, and we are in very close touch with the schoolmasters in the local schools.

34,434. Do you show any preference to the sons and daughters of your employees?—We give them an equal chance, and if they pass the examination and come out well we are very glad to have them. We do not give them any preference, but it is, of course, pleasant if we can take on a child of one of our own people.

34,435. Have you any restriction that the boys must be living with their parents in the neighbourhood?—Certainly, with their parents or guardians; it is one of the reasons for which we may refuse a boy if he lives on the other side of Birmingham, and there is no prospect of his having a home near.

34,436. Just a word about your pension scheme. Can a man retire before he is 60 years of age if he wishes to do so, and take a proportionate rate of pension?—If he has broken down in health under special regulations, not otherwise.

34,437. Do you make the women any gratuity on marriage in addition to the contributions they have paid into the superannuation fund?—We give a present of 20s. to each girl who is to be married.

34,438. That is in addition to her contributions to the superannuation fund?—Yes, and in the case of men it is a sliding scale.

34,439. You give a man something when he gets married, although he continues in your employ?—That is a special donation from the firm; it is on a sliding scale according to the time he has been with us, beginning with a sovereign and working up to 5*l.*

34,440. I want to put this question to you because I think it has a very important bearing on certain things we are inquiring into. I understood you to say that a good efficient ledger clerk could reach a maximum salary of about 160*l.* a year?—Yes.

34,441. You would consider such a clerk to be a good, all-round clerk, a man who is competent to go into the office and do almost any work that you require to be done in the business of the office?—He would be one of the ablest of the ordinary clerks who have got ordinary routine work, not brilliant but a man who would do ledger work to perfection.

34,442. (Sir Donald MacAlister.) Might I ask one question in supplement of what Mr. Snowden has been asking you. I notice on the last page of your Education Scheme, this phrase: "Valuable scholarships tenable at a college of university rank are also offered by the 'firm'?"—That would be the scheme under which the lad I have already mentioned is going to Glasgow.

34,443. Is that philanthropy or is it business?—I think it is business; he will come back better fitted for his work with wider knowledge.

34,444. (Mr. Graham Wallas.) The present policy of the firm is to recruit boys, so far as possible, about the age of 16 after they have had a secondary education course?—Yes.

34,445. Have you considered whether the type of examination paper that you are now using would be suitable for a boy who had gone through such a course?—Mr. Johnson says that we have a special paper for such boys.

34,446. Supposing that there were introduced, as is now proposed, under Government auspices, a school leaving certificate, for the efficiency of which the Government made itself responsible, would you attach any weight to the fact that a boy of 16 had obtained such certificate?—Yes, great weight.

34,447. Would you feel inclined to substitute proof of having done well at that examination for the necessity of passing your own examination?—I think that probably we should want to satisfy ourselves that on points which affected our business he had some knowledge as well as the certificate.

34,448. That is to say, that his general eligibility would largely depend upon whether he had passed the certificate examination, but you would like to make absolutely certain about special technical points?—Yes; the certificate would be a great help to us to know that generally he was a well-educated boy.

34,449. Has the point ever been raised that the kind of work that a boy does in the first couple of years in

18 April 1913.]

Mr. BARROW CADBURY. (Mr. H. E. JOHNSON was in attendance.)

[Continued.]

an office like yours is a little beneath a boy who has had, say, three or four years in a secondary school?—We do not put him to the lowest stage, we should not make him an errand boy, we should start him just so much higher up.

34,450. But then also for another three years you require him to attend continuation classes?—Yes, until he is 19.

34,451. The fact that you are giving him certain educational opportunities would be rather a balance; he must not mind doing a little strictly routine work during that time?—Having gone through an office myself, I think that routine is a good training for the work he has to do afterwards.

34,452. You have a London office?—Yes, it is more a show-room than an office; we do not do any manufacturing in London.

34,453. Do you find it necessary to pay rather more for the same work in London?—Yes, we always allow something extra. We should pay a man in London 6s. a week more than he would get in Birmingham, probably owing to the higher cost of living, railway travelling, and so on; and we make an allowance of 5s. a week for his luncheon; that is a total of 11s. extra.

34,454. You give an ordinary clerk about 11s. a week more in London?—I do not think our experience is of great value as we have only one clerk; but we do reckon that it costs more in London.

34,455. You are aware, perhaps, that Professor Ashley, of Birmingham University, has commenced a rather interesting scheme of higher commercial education?—Yes.

34,456. Do you make any use of his scheme at all?—We have not done so at present in connection with our own clerks.

34,457. Now I want to ask you a question on which I shall not press you for an answer, if you do not like to give it. You treat your employees in the matter of holidays, and in some other respects, rather conspicuously better than the average firms throughout England, do you not?—I do not know how we compare in that respect.

34,458. In so far as that may be true, do you ever ask yourself the question whether these special advantages are practically subsidised by the firm out of possible profits, or do these special advantages repay themselves in the same or additional profits?—They repay themselves many times over.

34,459. You believe that everything which you have so far done, in the way of giving special advantages, does, as a matter of fact, pay the firm in the shape of increased efficiency in general work?—I am sure of it.

34,460. In addition to all the other physical and personal advantages?—Yes.

34,461. (*Miss Haldane.*) Have you any figures in connection with your sick insurance which would show the relative amount of illness of men and women?—I do not think we have.

34,462. (*Chairman.*) In the book to which Mr. Snowden has referred, I find the following passage: "It is not satisfactory for education to stop at the age of 14. . . . There is a great national waste in allowing children to leave school at the age of 12 to 14 without insuring in some way that their education shall be continued. . . . Education develops initiative, adaptation, self-control, and general knowledge of mechanical and scientific principles, which, quite apart from specialised training, are so necessary in modern industrial life." I infer from these statements that you consider it unwise to take children from school before the age of 16?—Yes, where it is possible to keep them on it is much better.

34,463. So far as your business is concerned, you would wish to take no boy under the age of 16 into your business?—So far as we are concerned that is so. We have tried by evening classes, so far as we can, to make up for the loss.

34,464. But if you were able to get sufficient material at the age of 16, would there be any necessity for your establishing these evening classes?—I cannot answer that definitely.

34,465. Just one other question. It is usual, is it

not, in commercial life, to pay women less than men—the wages of women are fixed at a lower rate than those of men?—That is so.

34,466. What is the foundation of that practice? Is it that the out-turn of work done by women is found by experience to be less than the out-turn by men?—To some extent that is so; but I should have thought that it was owing to the greater responsibilities which rest upon a man in having to run a home.

34,467. Let me put it in this wider way. Is the undoubted fact that women receive less pay than men founded on the experience that, taken as a whole, women are less efficient agents than men?—I do not feel very confident to answer that.

34,468. Then on what reason is the disparity of payment justified? We have the fact, I believe the universal fact, that women are paid less than men?—I do not think that I wish to justify it. I simply take it as it is.

34,469. I am asking you whether you can advise us as to what the foundation of the fact is. We find it a universal fact in commercial life, is there any substantial justification for it, or is there not?—My only feeling is that it is because the man has the responsibility before him of starting a home and all the expenses connected with it, and that probably more claims will come on him than on a woman.

34,470. That, you think, is the justification, apart altogether from the work that is done; it appeals to something outside the work for which payment is being made?—As Mr. Johnson suggests to me, we are guided by competition outside. Our own standard of wages at Bournville is above the average standard in the district. I think that is all I can say.

34,471. But still your standard of wages, which you tell me is above the standard in the district, nevertheless presents this feature, that the wage paid to women is less than the wage paid to men?—Yes, that is correct.

34,472. I was endeavouring to see what was the justification for that. You point out to me what no doubt is an important factor, that a man has greater responsibilities to meet; he is the head of the household, he is the bread-winner; but I want to know if you can tell me whether in your experience the work turned out by women is less valuable to you than the work turned out by men, or is of equal value to you?—It is rather difficult to say. Speaking of office work, I should say that a woman's work is rather more mechanical than a man's, that a man would have more originality in some ways.

34,473. Do you think that the comparative value of the work of the two is represented by the difference in the price paid for it?—No, I do not.

34,474. The difference in price is then not a criterion of the comparative value of the two works?—No.

34,475. (*Sir Donald MacAlister.*) If the clerical work of women were appreciably cheaper than that of men, taking everything into account, on commercial grounds you would employ more women and fewer men would you not?—I do not think so, I do not think that we should take that element into account.

34,476. Firms with which you would compete would have that factor before them?—Where we employ a good many of these women is in outside offices and women's departments where we should not have men under any circumstances. For instance, in the general office I find that we employ only 46 women, which shows that, apart from the typists, the others are scattered through the works in the different women's departments where we should not have men clerks.

34,477. In the general office where the work is on the whole pretty much the same you have no temptation on the ground of cheapness to increase the proportion of women?—We have actually only 46.

34,478. You find that the men's work is not so much more expensive than that of the women, in spite of their wages being higher, as to make it worth your while to displace them by women?—No.

34,479. (*Mr. Matheson.*) It is also true, is it not, that you retain the services of men longer?—That is so; they stay on until 60 or beyond if they have health.

Sir CHARLES MATHEWS, K.C.B., called and examined.

34,480. (*Chairman.*) Are you the Public Prosecutor?—I am the Director of Public Prosecutions.

34,481. Your office dates from quite a recent date does it not?—Yes, as at present constituted.

34,482. It was constituted in the year 1908, was it not?—My present office, yes. The office of Director of Public Prosecutions was created in 1879. My present office was constituted in 1908, when the office of Director of Public Prosecutions was severed from that of the Solicitor to the Treasury.

34,483. Then you took over from the Treasury Solicitor a certain portion of his staff?—I did.

34,484. That staff, or your individual office, is not borne on the funds is it?—No.

34,485. Do you meet the expenses from a lump sum which you administer?—Yes, that is so.

34,486. And consequently you yourself appoint your staff, and your staff is non-pensionable?—The answer is in the affirmative to both those questions.

34,487. But certain members of your staff are pensionable?—Yes; they are on the establishment. I think the number on the establishment will be found to be four in all.

34,488. Yourself, your assistant director, the principal assistant, and the clerk in charge of copying?—That is so.

34,489. I suppose the clerk in charge of copying is the principal clerk in your establishment is he?—He is the principal clerk in the copying portion of my establishment, that is all.

34,490. We have had to deal with the establishment of the Treasury Solicitor, and also of the Solicitor to the Post Office, and the claims made on behalf of those staffs are, I suppose, somewhat similar to those which are made on behalf of your staff?—I cannot speak of the Post Office, because I do not know what their claims are. Of the Treasury Solicitor I can speak, and I think the claims are almost identical.

34,491. I infer from the papers you have been good enough to send me that you agree with Sir John Mellor in thinking that it is absolutely essential that you should have the selection of your staff?—I do, my Lord.

34,492. And you see some difficulty?—I do not say it is an insurmountable difficulty—but some difficulty in reconciling the usual practice of selection for a pensionable office with the maintenance of the plan on which you insist?—Yes, I see the greatest possible difficulty.

34,493. There would be difficulty in reconciling the two?—I should see the greatest possible difficulty in departing from the personal selection which seems to me to be essential.

34,494. What I mean is, that, before officers are brought upon the pensionable lists of the Government there is a certain method of selection prescribed?—Yes, as I know.

34,495. And that method of selection is entirely at variance with the method which you would insist on?—As I also know.

34,496. Can you suggest any way by which your method of selection might be brought somewhat nearer to the Government method. Would you be disposed at all to entrust the selection of your men to a committee upon which you would be represented, and also, say, the Civil Service Commissioners?—I should be unwilling to do so, because I do not think it would add at all to the suitability of the men for my department if that course were adopted.

34,497. The Commission had it in evidence, from one of the solicitors, I think it was Sir Robert Hunter, that he now follows the practice of recruiting his men at an early age, within one or two years after they become qualified. The principal officers of his staff are solicitors, and I think he follows now the plan of getting them into his office within two years of their acquiring a professional status. Do you think you could adopt the same plan?—I do not say it would be impossible that I should insist, that within two years of their admission to the profession of a solicitor they must tender themselves to me, because only within the first two years they would be accepted by me, but as to whether it would make for efficiency

I say nothing. My own impression is that it would not.

34,498. But you abstain from condemning it. The reason I ask you is this, that if you were content to recruit your men within two years after their acquiring their professional status, it might be possible to institute a competitive examination between men whom you had previously selected. What would you say to that? I am striving to find out a way whereby the Government pensionary scheme might be extended to your office, and I throw out the suggestion to see what you think of it. The plan would be this: say you had three vacancies to fill in your office from amongst clerks with professional qualifications, you select 8 or 10 men by such means of selection as you please, and then institute an examination of a professional character between these 8 or 10 men, and take the best three: would that plan fall in with your views?—I do not at this moment realise the fact that they have passed any examination of an educational character which would fit them the more.

34,499. Of a professional character, not an educational character?—Or of a professional character. I do not know that that would fit them more for doing the work of my office, which is quite exceptional, as I am quite sure your Lordship realises, if you have read the paper I have sent you. The very small department over which I have control, is one, if I may say so, by itself, where the professional clerks have duties to perform of a most exceptional character. I do not know that I would be better served by such a mode of selection, first of all by me, and then by the result of some professional examination than I am now.

34,500. You might not be better served and you might not be worse served, but at all events the way would be opened, would it not, to relieving these men of the hardships under which I assume you, to a certain extent, think they are labouring?—Yes, I do.

34,501. That would indicate a way, would it not, by which, according to the established rules of the Civil Service, they might be relieved. To this consideration also I would call your attention. We have been told by the solicitors that the instances in which they have had to dispense with the services of any of the men they have recruited are almost negligible. They have been very successful in their choice?—That is the experience of the Post Office Solicitor?

34,502. Yes. I was referring particularly to Sir Robert Hunter who had adopted the early age of recruitment. If that be the case it shows, does it not, that the same thing might be expected if you were to adopt the system, first of selection and then competition, amongst the selected nominees. There would be a double assurance, would there not, that you would get good men. I say that because it has been urged upon the Commission that the discretion possessed by the head of the office of getting rid of the men who turned out badly is a very desirable discretion to preserve. But if in the case of such a great office as the Solicitor to the Post Office it is really not necessary, and if, on the other hand, there are reasons in favour of giving these pensionary advantages—such as the longer they stay in your service the more valuable they become to you, and the less possibility they have of outside appointments, if these things are so, do they not point to the necessity of devising some means by which the recruitment might be brought within those rules of the Government service, which insist on some test before selection, some test of an independent character, not depending merely on the direction of one person?—I am obliged to you for telling me of what Sir Robert Hunter has said and done. I hear of it for the first time. I have not had the advantage of reading Sir Robert Hunter's evidence. All I would wish to say is that the matter is one which I would desire to give very much more consideration to than I can at the moment of my appearance here before you.

34,503. I understand your fortune in selecting candidates has been the same as that of Sir Robert Hunter; that you have had good luck, and that you have not had to dispense with the services of any of them?—I think I have made a very good selection of my candidates.

18 April 1913.]

Sir CHARLES MATHEWS, K.C.B.

[Continued

34,504. (*Mr. Matheson.*) The great majority of your men are not of your selection are they?—That is quite true, because they were selected by my predecessor and taken over by me in 1908, but I have since had occasion to add to them, and my own selections have been quite fortunate.

34,505. (*Chairman.*) Your proposal I understand is that after selection your nominee should serve for seven years?—That is so.

34,506. That seven years would give you, I suppose, ample opportunity of judging of his character and usefulness?—Yes.

34,507. And then that he should be brought upon the establishment list?—That would be so.

34,508. Do you propose that for the whole of your establishment?—I propose it for the professional clerks in my establishment whose case seems to me to be a stronger one than that of my unprofessional employees; I do advocate it very strongly for my professional clerks; and I advocate it, although not so strongly, for my non-professional employees.

34,509. It has been stated in evidence that all the great commercial institutions and firms with whom we have come into contact do consider it essential that some pensionary provision should be made for clerks, and that it is not right that one should employ men for 30 years, and then when they become unfit for further work should turn them out in the world without any sort of provision. If that be the feeling that prevails in the best commercial circles would you say still more that it should prevail in Government circles?—Yes, just as much, if not more.

34,510. Do you think it desirable that the Government should be a model employer?—I do.

34,511. In so far that its dealings with its employees should not be worse than those of a commercial concern?—Most certainly not.

34,512. That would be an argument, would it not, in still further support of your claim that your ordinary clerks should get some pensionary provision?—Quite so.

34,513. How do those conclusions compare with the conclusions which were come to by the Committee appointed in 1888, on which your present system is based?—All I can say would be, I am afraid, on that subject, to repeat what was said before you by Sir John Mellor. I do not think I can do other than agree with what he stated to the members of this Commission. I need scarcely say, however (and I would desire to say it), that on any such point he would speak with much greater authority than I, because his experience is very much longer than mine. My experience is comparatively of recent date, because I was appointed only in 1908. I have read what Sir John Mellor said with regard to the recommendations of the Committee of 1888, and if I correctly understood him he said he thought the Committee had been mistaken in the remedy which they had proposed, and that it had not been possible altogether to fulfil the wishes of the Committee, and that indeed the recommendations of the Committee did not lead, in his opinion, to the best possible condition of things, and therefore it was that he was desirous of no longer being bound by the recommendations of that Committee.

34,514. At all events, the actual facts have not verified, have they, the expectations of the Committee?—That, I should say, could very confidently be said.

34,515. The Committee expected that there would be a flow of men through your office?—Yes, that was so.

34,516. And in that way your office would approximate to what was assumed to be the practice in outside offices?—In outside private offices.

34,517. Is it a fact that there is that free flow through the office in outside professional offices? Is it the fact that clerks come and go in a solicitor's office?—I should venture to doubt it, but I have no experience on which to found my doubt.

34,518. I should have thought that in a solicitor's office, above any other, the employees would have remained, and remained for a considerable time. I should have thought that there would not have been anything approaching a free flow outwards and inwards. What is the practice in private solicitors' offices? Are

solicitor's clerks at the end of 20 or 30 years' service, when the time for retirement comes, thrown on the world without any pensionary provision or not?—I should think only if they had very bad, inconsiderate, or poor masters. If they had good masters who were able to make provision for them, I am perfectly certain that provision would be made. I can conceive a case, of course, where a professional man has not the means with which to pension his old servants as they fall out of service, but in the ordinary course of things I should have thought that any clerk who had been in a solicitor's office for anything like 30 years would be almost certain to get some provision, the best his master could give him, for his old age.

34,519. It was stated to the Commission that employment in Government solicitors' offices unfitted men for making their livelihood in the outside world. What do you say to that?—That has a very special application to my particular department.

34,520. If that be true in regard to offices in which the work does more or less approximate to the conditions of work in an outside solicitor's office, in the case of your office there is no such approximation?—No.

34,521. Is that because you are limited to the administration of the criminal law alone?—That is so, and to the practice of it, a great deal of the practice falling upon my employees.

34,522. Consequently, I suppose, when you employ a solicitor, as time goes on, and he renders you valuable service, he becomes more valuable to you?—That is perfectly, absolutely true.

34,523. And you state, do you, quite properly, as an argument in support of your claim, that there should be some consideration shown him?—As the main argument.

34,524. (*Mr. Holt.*) With regard to the 6,000*l.* which you distribute, as I understand, amongst 20 clerks, how is the lump sum arrived at? Does the Treasury say to you "There is so much money, get your clerical service with that," or do you go to them and say "My clerical service will cost me so much"?—No, I ask the Treasury for a lump sum for my personal clerks, which, hitherto, the Treasury has agreed to.

34,525. Are you entitled to put the difference in your own pocket, or do you have to surrender it?—I have to surrender it.

34,526. Do the Treasury in any way see or approve the list of salaries which you actually pay?—I think the answer to that is in the negative. I think they do not, certainly in the first instance, see them. I suppose that at any time they could call upon me to supply them with any information they require in regard to individual salaries and the amounts of them, but in the first instance they have nothing to do with the fixing of them.

34,527. Of course, the money is not divided equally amongst the clerks; they must receive very different salaries?—That is so. If it would help you at all, I have had prepared here a list of my professional clerks with their present salaries.

34,528. What I really want to know is, is each person engaged on anything like a definite understanding as to the progressive increments of salary, or does he simply come for so much a year, and trust to you to give him more?—I think the answer to that is that everyone I have engaged in my time I have engaged at a salary to commence with of 150*l.* a year for two years, and there is to be no increase for that two years. May I just say that all my employees come to me upon a three months' probation, and they are all subject to a six months' notice of dismissal. I have fixed, during the time I have been there in control, their commencing salaries at 150*l.* a year, and told them there would be no increase in those salaries for the first two years, and afterwards as they work, and if their work is well done, they might expect some increase.

34,529. Are the subsequent increases given at your arbitrary pleasure?—Yes.

34,530. And not in accordance with any well-understood scale?—Yes and no, if I might venture to answer your question in that way. They are given at my arbitrary pleasure, but I might frankly say that the

18 April 1913.]

Sir CHARLES MATHEWS, K.C.B.

[Continued.]

rate of increase is on a well-understood scale of 15% a year.

34,531. I suppose you are like other people who do things at their arbitrary pleasure; you have to keep your arbitrariness within bounds?—I hope so.

34,532. So that in substance I suppose they might just as well be on a well-defined scale?—Yes, I think in substance they might.

34,533. Are all the 20 clerks professional clerks?—My professional clerks number 14 in all. I have added one to them in the course of this year. To them you should add the director, the assistant director, and the principal assistant. In them would consist the professional portion of the establishment, but they are not 20 in number. The professional clerks, properly so-called, are 14 in number.

34,534. Is the work of those clerks so strictly professional that an ordinary clerk of good education who had served some time in your office could not perform the duties?—I think the answer to that is certainly in the negative. I think I might make it plain to the Commission in two or three words. My clerks have to be selected in some sense for their powers of advocacy, because they personally attend in courts of first instance, in order to present the cases which I conduct. They do that largely in London; they do it largely in the country, and therefore they do require very special qualifications for their particular work; and an ordinary clerk, however good clerically in his office employment, probably would not be at all suitable to the work which has to be done by my employees.

34,535. Then a large part of their work is not office work at all?—A large part of it is not.

34,536. Do I understand you also have an allowance for copying?—That is so.

34,537. Does that include what might be called common clerical work?—Yes, but of a copying character only.

34,538. Is there any reason why those copyists should not become one of the ordinary class of Civil servants who do that class of work in other offices?—We always have taken them from the law stationers. It is law stationers' work which they have to do in my office. We have taken them from law stationers, and they have remained, having come to us from that source.

34,539. Do you put it that those persons are also solely professional?—No, I do not say that. I would rather say of them, perhaps, that they are midway between the two, but they are more unprofessional I should say than professional.

34,540. Do they do anything that an ordinary clerk with the special training of an office could not attain to?—With a special training in a law stationer's office, I think, no. I think they would require some further special training in my office in order to do the work of it.

34,541. (*Mr. Graham Wallas.*) It has been represented on behalf of a number of unestablished officials that under certain circumstances, when a man has spent a great part of his life on specialised work, he thereby gets a strong moral claim to establishment and pensionable rights. Do you agree with that?—I do.

34,542. Can you assist the Commission by indicating some general principle on which a demand for pensionable rights by non-established officials should be granted?—I can think of none beyond that which I am afraid has become rather common form now, to the members of this Commission, namely, that if a man should devote himself during the best part of his life towards proficiency in the department where he specialises, and who, whilst he is specialising, loses all touch with outside employment, it seems to me that that is the man who makes out a very strong claim towards a provision of some kind when he ceases to be able to work.

34,543. Do you say it ought to be accepted by the Government as a principle, that if a man remains in the employment of the Government for a period of his life doing specialised work, he should at a certain period of his life gain establishment?—Yes; and I would like to add that during the time he is gradually

getting himself efficient he is drifting from the opportunity of getting employment elsewhere.

34,544. (*Chairman.*) Would you limit that to skilled labour, or would you extend it to unskilled labour?—Speaking for myself, I think I would limit it to skilled labour, but that is an individual view.

34,545. (*Mr. Graham Wallas.*) Then, would you say that all persons coming into such a Service as yours should acquire what I might call an inchoate right to establishment from the moment they came in?—Yes, I think that fairly expresses my views. I have already said, in answer to the noble Chairman, that I should myself rather insist on a lengthened term of probation.

34,546. Would you accept also the statement that when you are appointing a man to the Government service, with such an inchoate right to establishment, the Government is bound to protect itself by examining rather closely the conditions under which he is appointed?—I can only speak for my own part. I do not think, myself, that any Governmental interference with regard to the selection of the people in my department would be of benefit.

34,547. (*Chairman.*) I do not think that is quite a direct answer. Your explanation might come very well as a qualification to a direct answer to Mr. Wallas's question (*the shorthand-writer read the question*). What is your answer to the general proposition?—That it might be advisable in regard to other departments, but, in my opinion, it would not be applicable to mine.

34,548. Is your answer that, as a general principle it is desirable, but that there are exceptions in departments, of which yours is one?—I think I would rather keep to my own words.

34,549. It is an important question put in a general form, and I should be glad if you will give an answer to it in its general form, and then indicate the particular exceptions that you may like to introduce?—Would it be an answer to it if I were to say that it might be applicable to other departments than my own.

34,550. No; I do not think that would be an answer to the question. Can you first deal with the general proposition affirmatively or negatively, and then say to this general rule there are exceptions?—I am afraid I can only answer it by saying that it might be advisable, but I do not think it would be advisable in the case of my own department.

34,551. (*Mr. Graham Wallas.*) Would you say in your own case you have anything which can be called a system in making appointments, or do you approach the question of each appointment specially?—I have no system.

34,552. Have you a waiting list?—I have a waiting list.

34,553. And the appointments are in fact made, are they, as a rule, from the waiting list?—Yes, that is so.

34,554. In what way does a man get on your waiting list?—By a personal application to me by letter from someone who desires to come to me.

34,555. Do you see him before putting him on your waiting list?—No; I do not.

34,556. And the letters which you get with the recommendations of the people you file, do you?—Yes; I file them.

34,557. And then when a vacancy occurs do you look through the file of all the applications, good, bad, and indifferent?—That is so.

34,558. Can you tell me, roughly, how many applications you have at this moment filed?—I am told by the assistant director between 30 and 40.

34,559. Have you examined them in any sense to find out whether these applicants are good or bad, or is it simply a bundle of letters which you may open and look at?—I have opened them and looked at them.

34,560. But you would, I suppose, examine them closely, if a vacancy occurs?—Yes, that is so.

34,561. Do you think that is on the whole the most satisfactory arrangement that could be contrived?—It does not seem to me a bad arrangement under which an applicant can, as it were, get his name on my list, but what really becomes important is, when a vacancy occurs, in sending for the candidates, seeing them, inquiring about them, and so on. The waiting list is rather accidental, may I say.



18 April 1913.]

SIR CHARLES MATHEWS, K.C.B.

[Continued.]

34,562. (*Mr. Philip Snowden.*) May I ask you one or two questions about yourself. I did not hear very clearly when you were appointed to the position which you hold now?—In 1908.

34,563. Had you served in the department before that?—No.

34,564. You came from the outside, did you?—I came from the Bar, and, therefore, from the outside.

34,565. Was it a Crown appointment. Who appointed you?—The Secretary of State for the Home Department appointed me.

34,566. I gather from what Mr. Holt said to you that now the total amount of money given to you is 6,000*l.* a year?—No, that is not the total amount; that is for the payment of my professional clerks and for my staff.

34,567. For all the staff?—No, that is not the whole money I receive for my staff. I receive an allowance for copying from which a portion of my staff derive their earnings.

34,568. Does your salary appear on the votes?—Yes.

34,569. And what other members of your staff are in that position in your department?—The assistant director's salary appears on the votes; the principal assistant's salary appears on the votes, and that of the clerk in charge of copying, and, with regard to the rest, it appears on the votes in a lump sum which is granted to my department by Parliament for the purpose of defraying my expenses.

34,570. Does the sum vary from year to year?—It is increased by such additions as I make to the salaries of my staff.

34,571. That is to say, you do not send to the Treasury every year, when the Civil Service Estimates are being prepared, the amount you want?—I do. I send up my estimate.

34,572. In sending that statement, do you give particulars of the demands which are likely to be made upon you for payment of salaries during the year?—That is included.

34,573. Do you give to the Treasury a statement of all the members of your staff and the amount of salary you are paying to them?—I do not think I do.

34,574. Am I to understand that you say to the Treasury, "We shall want the same amount for the coming year as we had last year, 6,000*l.*?"—Yes, or it may be a little more. If my expenses had increased, I should ask the Treasury for a little more. May I point out, that before I can add to my professional staff I have always obtained the permission of the Treasury to make the addition. I have written and said what the requirement was, and how it had arisen, and how it is that I propose to appoint one more professional clerk to my office, and I have had to get the assent of the Lords of the Treasury to doing that before I could do it.

34,575. Am I to understand that although you have an unlimited discretion as to the amount of salary you pay to individual members of your staff, you have no discretion at all as to the numbers you should employ?—When you say I have no discretion, I have no unfettered discretion as to the additions I make to my staff.

34,576. (*Chairman.*) If you make an addition of one to your professional staff, and yet do not exceed the lump sum given you, have you still to report the addition to the Treasury?—Yes. I have had to get the consent of the Treasury to the making of the addition.

34,577. Even though no increase to the lump sum is thereby caused?—That does not enter into it. There is no question as to increase. I have to give the Treasury notice, and more than that, to obtain the Treasury sanction to the appointment of any additional professional clerk in my office. I wish to explain that since the date of my entering into office, when I have required additional assistance, it has so happened that I have not had sufficient money in my personal allowance to pay for it, and consequently I have been obliged to refer in each case to the Treasury.

34,578. (*Mr. Philip Snowden.*) Do you apply to the Treasury or the Accountant-General for vouchers

for disbursement of this lump sum?—Of everything. The accounting officer of my department is the same as that of the Treasury Solicitor. I rather think the Solicitor of the Treasury described himself the other day as my accounting officer. We have the same comptroller of our two accounts, and everything that is spent by the department goes before the Committee of Accounts; every item is investigated, I believe, separately, and, I am quite sure, closely.

34,579. Supposing you were making an application to the Treasury for an additional professional clerk, would you be required to furnish the Treasury with some statement?—Not if the amount is included in the estimates.

34,580. What means have the Treasury of knowing what sum will be required?—Because it goes into my accounts.

34,581. But it does not go into your accounts until after it is paid, does it?—Quite true. I ask the Treasury's sanction to the appointment of the particular clerk, which is given. I appoint the clerk and fix the salary, and that salary finds its way into my accounts and goes before the Committee of Accounts for the purpose of seeing what is paid, and any objection to be made would be made by them or through the accounting officer to me.

34,582. (*Chairman.*) Are not you confusing the Treasury with the Auditor-General? Do not you submit your accounts to the Auditor-General and not to the Treasury?—I ought to have said the Comptroller and Auditor-General.

34,583. That is the Auditor-General, and if the Auditor-General does not find that you have Treasury sanction for the disbursement of a particular sum, he immediately queries it, does he not?—That is perfectly correct, my Lord.

34,584. (*Mr. Philip Snowden.*) Are no questions put to you by the Auditor-General as to the way in which you spend the money?—I do not think there are. I think if there was any question to put you may be quite sure it would be.

34,585. But no question is put. May I assume that as long as you do not exceed the amount voted to you in a lump sum, you can spend it pretty much as you like, without any interference?—I think I have some discretion with regard to that certainly; but, at the same time, do not be under the impression that I am not liable to be asked why I have done this, that, or the other, when it relates to any expenditure I have incurred.

34,586. But, as a matter of fact, although you are liable to be asked how you have expended money, are you asked?—I think my accountant sometimes is asked a great deal when he goes before the auditor.

34,587. Is this 6,000*l.* for the payment of what you call your professional clerks as well as your non-professional clerks?—It is for the payment of my employees.

34,588. May I put it in this way, that it includes payment for the services of all, except the four men in your department who are on the establishment?—That I think is quite correct.

34,589. How many have you altogether in your department?—In all 37, with the additional one who has been added this year.

34,590. Out of that department of 37, do I understand that you have 33 persons whose services are paid for out of public money, and who are not under any of the ordinary regulations and control which generally govern those who are in receipt of payment for services from the public funds?—I do not quite follow that question, I am afraid.

34,591. Their salaries are not fixed by the Treasury; they are approved by the Treasury; they are not established; they have no pensionable rights, and the whole of the money paid for the services of these 33 persons is disbursed at the discretion of the head of the department. That is the situation, is it not?—Yes, and may I say that if you will refer to the report of the Commission of 1888 you will find why that is the present condition of things.

34,592. I was concerned with the actual state of affairs?—The actual state of affairs is, as far as can be,



18 April 1913.]

Sir CHARLES MATHEWS, K.C.B.

[Continued.]

in accordance with the recommendations of the Commission of 1888.

34,593. At the moment I have nothing to do with that. I gather from what you have stated that you consider that to be a very desirable state of things?—I do.

34,594. The most satisfactory that could be devised?—For the working of my individual department.

34,595. You think it a desirable thing, do you, that there should be such a discretion in the hands of the head of the department?—I do; it is essential.

34,596. And those who are in the service of the department are liable to be dismissed by the head of the department; the continuance of their employment depends on the maintenance of his good will. They may be dismissed by his whim or caprice, and there is no appeal. Is that so?—All that is sound, but you state it as if it were an undesirable power. All I can say is in practice it proves to be a power greatly to be desired.

34,597. Is not that the condition of things?—That is the condition of things, certainly.

34,598. Has it ever entered into your mind that a system like that is capable of lending itself to a good deal of abuse?—No.

34,599. Could not you imagine a public official who had that power using it for the purpose of putting his own personal friends into a position?—No, I cannot imagine it, because I think, for his own self protection, he would not take his incompetent personal friend into his service, when he cannot get from him what he requires. It will be his incompetent personal friend who is placed there only as the outcome of a job which will be very detrimental to the duties of the department, and in my opinion, any question with regard to jobbery or unfair preference is negligible.

34,600. There are four out of your staff of 37, I understand, who are on the establishment, and who have pensionable rights?—That is so.

34,601. Are they what one might call the chief officials of the department?—You must not call the fourth of them a chief official. He is the head of the copying room.

34,602. Should I be correct in saying that they are those in receipt of the highest salaries?—You would be right in saying it with regard to the first three, but not with regard to the fourth. He was established because the Register of Copyists was to be closed, and after passing a qualifying examination. With regard to the first two of those who have been placed on the establishment, both of them came from the outside profession, myself and Mr. Stephenson, and it was with us, speaking for myself at all events, a very considerable inducement that I should in leaving a practice, which was not unlucrative, at the proper time have some pension. As far as the first two of us are concerned it was absolutely regular and ordinary that we should have a pension at the age of 65. With regard to the third gentleman, he is a gentleman who has risen to where he is from a comparatively humble position in the office; he is a man of very exceptional ability; he is a man who has been there, I know not for how many years, something like 30 to 35 years. I think, with regard to the fourth of them, it was very long service which recommended him as a person who had special claims to the establishment which were recognised in granting him a minor staff clerkship.

34,603. Do you know of any reason which justified the establishment of these servants that would not apply equally to other members of your staff?—No, I think not. I think the members of my professional staff, with the passing of time, and with length of service, would have strong claims to be established.

34,604. You said that the prospect of pension was one of the reasons which induced you to accept the appointment?—It was a compensation towards the giving up of that, which, as I said, was by no means an unlucrative profession.

34,605. Supposing the prospects of the subordinates of your department were improved in the way of granting pensionable rights, would not that also be an inducement to men of superior ability to accept these

posts?—Superior ability, may I say, does not quite meet my requirements, greatly as it is to be desired, in all individuals. The people required by me for the purposes of doing my work are people with exceptional gifts; they may not be gifts of the highest, but they are exceptional gifts, and therefore I do not know that I should insist, in my selection for my professional clerks, on people of very superior attainments.

34,606. They would not be any the less efficient servants if they had superior attainments, would they?—They might be none the less efficient servants, but they might be very inefficient advocates and very inefficient representatives of me and my cases in court, however high their moral character, however superior their educational attainments, they might not be at all suited to the work which they have to do in my department.

34,607. And you think, do you, the positions you are able to fill from applicants can be better filled by you personally than by say, yourself, in conjunction with a body of advisers?—I think so.

34,608. You think the wisdom of one man is better than the aggregated wisdom of a number, do you?—In very few things, but in this one thing I should say yes.

34,609. (*Mr. Boutwood.*) Something was said about the Government taking particular care to scrutinise the appointment of people brought on to the staff with pensionable rights. Do you think it would be proper to say that the most effective care that the Government could take would be to appoint a good man to make appointments in the first instance?—To my office alone do you mean, or to appoint generally, and at large to all the departments?

34,610. If in your own particular office, for instance, the Government appoint a good man as Public Prosecutor, who will do his work properly, that is the best guarantee, is it not, that they can have, that the appointment is made properly?—There is a sense in which, I think, that is quite correct. I think in my department he will make the best appointment who best knows both its work and its requirements.

34,611. You said something about the law stationers in connection with your non-professional staff, and you said what the non-professional men did was more like the work of law stationers than that of ordinary clerks. I am afraid that conveyed to me no information at all. What do law stationers do?—As I understand it they do the work from the solicitor's office which there are not the people, and there is not the time to do within the office itself. They are available to solicitors to do what is called law stationery work, that is to say, work which has to be produced at such time and under such pressure that it cannot be done within the office.

34,612. But what I am trying to get at is this: when you get a man from a law stationer's office what qualifications does he bring with him, that, say, the ordinary second division clerk would not bring with him?—He has been familiar presumably for a great many years with the copying of documents, the engrossing of parchments, much of which has to be done in my office, and with duties of that kind. He has fitted himself for doing the work by his practice in a law stationer's office, and he has to continue that kind of work in my office.

34,613. (*Chairman.*) Has he to do anything beyond copying documents, whether it be on paper or parchment?—Speaking of some of the copyists I would say no. Speaking, however, of some of the men in my copyists' room, they have to do considerably more, because they have to attend in court very often to take documents down, and they have to be rather skilled in the abstracting and engrossing of indictments, which are peculiar things.

34,614. They do not compose forms out of their own minds, but simply copy the things which are placed before them?—Yes, but the copyists in my copyists' room would be able to refer back to precedents for the particular purpose of the moment, which they could find of by reason of their experience.

34,615. (*Mr. Boutwood.*) Do I understand that the two officers of your department have been brought on to the establishment from the non-established grade?—Yes, that is so.

18 April 1913.]

SIR CHARLES MATHEWS, K.C.B.

[Continued.]

34,616. Do you know what arrangements were made about their pensions, and how much of their un-established service counts?—I cannot speak of the details of either of the cases, but I will furnish them to the Commission.\*

34,617. (*Sir Henry Primrose.*) You said that you had 14 professional clerks. Do I understand then that you have 20 non-professional clerks?—No. Will you be so good as to divide us in this way: we are a department of 36; there are three officers, then I have 14 professional clerks, and the rest would be non-professional clerks.

34,618. In other words there would be 19 of them, would there?—It works out so, including copyists and messengers.

34,619. Do you include amongst those 19 any men who are paid out of this 2,100*l.* for copying?—Yes.

34,620. What number of the non-professional clerks do you think, would be paid out of the 6,070*l.*, or does that all go to professional clerks?—I am sorry that I am not able to allocate that sum of 6,000*l.* I can supply the information.† I have here a list of my professional clerks with their professional salaries. I do not know what it comes out at but I can supply the total.

34,621. Of your non-professional clerks who are paid out of these lump sums are there several of them with salaries of 200*l.* or 300*l.* a year. What is the maximum salary you pay to a non-professional and non-established clerk. I see from the table that you have not a great many non-professional men, but the majority of your men are professional clerks?—That is so, taken in the sense of clerks, the balance of my 36 being made up by messengers, and so on.

34,622. You said at the beginning of your examination that you felt more strongly in favour of the establishment of the professional clerk, than you did in favour of the establishment of the non-professional clerk?—That is so.

34,623. But in some ways is it not more difficult to justify that according to what is almost the universal system of the public service, in respect of the non-professional clerks, than it is in respect of the professional clerks?—I do not know what the difficulty as to departure may be. It occurs to me, however, that my non-professional clerks are not so debarred from resuming whatever their work may be in the open field, by reason of their having been some considerable time in my service; and therefore, it occurs to me—it is an individual opinion only—that they have a smaller claim to pension, or that their claim is less strong to pension than that of my professional clerks. May I instance it in this way: I do not, myself, see why anyone who has been in my employment for a long while, let it be as a messenger, let it be as a shorthand-writer, let it be as a copyist, and has done his work well, and I can give him a good recommendation on leaving my service, should have his particular field of employment shut against him. In the case of the professional clerk I think his field has been shut against him. There is no open field remaining; he cannot go back to the profession he has left, and I do not think that applies with the same strength to my non-professional clerks.

34,624. Could you say why all you have said on the subject of your non-professional clerks, might not be said equally of non-professional clerks in any other branch of the public service?—I am not sufficiently familiar with the other branches of the public service to answer that. I can only speak of my own department, and, as I admit, from a very limited experience of the public service—but that is the view I have formed—it may be a wrong view, an imperfect view, or a hastily formed view, but it is the view I have formed.

34,625. From the point of view of the Commission what interests us is what reason can be assigned for giving to certain clerks in certain departments such as yours special treatment—when such a system conceivably ought to be applied and could be applied to the whole public service, could it not?—Yes.

34,626. Can you suggest from your experience any particular reason that could be alleged for treating

your non-professional clerks differently from the non-professional clerks anywhere else?—No, certainly not.

34,627. As regards your professional clerks do I understand the principal assistant who is on the Estimate and gets 800*l.* to 900*l.* a year has been put on the establishment as a personal matter, or is that a post which is recognised as a permanent post for an established office; that is to say, when this gentleman retires shall you be permitted to appoint another man as principal assistant?—I shall.

34,628. (*Chairman.*) Would the appointment rest with you?—It would.

34,629. (*Sir Henry Primrose.*) And you would probably, would you, select him from the men serving you in a non-established capacity?—There is the strongest probability of that.

34,630. What would you say to a system under which, instead of yourself selecting suitable candidates, the Civil Service Commissioners were to be open to examine any men in the profession who would like a Government appointment in either your office or that of any other departmental Solicitor, and that the Civil Service Commissioners should keep an approved list of men whose characters they had examined into, whose health they had examined into, men who would still remain in the profession in their different offices, so that when you had a vacancy you could go to the Civil Service Commissioners and say, "Let me see whom you have on your list, and I will choose from amongst them." Do you see any objection to that?—Yes, the objection is that I might not find a suitable man.

34,631. Would that be very likely?—I think not at all unlikely.

34,632. (*Chairman.*) Which of the two would you prefer if you were limited to a choice between the system Sir Henry has now mentioned and the system I suggested to you, namely, that you should choose four or five people for each vacancy and allow a competition to take place between these four or five?—I should favour your Lordship's suggestion.

34,633. (*Sir Henry Primrose.*) That gives you considerably less choice than mine, does it not?—It may give me considerably less choice but it at all events allows me to get, after he has been examined, the man who is suitable for my work, which I do not understand Sir Henry's suggestion would.

34,634. Have you formed any opinion as to whether, as a matter of fact, the system which is now followed in your office is cheaper, or much the same, as it would be by having established clerks. Do you think it results in a saving to the Treasury. Do you know at all how far the cost of the Treasury Solicitor's department has been diminished?—I do not know. I think I would rather not answer the question as to whether the expense to the Treasury is diminished or increased. I do not think I am quite in a position to answer it. I have not had much experience and I do not know any of the figures.

34,635. Supposing you were suddenly authorised to draw up a scheme for your department with nothing but established men, do you think you could draw up a scheme which would not cost more than this?—I think so; which would not cost more.

34,636. (*Sir Kenneth Muir-Mackenzie.*) I understand you think the Committee of 1838 was right in giving the power of appointment to the head of the office?—I do.

34,637. But that it was not right in saying that the staff was to be non-established?—Yes.

34,638. That is really the position?—Yes. May I add that the way in which the Committee prophesied the business of particular departments would be done has not resulted in fact; their prophecy has not been fulfilled. They foresaw that these departmental offices could be worked as the offices of private professional men, and that there would be, as they said, constant changes, constant promotions, and constant moving of the people in them. That has not resulted.

34,639. Do you think they were wrong in not giving to your department an established staff?—I do.

34,640. As a matter of fact, the staff as appointed has proved satisfactory, has it?—Yes.

34,641. Under the existing system you can get the men you want?—Certainly.

\* *Vide* Appendix LXXIV.

† *Vide* Appendix LXXV.

18 April 1913.]

Sir CHARLES MATHEWS, K.C.B.

[Continued.]

34,642. Then where does the difficulty arise?—There is no difficulty under the present system, as I have been saying, in getting the men you want. Where, it occurs to me, injustice may creep in, is in keeping the men you have got for so long a time that they have no field to return to, and just at the time when they are most in want of provision they have none.

34,643. Then it is not a complaint with regard to the work of your department, but you feel, do you, that your employees are suffering under some injustice?—I think they are suffering under a very great disadvantage—"injustice" is a stronger word than I would use. By reason of the service which they give they are becoming much more valuable to my department and less valuable to themselves, and the longer they stay with me there is less chance for them, and it seems to me that at the end of their service they should be entitled to some provision.

34,644. I understand that really is your case; it is not that you cannot get the men?—No. If I am left to select them I can get the men.

34,645. (*Chairman.*) Does that imply that if any change is introduced by which the power of selection is removed from the head of the department no men will come?—Far from it. But it does not seem to me the way in which the most desirable men would come.

34,646. (*Sir Kenneth Muir-Mackenzie.*) Is there any man in your department who is in a position to say that any expectations were held out to him which have not been fulfilled?—I think not.

34,647. All that come into the department thoroughly understand what the conditions are?—As far as I know.

34,648. Do you happen to know whether the Treasury, in calculating the lump sum, which really means calculating what pay is to be given to the individuals, calculated that they might be expected to save money or make provision for themselves?—I know of nothing which goes to show that, much less to prove it.

34,649. That is to say, that you think the pay which is given to those men is not higher than the pay that is given to men who also have a pension in the public service generally?—I think not.

34,650. (*Chairman.*) Have you gone specially into that point, and compared the pay which your men, who have no pensionary rights, do now get with the pay of the men employed on similar work who are pensionable?—I am afraid not.

34,651. Would it be possible for you to do it, and give the Commission a memorandum on the point?—I do not know how I should contrast, my Lord, because I have been rather claiming for my department that it is exceptional and so on, so that I do not know how I should embark upon the search.

34,652. (*Sir Kenneth Muir-Mackenzie.*) I understand you hold the opinion, with regard to the class of men in your department, that they are young solicitors—or have you any barristers?—I have one barrister and 13 solicitors.

34,653. There is nothing to prevent you taking in a barrister?—No.

34,654. With that class of man, say, at about 25, do you think they are people who might be expected to go in for a competitive examination?—No. I think, however successful they might be at the examination it would be no recommendation, or rather the result of the examination would not be useful in determining whether they are fit for my work.

34,655. (*Chairman.*) It would, at all events, eliminate the suspicion of favouritism which, in the minds of the outside public, might exist regarding the appointment of a public servant by an individual. It might remove suspicion which does exist in the public mind to a certain extent, might it not?—It might, of course. I respectfully agree it might remove that impression, but I do not think it would produce as efficient a professional clerk.

34,656. (*Sir Kenneth Muir-Mackenzie.*) My recollection of the proceedings in 1888 is that, although it is true something was said about "flow" or something of the kind, the main position was that it was thought the office of a solicitor of a public department ought to be

run exactly like the office of any other solicitor?—That is so.

34,657. And it came in incidentally that they said in an outside office a big solicitor was able to man his office—some clerks stayed with him for ever and ever on the chance of a pension, and others made their way into other solicitors' offices; but they did not put that as being necessarily a thing which would follow in a Government solicitor's office. All that they said was that they thought a Government solicitor ought to run his office in the same way as any other solicitor?—Yes, that they certainly did.

34,658. Whether they were right or wrong I do not know. That is what you do, is it not?—That is what I do.

34,659. And it is because you do that that you are given the choice of your own men?—That is so, and because, if I may say so, I have followed the lines laid down by the committee. Suspicion may be created in regard to the making of appointments, or even apparently as to the sufficient auditing of my accounts, but my system is the result of the recommendations of the Committee of 1888.

34,660. As you have mentioned the accounts, is it not the case where a lump sum is allowed that that is the outside limit that the person who has charge of it may expend, but that he has to show the Treasury the amount of it that he does expend?—Quite so.

34,661. So that in a certain sense you really put before the Treasury an estimate?—That is quite so; that is just how the thing works.

34,662. (*Chairman.*) You have to furnish vouchers for every penny you spend, have you not?—Yes.

34,663. (*Mr. Matheson.*) You do not submit the names of the people you appoint to the Treasury or any other official body, do you?—No.

34,664. Do you think it would really hamper your independence of selection supposing the names and qualifications of the persons selected by you had to be submitted either to the Treasury or the Civil Service Commissioners for approval before the appointments were made?—With a power of refusal, of course; otherwise there is no reason to submit them to anybody unless you submit them with a power of refusal in their hands.

34,665. It would be a power of veto, but at the same time it would be the most mild form of public control?—I should only say as to that, that it might occasionally result in my loss of the best man that I could find. That would be the effect of it, but please do not think that, personally, I am anxious to get away from all control in the making of my selection. It is not control I am anxious to get away from, but it is that I should, within my own volition, have the power of selecting the man I believe to be the best.

34,666. I am trying to suggest the principle of public control of established persons in the least unreasonable form?—Far be it from me to say that you have not suggested it.

34,667. (*Mr. Shipley.*) Where is your office?—In Whitehall—Treasury Buildings.

34,668. Is the accommodation adequate?—Yes.

34,669. There has been no grumbling about it?—No, no considerable grumbling.

34,670. I do not really quite know what you do. I would like to know what one of your clerks does. Does he attend if there is a case on in the Law Courts?—In a case in London he attends at the Metropolitan Police Courts.

34,671. Do you yourself ever attend?—Sometimes I go to a Metropolitan Police Court. I have been to one this morning. I do not personally conduct my cases.

34,672. What happens when you go to a court? How is your business generally arranged?—The morning is devoted to correspondence. Then there are cases going on in the country and in London. Conferences have to be held with Mr. Guy Stephenson, the assistant director, with regard to my London cases; with Mr. Sims, the head of the country department, with regard to the country cases. Then I have counsel to see in London with regard to cases going on here; people who

18 April 1913.]

SIR CHARLES MATHEWS, K.C.B.

[Continued.]

wish to see me in my department with regard to cases which are going on anywhere and everywhere; chief constables come from the country for the purpose of getting my advice, and I have to determine, I will not say how many cases in the course of a day, but certainly a good many cases in the course of the week, as to the institution of prosecutions. These with consultations with the law officers on matters which have a graver criminal complexion—and they arise very often in these days—keep me at work, may I say, from about ten o'clock in the morning until about half-past six at night almost every day.

34,673. Then do you settle which of these professional clerks will go to each case?—It is Mr. Stephenson

rather who does that, and decides who will be the best of the professional clerks to attend to a particular case. But taking cases where I employ counsel, the clerk appears not as an advocate, but as the instructor of counsel. In cases where I do not employ counsel the work is done by my staff, and it is my staff I am represented by in public in the hearing of cases during their early stages.

34,674. When you employ counsel how do you pay them? Do you get a special grant from the Treasury?—I pay them out of my vote.

34,675. Out of the 6,000?—Oh, no; out of a different vote to that—out of the vote given to me by Parliament for the purpose of conducting prosecutions.

## EIGHTY-FIFTH DAY.

Thursday, 24th April 1913.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.  
K.C.

Sir DONALD MACALISTER, K.C.B., C.S.I.  
Mr. ARTHUR BOUTWOOD.  
Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Sir ALEXANDER KING, K.C.B.,

recalled and further examined.

34,676. (*Chairman*.) There is one point, Sir Alexander, in connection with the Post Office on which I did not question you last time, and inasmuch as the Post Office is the most prominent department in which the question arises I have given you the trouble of coming here again. The question is that of civil rights. What is the situation in the Post Office on that question?—I hand in a copy of the rules governing the situation in the Post Office at the present time (*handing in the same*).

34,677. Do you desire to make any remarks upon the rules, so far as your experience in the Post Office department enables you to do so?—I think it is most desirable that the rules should be maintained.

34,678. Do you think it is desirable that public officials should take part in local politics; in connection, say, with the work that is dealt with by county councils?—I think it was a mistake for the Government of the day to make the concession in regard to county councils, because county councils are very largely political bodies now, and, occasionally moreover, there is a difficulty in the matter of attendance at county councils.

34,679. If attendance at the county council clashes with the proper performance of a postal official's duty, is it not within the power of the department to tell him not to attend?—Certainly, but no postmaster likes to put obstacles in the way of attendance, and, if a substitute can be found, the permission to attend is given.

34,680. To what class of postal officers does this permission to stand for county councils chiefly apply?—To every Post Office servant.

34,681. No doubt; but what class of Post Office servants is most likely to make use of it?—The large classes, I think, simply because of their numbers. We have postmen members of county councils, and sorters and sorting clerks.

34,682. When you say postmen, do you mean the local post office keeper?—No, the man who delivers letters.

34,683. Is he ever elected to the county council?—Yes, as a labour representative generally.

34,684. Are there many postmen who are members of county councils?—No, not many.

34,685. But the number may grow?—Yes. I should think there would not be more than a score altogether.

34,686. Are local post office keepers, as a rule, whole-time or part-time officers?—In the towns they are whole-time people, but in the villages and small towns they are generally shopkeepers.

34,687. It would be hard, of course, to impose any restriction upon people whose whole time you do not engage; was there ever such a restriction upon them?—Yes, as regards county councils up to 1909, not as regards borough councils.

34,688. They were free to stand for borough councils before 1909?—Yes, I have the dates here. Municipal borough councils were allowed in August 1894; county borough councils in 1902, and then the county councils in 1909.

34,689. Then the permission covers the whole area of local government; all local bodies now are open to postal officials to sit upon?—Yes.

34,690. Have you had any complaints that the exercise of this privilege does interfere with their work?—No, I cannot say that we have.

34,691. Does their official position in any way help them to advocate their views on local politics?—I do not think that their official position helps them at all.

34,692. So that you really cannot point to any matter in which their exercising the privileges of citizenship does conflict with their official duty?—Except in the matter of substitution, and occasionally they are led to go beyond what is allowed by the rules.

34,693. Do they show willingness to conform their conduct to the rules when the matter is pointed out to them?—Well, we tell them that they must; they do not like it, but we have to tell them that it is not allowed.

34,694. Comparing the existing state of things with what it was before these concessions were made, do you find that the postal administration is in any way less efficient now than it was formerly owing to those concessions having been made?—No, I do not think the service is in any way less effective, but we do at times

24 April 1913.]

SIR ALEXANDER KING, K.C.B.

[Continued.]

of parliamentary elections get rather more complaints than we used to get, and I think it is because of these concessions in regard to local bodies. A Post Office servant knows that he can talk about political matters at a county election, and he proceeds to talk about political matters in a parliamentary election, and then we get a complaint and we have to stop him.

34,695. Is he not permitted at present to talk about political matters in a parliamentary election?—He is not permitted to take a prominent part in politics in a parliamentary election.

34,696. May he take a less prominent part?—Yes, every Civil servant can vote.

34,697. Can he speak or appear on the platform?—No, we call that a prominent position.

34,698. Are the complaints really serious?—No, they are not serious, but I am afraid they would be very serious if the present restriction were removed. I have a return here of the complaints in the last three General Elections beginning in 1906; there are altogether 82 cases.

34,699. In the three elections?—Yes.

34,700. Throughout the United Kingdom?—Yes. There were public complaints in 54 of the 82 cases.

34,701. What do you mean by public complaints?—A member of the public or a candidate or a member of his committee would write up to the Post Office and say, "Mr. Jones, a postman, is taking a very prominent part in opposing my candidature."

34,702. As contra-distinguished from these public complaints, what would be the nature of private complaints?—Private complaints are generally matters that the postmasters send to us, or in some cases the officer himself asks whether he might do such and such a thing—was he committing an irregularity because he has done it?

34,703. Out of the 54 cases, into how many did you think it necessary to inquire?—Into all of them.

34,704. Did you find that disobedience to orders was serious in all of them?—It was sufficiently serious to provoke very strong comment in many cases.

34,705. Were the complaints well founded in the majority of cases?—Yes, it was found that people had broken the rules by taking a prominent part in the election. That is not so much the real reason for objecting to any change; it is that the public would lose confidence in the Post Office. At the present time every one, except perhaps a few cranks, believes in the absolute impartiality of the Post Office, but if the Post Office began to take sides in parliamentary elections I think that the confidence which we enjoy at present would disappear.

34,706. What is the character of the injury or of the help that these officers of the Postal Department could inflict or give in general elections beyond their personal advocacy of a particular candidate's cause?—We have complaints of this kind, that a postmaster or a sub-postmaster is a very violent Radical, and he is keeping back Conservative telegrams. We have complaints that a postman has destroyed circulars sent out by the other side. We get them from both sides, Radical and Conservative alike. There is one feature about this return which, I think, does not quite accord with the views expressed by Mr. Ammon in his evidence before the Royal Commission. The whole of the officers concerned in these 82 cases are people of the rank and file. There is no complaint against an officer of any higher standing. Mr. Ammon's contention in answer to Questions 18,431, 18,577, and 18,611, appears to be that, while it may be desirable for high officials to refrain from taking an active part in politics, there is no objection whatever to officers of lower grades so doing. Our experience points to exactly the opposite conclusion: that the public does not know anything about the higher officials. If I were to go on a platform in London nobody would know who I was or where I lived; but a man in the lower ranks, a sub-postmaster or a postman, is known by everyone who goes into the office. I am not now speaking of London, but of an ordinary town. It is the fact that those officers are known to belong to the Post Office that leads to these complaints. The complaints I admit are generally trivial, but we do not want to do anything which would

weaken the confidence that the public have at present in the Post Office, in our impartiality. If I may refer to another point on which Mr. Ammon laid much stress, it was that the institution of open competition, or of competition as a means of admission to the Service, prevents the use of political influence in the matter of appointments. That is true about the higher classes—the clerical classes; but as regards postmen and sub-postmasters, appointments have never been made by competition, they have always been made by selection from boy messengers or from sorters, and sub-postmasters are selected locally. As regards the large classes of sorters, telegraphists, and sorting clerks, they have in the past been recruited partly by limited and partly by open competition; but the proposal now is that they should be entirely recruited from the lower ranks, from boy messengers. There would be a test examination, but it would not be open competition on which Mr. Ammon relies so much.

34,707. Does the proposal mean selection followed by a qualifying examination?—There will be an examination at the age of 16, which would be of the nature of a competitive examination for the purpose of selecting the boys for the better posts; that is to say, the boys who came out best would have the choice of the telegraphists' posts, and the boys who came out worst would have postmen's places. These lower classes number altogether about 100,000 people, so that there would be scope for the use of political influence in appointments. I do not say that it would be used. Up to the present time it has not been used.

34,708. There the exercise of political influence would be from the top, hitherto we have been talking of the exercise of political influence being brought to bear by voters in dealing with the appointment of people to the public service?—Yes, but it might be with the object of securing votes.

34,709. You are looking at it now from the other point of view?—Yes.

34,710. Does that exhaust what you desire to say, or is there any other point that you wish to mention? You have, I think, a copy of Mr. Ammon's evidence?—Yes, I have marked one or two paragraphs in Mr. Ammon's evidence. For instance, in reply to Question 18,402, Mr. Ammon points out that we have within the department men who hold various and diverse political opinions, but they have never allowed them to enter in any way into conflict with their duty. I do not think there is any fear of that. My fear is what I have already mentioned: I am not afraid of internal discord, I am afraid of losing the confidence of the public in the Post Office. Then again, in reply to Question 18,435, Mr. Ammon says: "Nearly everyone knows in the Service what are the politics and bent of mind of the different people in it." I have been in the Service now for 40 years and I do not think I know the politics of six out of all the higher officials. I do not know the politics of the second secretary; I have not the least idea what they are, or of the third secretary. I happen to know the politics of the gentleman we sent to Dublin, because it came out in connection with his selection for Dublin; but it was quite by accident that I discovered he was in favour of Home Rule.

34,711. I do not suppose that his supposed Home Rule proclivities would be apparent in Dublin in his administration of Post Office business?—Not in the least; but I am merely on the question of the knowledge of the politics. I do not know the politics of more than a score of people in the Post Office with whom I may be intimately connected. Then there is another little mistake that Mr. Ammon makes in reply to Question 18,527. The question was, "You mentioned just now that the Post Office Federation was affiliated to the National Labour Party," and he said "Yes." The Federation was not in existence six months ago, and the Labour Party came into existence in 1900, so that that must be a mistake.

34,712. (Mr. Philip Snowden.) That, I think, is my question. That is a mistake. It was the Postmen's Federation, not the Post Office Federation. I evidently did not notice the mistake in the print. As regards the Postmen's Federation, Mr. Ammon was not mistaken?—No. In reply to Question 18,532 Mr. Ammon



24 April 1913.]

Sir ALEXANDER KING, K.C.B.

[Continued.]

says that no objection would be taken to the acceptance of a seat by a Post Office servant on the executive of the Labour Party. That is quite wrong. We have objected two or three times when we have heard of it.

34,713. (*Chairman.*) Was your objection effectual?—Yes, it would mean dismissal if the man did not obey. We allow delegates to the Labour Party; to congresses of the Labour Party the different Post Office Associations send delegates, but we have forbidden two or three people to hold office in the Labour Party.

34,714. The Post Office Department seems to be not very determined; in fact, to have vacillated in its treatment of the question. When you allow postal servants to send delegates to the meetings of the Labour Party, do you not thereby recognise a germ of solidarity between the Labour Party and your Post Office employees, and could you be reasonably dissatisfied if it grew into a closer union?—I would rather see it put an end to than grow into a closer union.

34,715. That may be; but if you go on as you are going, can you reasonably object if a little later on the two bodies become consolidated? If that came to pass postmen would have their representation in Parliament through the Labour Party, and might allege that they had it with the consent of the Post Office?—They could not allege that under the present rule unless the rule were relaxed.

34,716. But if under the present rule you allow these relations between the Labour Party and Post Office employees to continue, you cannot object if these relations get more intimate?—I think this association with the Labour Party has gone far beyond what was intended at first. The Labour Party in its inception was not regarded seriously as a political party; it was regarded more in the nature of a Trade Union—as working for Trade Union ends, and at that time the sanction for affiliation with the Labour Party was given, I think, on the ground that the Labour Party was not regarded as a political party. But now it is a political party.

34,717. It is very clear that it is a political party now. It seems also to be clear that it was a political party in the year 1909, nevertheless the Post Office in that year relaxed the rules?—No, the Government relaxed them.

34,718. Well, the Government of the day relaxed the rules and enabled the Post Office employees to exercise political rights more widely, and they exercised those rights in establishing a connection with the Labour Party. If things go on in that way, and a member of the Labour Party says in the House of Commons that he is there to represent the views of the Post Office subordinates, what answer would you have to make?—I think that any Member of Parliament could take up that position now.

34,719. But in the case I put he might say he was the elected representative of your subordinates whom you have allowed to enter into political association with the Labour Party?—Yes. I admit that it is not consistent, and I should like to see the rule altered now that the Labour Party is a definite political party. Our rule, I may mention, as late I think as 1903, was worded in this way: "A Post Office servant may not take up a prominent position on one side or the other," showing that at that time we recognised only two political parties. Of course, we had to alter the wording as the Labour Party grew, but we did not alter the concession which had been made in the matter of the affiliation to the Labour Party, and whether any Government would be strong enough to do that I do not know; it would be a very desirable step from the Post Office point of view, in my opinion.

34,720. Are there any other points in Mr. Ammon's evidence that you desire to comment upon? We are not anxious to dwell on small points, but mainly on broad principles?—Mr. Ammon is in error only on broad principles on those two points: first, that it is the higher officials who probably would be objected to by the public as exercising influence, and secondly, that the method of appointment to the classes most closely concerned is now by open or limited competition.

34,721. (*Sir Donald MacAlister.*) From the point of view of an effective Post Office your objection is that as the officials of the Post Office handle the correspondence and communications of all political parties, the persons who carry out that handling must be above suspicion of bias in dealing with it?—Certainly. I may say that, as a rule, I do not believe there is any bias or mistreatment of an opponent's correspondence or telegrams, but we do not want room for suspicion even.

34,722. I have heard, for example, of collusion sometimes suspected or alleged between telegraph operators and people engaged in betting?—Yes; that does happen sometimes, not very often.

34,723. And that has impaired the confidence of the betting ring?—Very much. I should like to see it more impaired.

34,724. I meant by that to suggest to you that the danger is a real one; it is not merely an imaginary one on the part of the Post Office?—Yes, it is certainly a real one.

34,725. During elections there are innumerable opportunities of tampering with the freedom of communication in the hands of subordinates of the Post Office, if they hold strong political opinions one way or the other?—Undoubtedly, a large part of the campaign of an election is carried out through the Post Office; there are of course public meetings, but the campaign is largely carried out by means of circulars, letters, and telegrams.

34,726. And, as we have learned, subordinates of the Post Office are influenced by strong political motives at present?—A very small number, because of the existing rule; but if the rule went I am afraid we should be inundated with complaints of charges of unfair treatment from one side or the other.

34,727. The object of the rule, therefore, is to prevent, first of all, the subordinate officers as well as others from identifying themselves more than they do at present with political motives?—Yes.

34,728. And, secondly, to prevent the fact that they are so identified from being strongly in the mind of the public?—Yes, that is the main reason.

34,729. (*Mr. Hoare.*) Did you say that an employee of the Post Office could not become a member of the executive of the Labour Party?—Yes, it is forbidden.

34,730. I do not quite understand that. You have Mr. Ammon's evidence there, perhaps you will refer to Question 18,466, where I see he says: "At periods two officers of our association were on the executive of the Labour Party"?—We did not know it. I have two cases here in which we have told them that they must come off the executive. One case Mr. Ammon referred to I think, an Exeter case. It was found in that case that a postman in Exeter held office in the branch of the Labour Party at Exeter. We informed him that it had always been held contrary to the rules for a Post Office servant to hold office in any branch of a political party, and by the Postmaster-General's instructions he was required to resign his position. We had a similar case at Glasgow earlier in the same year where the same course was followed. If we had known of these two cases which Mr. Ammon refers to we should certainly have called upon the officers to resign their positions.

34,731. These two cases look like something rather more than members of local bodies of the Labour Party. As I read the answer it looks like the central organisation of the Labour Party. Do you know whether that is so?—That is how I read the answer, but we did not know of the fact. If we had known it we should have required the men to resign.

34,732. It strikes me as rather curious that the Post Office should not have known of two of its servants holding what obviously is a prominent position in the organisation of one of the great political parties. Does it strike you like that?—No; we really do not look out for cases of infringement of the rules; they are brought to our notice by other people. We do not look out for them, and we do not study the list of office-holders of the Labour Party.

34,733. It may be, then, that there are a number of infringements of the rule of which you do not know?—It may be so, but I do not think it is probable; we are



24 April 1913.]

Sir ALEXANDER KING, K.C.B.

[Continued.]

generally told. Some one writes to us and says: "Are you aware that Mr. So-and-so holds office," it might be in the Conservative League, or the Labour Party, or some other party.

(*Mr. Philip Snowden.*) May I point out that the "two officers of our association," spoken of by Mr. Ammon, were members of the association, but not Post Office servants.

34,734. (*Mr. Hoare.*) (*To the Witness.*) Does it not then strike you that if that is the case this answer might be misleading to anyone who has not an intimate knowledge of the constitution of this particular organisation?—To anyone who has not that knowledge it may be misleading, and no doubt, if Mr. Ammon had thought of that, he would have explained it. To anyone dealing with these associations day by day, as Mr. Ammon does and I have to do, it is a well-known fact that some of their office-holders are not in the Post Office service.

34,735. (*Chairman.*) But, so far as the effect is concerned, that makes no matter. It is the views of the Post Office employees which are expressed through their delegate. It makes no matter that they are not expressed by an officer of the Post Office?—But it is a question of the Post Office rule. We cannot apply the rule to outsiders.

34,736. It is a question whether the letter of the rule has been adhered to, while the spirit was violated?—No, I do not think the spirit was violated more than it could have been violated in other ways. For instance, in the last General Election an ex-postman stood for Member of Parliament, and if he had been elected he would certainly have represented the views of the Post Office employees.

34,737. That is not my point. Here you have a rule prohibiting Post Office employees from being members of the Labour Party's association?—Office-holders.

34,738. That is the rule?—Yes.

34,739. If in order to get round that rule (I do not say that was the object) the Post Office employees in convention assembled say: "None of us can go, but we will depute our secretary, who is not a Post Office servant, to go," the letter of the rule may be observed, but the spirit of the rule is violated?—I do not think the spirit of the rule is violated.

34,740. (*Mr. Hoare.*) May I just amplify that last question put to you by the Chairman. Is it not your object to keep the Post Office impartial and not to have it connected with any particular party?—Certainly.

34,741. Would you not say, then, that the fact that an association of Post Office servants sent a paid secretary to represent them upon the organisation of the Labour Party, might naturally excite a feeling outside that the Post Office was not impartial, and that through its servants it was becoming associated with one of the political parties?—I think that inference might fairly be drawn.

34,742. (*Mr. Shipley.*) Do you think that these rules should apply to other Civil servants besides those of the Post Office?—No other Government service is so intimately and closely connected with the work of the country as the Post Office is.

34,743. Do you think it is wise for Civil servants generally to take a prominent part in politics?—No, personally I think it is very unwise for any Civil servants to take a prominent part in politics.

34,744. And there is an increasing number of Civil servants, every year they grow in number?—Yes.

34,745. So that an increasing number of citizens are debarred more or less from taking a prominent part in politics?—They can vote.

34,746. I was going to say that not one in a thousand of our Civil servants wants to take a prominent part, very few men want to go on the platform and speak. I think it is rather a happy thing, but many other people do not. What I wanted to know really is this: do you think it would satisfy the desires of these people if they could be made into a special constituency which would be scattered like the London University constituency. Do you think that would be workable, and that it would do any good or harm. They would not have a vote for any particular locality, but they would have a vote as Civil servants, just as an M.A. of

London University has a vote for the university, no matter where he lives?—But that would not remove the general objection, because they would still declare themselves on the side of the Conservative or Liberal or Radical Party, or whatever party they belonged to.

34,747. But they could not interfere with the letters or telegrams of such a constituency?—But it is the risk of being suspected of active partiality that I am afraid of. Assuming, for instance, that a postman in York was advocating the cause of the Unionist candidate and the Radical or Liberal candidate did not get his circulars through as quickly as he thought they ought to get through, that man would at once be suspected of tampering with the Liberal or Radical circulars.

34,748. It is the law of Cæsar's wife?—That is what we ought to aim at.

34,749. (*Sir Kenneth Muir-Mackenzie.*) You mentioned that you had had cases of complaint, I think you said 82?—Eighty-two in all.

34,750. In how many of those cases did it appear that the thing had been done of which complaint was made?—In every one of the 54 cases in which complaint was made.

34,751. Used it not to be the case that Members of Parliament used to have, as a sort of patronage, the giving away of the postmasterships throughout the country?—Yes.

34,752. That has been discontinued?—For the large postmasterships it was discontinued about 50 years ago; in the case of sub-postmasterships and the smaller postmasterships it was discontinued only, I think, about 15 years ago.

34,753. And nothing of the sort takes place now. I thought you said there was something in the way of nomination or selection, but that there was nothing in the way of competitive examination?—It is selection by the local surveyors for the small sub-post offices. For large offices it is a question of promotion which is settled at headquarters.

34,754. In these small offices is there no sort of political influence brought to bear for the purpose of selecting these people now?—Theoretically there is none, but actually it is attempted sometimes.

34,755. (*Mr. Boutwood.*) In reference to what Mr. Hoare asked you, I see that at Question 18,536 Mr. Snowden asked Mr. Ammon this question: "Your postal Federation, as I believe, has actually spent money in promoting parliamentary candidatures," and his answer is "That is so"; and then the next question is "And you have run candidates more than once," and the answer is, "Three times." Is not that a very considerable incursion into the political domain?—It is.

34,756. How does that fall within the general rule?—I do not think that is any actual infringement of the rule.

34,757. Not if a federation of Civil servants promotes a parliamentary candidature?—We should not allow an individual to do it.

34,758. A federation can hardly do it without the individual members of it openly committing themselves to some political side?—They do it in conference, but they do not do it in public. The association holds a meeting, and they decide at that meeting, which is a private meeting, to vote so much money to support the Parliamentary candidature of a certain person. I do not see anything there that our rules would touch.

34,759. So that the crime is rather in being found out; the publicity is really the serious thing—the actual participation in politics is not an offence?—I do not think the actual participation in politics is an offence really; it is the results of participation that we are afraid of.

34,760. I am not certain whether it is stated in Mr. Ammon's evidence; but, anyhow, I have seen it stated in newspapers that you have in the Post Office, I am not quite certain of the exact titles, an association which, I think, is called the Civil Service Tariff Reform League, and another which is called the Civil Service Social League, two associations of that nature?—Yes, Mr. Ammon refers to them at Question 18,541.

24 April 1913.]

Sir ALEXANDER KING, K.C.B.

[Continued.]

34,761. Is not that another considerable incursion. The Civil Service Tariff Reform League can hardly be called non-political by any stretch of the imagination?—I have here, if I may read it, an answer given in the House of Commons which meets that point. "In interpreting the regulation, which states that Post Office servants, as Civil servants, ought to exercise a certain reserve in political matters, I have adopted a uniform principle in dealing with the various societies to which my attention has been directed."

34,762. (Mr. Graham Wallas.) Is that Mr. Herbert Samuel?—No, Mr. Sydney Buxton. "There is no objection to the formation of societies, political and other, among Post Office servants, provided Post Office servants do not take a prominent or active part in political contests; but in order that there may be no doubt as to the observance of this rule, it is not expedient that such societies should be specific branches of societies which take an active part in politics." In the case of this Civil Service Tariff Reform League, the Post Office people were told that they must not be a branch of the general body of a society which took an active part in politics; if a dozen or more men liked to meet and call themselves the Post Office Tariff Reform League there was no objection whatever, but they must not take an active part themselves nor must they be branches of a society which takes an active part in politics.

34,763. (Mr. Philip Snowden.) Would you mind defining a little more clearly what you mean by a certain reserve?—It is very difficult to say. I think I should define it by declaring what he must not do, that is to say, he must not take an active or prominent part in politics.

34,764. That leads to a further question; what do you mean by an active or prominent part in politics?—A part which brings him prominently before the public as connected with one party or another.

34,765. You do not object then, I gather, from that reply to his being brought before the public in connection with politics, provided he is not brought too prominently before them?—I think if he is brought before the public it has a bad effect, it weakens the public confidence in the Post Office.

34,766. You do not object to his taking a part in politics provided that his activities do not bring him prominently before the public?—No.

34,767. You said that there were a number of postal officials on the county councils?—I do not think that there are a large number.

34,768. Not more than 20?—No.

34,769. Are you quite sure on that point?—I am not sure.

34,770. Have you got one?—Oh, yes.

34,771. On the rural councils, not including county boroughs?—I think we have a few on rural councils, two or three; because we have had difficulties in connection with their absences. The number is very small.

34,772. I am surprised to hear that there is one?—I think we have two or three on rural councils.

34,773. In regard to the restrictions that you impose upon the political freedom of sub-postmasters, are the rules that they have to observe as stringent as the rules that have to be observed by those who are wholly employed by the Post Office?—Yes, quite; in fact there is one paragraph which refers specially to sub-postmasters.

34,774. Do you think it is a fair restriction upon a man's individual freedom to impose as the condition of appointment to a post, which brings him in only a small portion of his living, that he should keep quiet in political matters?—I think if the imposition of those restrictions is necessary to the proper performance of the duties of the post which he is seeking, it is quite right to impose those restrictions.

34,775. Seeing that sub-postmasters as a rule are men engaged in business, and as a rule they know their customers well—their customers are usually their neighbours—do you think that at times when everybody's interests are in political matters it is possible for a sub-postmaster to refrain from talking about political questions to his customers?—I do not think

we should object to his talking about political questions to his customers. What we object to is his placarding the front of his shop, the front of the post office, with the bills or election notices of either candidate.

34,776. But in the 82 complaints to which you refer is there any complaint of the nature I have just indicated, that a sub-postmaster has given expression to his political views or his partiality for a particular individual candidate?—No.

34,777. Are you quite sure?—Yes.

34,778. Is there not one case from Blackburn in that list (perhaps you have not the full record) at the election of January 1910?—May I read the causes of complaint in sub-postmasters' cases?

34,779. Yes?—"Husband of sub-postmistress canvassing in parliamentary election," that is the first.

34,780. You actually place a restriction upon the husband of a sub-postmistress?—No action was taken in that case; that is the first complaint. This is to show how the public complain, rather than our action, "Sub-postmistress exhibits Primrose League poster"; the poster was removed. Another "sub-postmistress exhibits political notice"; it was removed. "Undue political activity," that is rather vague. I do not know whether that might be the case you were speaking of—"Presides at political meeting," "Exhibits party poster," "Exhibits political cartoon," "Uses official information for electioneering purposes"—that is the worst of the lot. Here is another: "Charged with having made indiscreet statements with regard to Old Age Pensions."

34,781. That is the one I refer to?—No action was taken in that case, but it shows how eager the public are to take up any complaint on political matters respecting a servant of the Post Office, or even anyone connected with the Post Office, as in the case of the husband of a sub-postmistress.

34,782. Now about this Postmen's Federation being affiliated to the Labour Party. I am afraid your impression of the history of the Labour Party is not quite historically accurate?—I dare say it is not, but that is the view we took at the Post Office—that it was a very small thing and did not matter.

34,783. If you looked at the constitution of the Labour Party, which was really formulated at its first conference, you would see that it was then formed for the purpose of securing direct representation in Parliament, and that from its very inception it was a political party, and the Postmen's Federation has been affiliated to this body since its inception, and the members of the Postmen's Federation make a financial contribution to the funds of the Labour Party?—Yes.

34,784. Could you imagine any action more political than that?—Yes, I think I could. That is the action of an association, and the public do not know the association. The public know the man. If a man makes a contribution, and it is known, the public think "That man has very strong views; I do not think I can trust him with my letters; he might tamper with them."

34,785. You do not think that the fact that the Association of Postal Servants is associated with a political party can convey the idea to the public mind that the Post Office itself is politically partisan?—I think not.

34,786. I am glad to have that answer, because it is quite contradictory of the last answer you gave to Mr. Hoare?—Is it?

34,787. You have other political organisations in the Post Office in addition to those which Mr. Boutwood mentioned?—Yes.

34,788. You have a Women's Suffrage organisation?—Yes.

34,789. You do not object to women postal servants taking part in the suffrage agitation, provided they do not get into prison?—We have had some of them in prison even; but at present it is not regarded as a political party.

34,790. You have had some in prison?—Yes, one or two.

34,791. You did not dismiss them?—No, they took their holiday.

34,792. You have had 82 complaints arising out of the last three General Elections?—Yes.

24 April 1913.]

Sir ALEXANDER KING, K.C.B.

[Continued.]

34,793. How many postal servants have you to whom that rule applies?—It applies to the whole 200,000 odd.

34,794. You have had 82 complaints out of over 200,000?—Yes, but they are not all dealing with letters and telegrams, and known to the public.

34,795. And many of them you found were so frivolous that you took no action?—That is so.

34,796. You referred to one case which I think everybody would regard as a very serious case, if it could be substantiated, where the postmaster was charged with having kept back some election telegrams?—Yes.

34,797. Would it not be possible for action like that to be taken whatever were the regulations in regard to political activity?—Certainly, and if it had been proved that he had willfully kept them back we should have had to dismiss him and probably to prosecute him.

34,798. But it was not proved?—No.

34,799. What is your view on this point? If you restrain a person's freedom of action, do not you think there is a tendency to drive that man into doing what he desires to do in an underhand manner, and that the more therefore you restrict what I might call the open political action of postal servants, the more likely they are to take political action which is not likely to become known?—I think if it does not become known the danger I am afraid of does not arise. It is the effect upon the public mind that I am afraid of. If the public do not know what the man is doing they are not influenced.

34,800. No regulation by the Post Office or any other Government department can prevent a man from having political opinions?—No.

34,801. Have you read the evidence of Sir Matthew Nathan, your predecessor, which was given before this Commission?—Yes.

34,802. Do you remember what he said upon this question?—So far as I remember, he said that he saw no objection to the removal of all these restrictions. I do not wish to put myself in comparison with Sir Matthew Nathan, but I have had 40 years in the service of the Post Office, and Sir Matthew had, I think, two.

34,803. Would you subscribe to his opinion?—No, certainly not.

34,804. You referred to the case of a postal official at Exeter who held some official position in connection with the local branch of the Independent Labour Party; you called upon him to resign that position?—Yes.

34,805. According to the Post Office interpretation of the maintenance of a certain reserve, would he have been permitted to continue to be a member of such organisation, provided he had not taken a prominent part in politics?—Yes.

34,806. Now I want to ask you just a word or two about the regulation with regard to standing as a candidate for a municipal body. You said that you thought the remission of the restriction with regard to standing for county councils had been a mistake, because county council elections are fought largely on political lines?—Yes.

34,807. Is it within your knowledge that the elections for county borough councils and municipal bodies are fought much more on political lines than the elections for county councils?—I accept it from you. I did not know that.

34,808. And that as a matter of fact, the interest excited by municipal elections is far greater than the interest excited by county council elections?—I should have thought that, in the case of borough council elections, there would have been local interests rather more than in county council elections.

34,809. The point I want to put to you is this, as it always appears to me to indicate a strange inconsistency in the regulations of the Post Office, and I should like to have your explanation of it. You permit a postman, say, to stand as a candidate for a town council?—Yes.

34,810. And town council elections are almost without exception fought on party lines. How is it possible then, for a postman to take advantage of this permission from the Post Office without coming prominently before the electors as a prominent politician and fighting his election on political lines?—If they are fought as you say, on political grounds almost entirely, it is impos-

sible, I think, that he could come forward as a candidate without making known his political views or his political leanings.

34,811. You said that so far as you know, quite a number of postmen who were on county councils were nominees of the Labour Party?—That is the impression I have; I have not gone into it.

34,812. The Labour Party is above all else a political organisation, both in national politics and in local affairs?—Yes.

34,813. Therefore, if these men have been elected to municipal bodies under the auspices of the Labour Party, surely they must have taken a prominent part in politics and come prominently before the public in the course of their electoral campaign?—Yes.

34,814. You have taken no action in the matter?—No.

34,815. You did not regard it as any violation of the rule?—No.

34,816. Have you read the evidence, may I ask, of the Public Service Commissioner of Australia, which was given before this Commission?—No, I have not.

34,817. It is very interesting evidence; I commend it to you. Do you know anything about the rules with regard to participation in politics in the Australian Commonwealth?—Somewhat indefinitely. At one time, I think, they started a Civil Service constituency.

34,818. It was found to be unworkable?—Yes.

34,819. (*Mr. Graham Wallas.*) I want to ask you one or two questions on the interpretation by the office of your rule as to taking a prominent part in elections. Supposing there is a constituency in which a considerable number of postmen live, and are voters, and supposing a body representing them—a committee, say, representing them—asked for an interview with each candidate and asked the candidate to pledge himself definitely to vote for a committee or to grant certain pecuniary advantages to postmen, and gave the candidates to understand that unless they agreed to pledge themselves the local postmen will vote against him, would that be held to be a violation of the regulation?—I do not think it would at present.

34,820. Then if one of the candidates who was so interviewed stated, "I was interviewed by men who were delegated for that purpose by a body of Post Office officials, and I was told that if I would pledge myself to give them certain advantages they would vote for me, but if I would not give that pledge they would vote against me," you would take no notice of that complaint?—No, unless they had expressed themselves in violent language. If it was merely a representation to that effect I do not think we could punish them.

34,821. Are you of opinion that interviews of that kind have during the last few elections taken place wholesale at Parliamentary elections?—I did not know so much that interviews had taken place. I have seen circular letters sent to members.

34,822. Do you believe that there has existed a list of Members of Parliament who have pledged themselves on certain points desired by postmen?—Yes, I have seen the list published in service journals.

34,823. And that when a question of that action having to be taken has come up, there has been an active system of lobbying to enforce such pledges?—Yes.

34,824. All that is considered by you not to have come under your regulations?—Yes.

34,825. Mr. Ammon, at Question 18,481 said: "We do take action now in Parliament with regard to our own affairs, and have questions put." Nothing of that kind, deliberately pledging Members of Parliament, drawing up a list of members, interviewing and lobbying, and exercising pressure upon Members of Parliament comes in any sense under your regulations?—No.

34,826. Have you followed at all the history of the corresponding difficulty of political activity of Civil servants in Australia?—No, I have not any definite recollection of it. I have read of it at times, but I do not remember it exactly.

34,827. Would your impression agree with mine that it was activity of that kind that constituted the really serious difficulty in Australia?—Yes I believe it was put on that ground, that members were getting

24 April 1913.]

Sir ALEXANDER KING, K.C.B.

[Continued.]

tired of it; they did not wish to be worried in that way.

34,828. Have you come across in any sense the difficulty of political activity of Civil servants in America?—You mean in the United States?

34,829. Yes?—No. Until quite recently the Post Office employees in the United States were political servants and nothing else.

34,830. But now, as you know, a great number of postal servants are appointed by examination only?—Yes.

34,831. Do you know that complaints are made of lobbying and exercising pressure on members before elections and during meetings of Congress, for advantages?—I have not heard of that as regards America.

34,832. Then you would say that the whole of that very serious form of political activity is at present open to the whole body of postal servants?—Yes.

34,833. Do you think there is any need to check it at all?—I think, from the member's point of view, it is very objectionable; but looking at it as I must look at it, from the Post Office point of view and the desire of the Post Office to serve the public well, I do not see any objection to it. The only remedy would be to take away the vote from Civil servants.

34,834. You can see no other remedy at all?—No.

34,835. Do you think it would be wise to adopt in the postal service a rule like that which is imposed in the London County Council on its servants, that no Civil servant shall directly or indirectly use his official position for the purpose of influencing votes?—That sounds a useful rule, but whether it could be applied properly I do not know, and in the case you have in mind I do not think it could be applied. For instance, if Mr. Ammon lobbies, he does not lobby as a sorter; he does not use his official position for the purpose of lobbying; he lobbies as a voter.

34,836. I am slightly extending the subject. Do you think that such a rule would give you power in difficult cases which you do not possess at all elections, whether municipal or county or parliamentary?—I am afraid it would be too general to be of great use.

34,837. Is not the object of executive action to interpret general rules?—Yes it is, but I really do not think it would be of any use to us; I cannot see how we could apply it.

34,838. We used to have to apply it in the County Council, and we found it a very useful rule?—Yes, they used their position in the Council to approach the members of the Council.

34,839. I was applying it to approaching candidates during an election and influencing votes during the election; that is to say, by a teacher in class, for instance?—Could it be said that postmen or even a body of postmen who waited on a candidate were using their official position to influence the election or to obtain a concession?

34,840. I agree with you, but the rule might be used, for instance, to prevent a man from making political remarks in class, or it might be used in your case to prevent a man engaged in paying old-age pensions from drawing a political moral from that fact while he was doing so?—That is certainly undesirable; but if we found a postmaster advising a class to vote in a certain way, we should tell that postmaster that he had broken our rule.

34,841. But if a man, in the course of conversation while he is paying old-age pensions, states that the fact that he is so doing makes a reason for voting in a particular direction, he is, as a matter of fact, using his

official position for the purpose of influencing votes?—Yes, that is the case.

34,842. And it would be well to have a perfectly definite rule to prevent it?—The cases are so few that I do not think the rule would be very valuable.

34,843. Would you mind telling me who, under the existing rule, actually selects a sub-postmaster?—The selection rests with the Assistant Postmaster-General, Captain Norton.

34,844. What sort of procedure does he take?—On the occurrence of a vacancy, a notice is put up in the local post office and applications are sent in to the postmaster; he sees the candidates, goes and looks at their houses, and sends the applications up to the surveyor; the surveyor very often, if it is an important sub-office, goes himself or sends one of his assistants to look at the people who seem likely; he then makes recommendations and sends up a list of all the applicants with full particulars. These are gone through in the Secretary's office, and a recommendation is made to the Assistant Postmaster-General, who in the meanwhile has received a number of letters from Members of Parliament and other people.

34,845. Is there any instruction as to whether he is to give special regard to letters from Members of Parliament or not?—There is an instruction that he is not to give regard to them.

34,846. Is not that a new thing; is it not the fact that quite a short time ago a Member of Parliament was asked to make these recommendations?—That was the rule.

34,847. About how long ago?—Somewhere in the 'nineties; I think in 1898.

34,848. Would you say that any development in the direction of greater political freedom or activity on the part of Civil servants must necessarily be accompanied by greater care in preventing politics having anything to do with appointment or promotion?—Yes, I think certainly it would involve greater care in selection and greater difficulty.

34,849. If there has been a development in the direction of political activity since 1898, has it, as a matter of fact, been accompanied by greater care in regard to letting Members of Parliament have anything to do with appointment and promotion?—Yes.

34,850. Finally, the people who do the main work of the Postmen's Federation are not, I think, as a matter of fact, employees of the Government?—There is one man in a high position in the Federation who is outside the Service, and that is the secretary.

34,851. Under the present arrangement the secretary is, to use a technical term, recognised, is he not, by the Government?—Yes, he is now.

34,852. He has direct access to the Postmaster-General?—Yes.

34,853. He has periodical interviews with the Postmaster-General?—Yes.

34,854. In which he goes through a list of a large series of complaints which his body has to make?—Yes.

34,855. Those are officially dealt with?—Yes, he does not come by himself, he comes with three or four other members of the executive committee of the Postmen's Federation.

34,856. But he is the main mouthpiece?—Yes, he is the leading man in the Federation.

34,857. Although he is not in the service of the Government, the Government do, as a matter of fact, treat him as representing for that purpose an important body of their servants?—Yes, by a comparatively recent concession made by Mr. Buxton.

Mr. W. W. KENNERLEY called and examined.

34,858. (Chairman.) You are a second division clerk in the Board of Education?—At present I am actually a staff clerk. I was formerly a second division clerk.

34,859. You have expressed a desire to come before the Commission to state the case of the second division clerks. Will you do so briefly?—The case is already stated very completely in the statement we sent in to the Commission.

34,860. But you have asked permission to come here in order to supplement it?—In order to make one or two additions to it; but we more particularly desired to come in the hope that we might be cross-examined upon it.

34,861. We desire to hear any supplementary remarks that you wish to make?—In the early portion of our statement stress was laid upon the rather special condition of the Board of Education, particularly in

24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

regard to the size of the higher staff and the distinction of the office from other offices in certain respects. That point was made in general terms, but certain facts confirming it were not stated. I will now state them. The higher staff of the Board corresponding to Class I., the higher division in other offices, amounts roughly to 100 people, which I find on examination appears to be a larger number than exists in any other office in the Service. In the Treasury, for example, I find the number is from 30 to 33, in the Home Office about 28, in the Foreign Office about 55.

34,862. What point do you wish to make?—As to the enormous size of the higher staff in the Board of Education as compared with the size of the higher staff in other offices.

34,863. But is that a matter for you? Would it not rather be a matter of organisation for the heads of departments and the Government? Have you come here to criticise the organisation of the Board of Education, or have you come to place the case of the second division clerks before the Commission?—I have come to place the case of the second division before the Commission and to support it in this way, that owing to the large number of the higher staff, certain posts, which, in other offices are open to the second division, are not open to them in the Board of Education.

34,864. Because, you say, of the excessive number of the higher staff?—I do not say the excessive number; I say the large number in proportion to the number in other offices; but I can leave that point now, and go on to the next.

34,865. I do not see what point you have made on that, because if the staff be not too large there is no place taken up by the higher men which ought to be taken up by you. Unless you maintain that the higher staff is too large, and therefore that the second division are kept out of work which ought otherwise to fall to them, I do not see what point you have made?—That is the point. The point is that that work might be done in part by members of the lower staff.

34,866. I now understand you to say that the upper staff is too large for the work which the upper staff ought to do, and that consequently it occupies part of the ground which should be occupied by the second division?—Yes.

34,867. Will you go to your next point?—The next point is as to the disadvantage suffered by the clerical staff of the Board of Education owing to the absence of promotion. That is dealt with in part in the statement, but I have here some figures which bear upon it and confirm it. During the last 12 years in the Board of Education the number of appointments to the higher staff, to examiners as they are called, has been between six or seven annually as compared with an average number of appointments to the higher division in the whole Civil Service of 25·4.

34,868. What is the number of second division clerks in the Board of Education?—328, including minor staff clerks.

34,869. What is the annual average recruitment of the second division?—For the last four years I am told the actual figures have been 41, 15, 63 and 12.

34,870. You have had an annual promotion of seven?—No; that is the number of appointments to the higher staff from outside. The point is, that the number of appointments to the higher staff at the Board of Education has been six or seven annually from outside, as compared with the total number of appointments to the higher division of the Civil Service in all other offices of 25·4.

34,871. There have been six or seven recruitments from outside to the examiner's staff per annum?—Yes, annually for the last 12 years.

34,872. I suppose the recruitment made up for the wastage?—Yes.

34,873. What is your objection? It ought not to be to the size of the outside recruitment but to the smallness of promotion from your division to the upper division?—That is so. I will come to that point now.

34,874. What promotion has taken place from the second division to the examiner class?—One in the last 10 years.

34,875. There has been practically none then?—None.

34,876. Then your representation to this Commission is that you have not had a fair share of promotion to the examiner class?—Yes.

34,877. What is your next point?—The next point is that in other large offices, such as the Inland Revenue, the Admiralty, and the Customs, where Class I. clerks are employed, they are confined solely or mainly to the secretary's office, and in other large departments of those offices, for example, the Estate Duty Office of the Inland Revenue and the Accountant-General's Department of the Admiralty, Class I. clerks are not employed; so that the ordinary clerical establishments have opportunities in those departments to which there are no corresponding facilities in the Board of Education.

34,878. They have no opportunity of promotion to the first division, because you say the first division does not exist in those offices?—That is so; but parallel posts of equivalent value do exist.

34,879. Staff appointments?—Yes, staff appointments of a kind, high staff appointments.

34,880. You have some staff appointments in your office, have you not?—Well, they are not called staff appointments; higher appointments.

34,881. What is the highest appointment that you naturally would have access to or would get promoted to in the ordinary way without passing from one division to the other?—The highest appointments in the ordinary way (of which there are 11) is the headship of a section.

34,882. What pay does that carry?—450*l.* a year, with an allowance of 50*l.* or 100*l.* or possibly 150*l.*

34,883. A possibility of 600*l.* a year?—Yes. I believe there is no case in the Board of Education at the present time of an officer who enjoys that salary. There is one single post higher than that, that is the headship of a special section, the accounts section, which carries a salary of 550*l.* to 700*l.*; that is the sole exception.

34,884. Is the accounts section usually manned from your second division?—The accounts section is; but the head of the accounts section is in a peculiar position, over him there are two higher officers, the Accountant-General and the Deputy-Accountant-General.

34,885. Are they Class I. men?—They are Class I. men in effect. We have no actual Class I. men, but they correspond to Class I.

34,886. You mean the examiners?—Yes.

34,887. Do you object to that?—I think that those posts should be open, as they are in all other offices, to the clerical division.

34,888. Is there any other particular reason for which you claim you ought to have access to these two appointments in the accounts section, beyond the general claim that you make to have in your turn access to the Class I. or corresponding highest appointments?—No, except that they would form the natural termination of the career of a capable man in the accounts section, who has spent his time there and is expert in accounts, whereas at present he is brought to a dead stop and has two officers superimposed.

In some other offices promotion to Class I. has taken place to an extent which, while it may not be adequate, is not inconsiderable. The total of such promotions in the 10 years 1901 to 1910 amounted to 36.

34,889. In which office is that?—That is in the whole Service. The figures are taken from the information supplied by the Civil Service Commissioners.

34,890. Thirty-six in ten years; that is 3½ per year?—Yes.

34,891. What point do you make on this?—For the comparison. The proportion of such promotions to the number of direct examination appointments was as 36 to 254, or about 14 per cent.

34,892. I do not quite catch that point?—The total number of appointments from examination in the same period was 254 to the higher division. So that of the total appointments made 14 per cent. were by promotion.

34,893. You have 36 by promotion?—Yes.



24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

34,894. And how many have you taken from outside?—254.

34,895. You have from the second division a promotion of about 14 per cent.—Yes.

34,896. Do not you think that is a fair proportion?—That is for the whole Service.

34,897. You are now casting your view a little wider, and dealing with the whole Civil Service?—Yes, for the purpose of comparison.

34,898. That is the established Civil Service?—Yes.

34,899. Within what period did you say?—In the 10 years from 1901 to 1910.

34,900. Within those 10 years you have recruited 254 from outside, and you have had promotion from the second division to the extent of 36.—Yes.

34,901. Therefore the percentage is 14?—That is so.

34,902. 14 per cent. of the promotions within the Service and 86 per cent. taken from outside.—That is so.

34,903. Would you say that that is an unreasonable proportion as the rules stand? What is the justification for a higher examination for a particular class unless the great bulk of recruitment for that class comes from that higher examination?—Our view is—I cannot speak with very precise information for other offices—that that proportion is probably inadequate.

34,904. When you say that that proportion is inadequate as things are, I want you to tell me what your reasons are for saying that it is inadequate?—Judging from my experience of my own office, and what experience I have of men whom I know in other offices, it seems to me that a proportion of 14 per cent. would leave a good many extremely able men unpromoted.

34,905. Possibly?—And men who thoroughly deserve promotion.

34,906. It would take the cream, would it not?—Not all the cream, I think.

34,907. What proportion do you think would be fair?—It is difficult to generalise.

34,908. Would 20 per cent. satisfy your second division in the Board of Education?—I think probably not. I think a much larger proportion of the second division would be found to be able and qualified men.

34,909. Yes, but still are they supposed to be as able and as qualified men as the upper division?—I see no reason at all why a very considerable proportion of them should not be.

34,910. What proportion would satisfy you?—I have of course no right to speak on behalf of the Service as a whole, but I should think possibly half would be about right.

34,911. So that practically you would appoint one-half of the upper division by promotion from the second division and the other half by Class I. open competition?—At any rate that would be a much more reasonable proportion.

34,912. Would you really consider it a reasonable proportion?—I think so.

34,913. What is your next point?—Now I come to a point that I particularly wish to make clear, namely, that while for the Service generally the proportion of promotions to direct appointments by examination was 14 per cent., in the Board of Education during the same period it amounted to 1.3 per cent.

34,914. You have told me that; I have that point down?—The next point was the effect on the efficiency of the organisation of the division of the whole staff into two clearly defined classes, between which there exists a barrier, not only in the sense that it is almost impossible to proceed—

34,915. We understand that; we are quite seized of that point, that you can only get exceptional promotion?—Quite so. Not only in that respect is it a barrier, but it is a barrier as a sort of permanent gulf, in the sense that it separates people in regard to their intercourse and in regard to their respective status.

34,916. What do you mean by their status and their intercourse in this connection?—I can perhaps put it in this way. The office is divided by the existing

barrier into what may be called two camps, not in the sense of hostile camps, but rather camps of allied bodies of men.

34,917. (Mr. Boutwood.) Are you referring to what is sometimes called caste feeling?—Yes, largely that. It is more than merely that; it is a very complete separation of course; it arises out of caste feeling, and probably enhances it.

34,918. (Chairman.) What is the point?—The point there is that, owing to that position, the office suffers from the limitation of having two separate forces as it were, rather than a single force of men more or less homogeneous.

34,919. Is there not a division of work; is there not a higher and a lower class of work in your office?—In a certain sense, yes.

34,920. Then, if recruitment be in accordance with the division of work—the recruitment of highly-educated men for the higher work and the less highly-educated men for the lower work, the division may occur naturally—why should it be regarded as a source of hostility?—I expressly said that it was not to be regarded as hostile.

34,921. But when you talk about “camp” and “caste” and so on you introduce an element of antagonism into the relations of both classes?—There are more divisions of work than into higher and lower.

34,922. What are they?—There are a dozen divisions of work.

34,923. But work is higher or lower (or routine). Can you give me any other division?—There are grades of routine work and grades of higher work.

34,924. There may be grades of routine work or grades of clerical work, and there may be grades of the higher or administrative work; but can you suggest any other generic term for the division of labour?—I think that division of labour cannot be made in a clear cut way.

34,925. The division has been made before in previous inquiries into the Civil Service?—Quite so. I think that all those divisions were absolutely theoretical divisions which do not work out in practice. All grades melt insensibly one into another.

34,926. You always have dovetailing on the border line, but that does not prevent there being substantial division?—No, but there is no point at which the change is made *per saltum*.

34,927. That is probably true. Will you go on. Will you explain what you mean when you say that this division which you say exists—(I am not admitting the statement, but you say so)—has a prejudicial effect upon the work of the office?—Our main point is that there is not the same complete unity of interest and purpose as there would be if the class were more homogeneous, and if the work did not purport to be divided in this strict way.

34,928. Please go on?—Our next point is that the higher staff is absolutely divorced from the direct supervision and control of the clerical staff, so that a clerical member of a section owes a kind of double allegiance, first to the head of his section, and also in so far as he is brought into contact with the members of the higher staff in particular pieces of work, he owes allegiance to them.

34,929. What allegiance does he owe to the head of his section?—The head of the section has disciplinary charge; he is in charge and control of the section.

34,930. The head of the section's business is to see that the work appropriated to the section is performed?—Certainly.

34,931. And what you mean by the term “allegiance” is simply that the clerk has got to do his work; and that the head of the section is there to see that the work given to him to do is done?—Yes.

34,932. The head of the section is there to see that you do it; and it is the business of the superior officer to see that it is done in the proper form, and that it coalesces and combines with other work coming from other quarters to form the whole that has to be completed?—Yes.

34,933. Will you go on?—Another point is that the whole present atmosphere tends to make the clerical staff take narrower views of their work than



24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

they would naturally and properly do, and to limit their efforts to what is expected of them; that is to say, they are not supposed in general to carry their work beyond a certain stage.

34,934. That is what they are there to do?—Yes.

34,935. When they reach that stage their functions cease and the case goes on further?—Yes, but their performing the work up to that stage is handicapped and limited by the consideration that they cannot carry it beyond a certain stage.

34,936. Is there much in that?—I think there is a very great deal in it.

34,937. Will you go on?—I do not need to enlarge further upon that point.

34,938. I desire to give you the fullest opportunity of stating your views. I have read your paper very carefully, and I did not think it was necessary that you should come here to supplement it, but you asked permission to come; you stated that there would be great dissatisfaction in your body of clerks if you were not allowed to come and give evidence. I am, therefore, very anxious that you should state to the Commission in the fullest way your views, so that there may be no misapprehension that you have not had the fullest opportunity of placing your case before the Commission?—I am very much obliged to your Lordship. I think we accepted the position that you did not wish to take evidence.

34,939. I did not wish to take further evidence in your case, as I thought we had ample evidence as to the views of the second division. But you did not accept that decision, and therefore I asked you to come to-day. Your words are these: Writing to the Secretary on the 12th February 1913, you said, "May I refer you to your letter of the 2nd December last, acknowledging the receipt of the statement submitted on behalf of the clerical establishment of the Board of Education, in which you stated that a further communication would be made to me if the Commission desired to supplement the statement by oral evidence. My colleagues here are much concerned that no communication in that sense has yet been made, as they are most anxious that the case should receive such further and fuller discussion as can only be possible if an opportunity is afforded them of presenting a witness for examination. They are conscious, as is indeed indicated in the prefatory note, that the statement is not wholly adequate. In many instances the arguments put forward would have been more fully stated but for the expectation that a witness would be examined; and there are points to which *prima facie* objections may doubtless be raised which could be elucidated and substantiated by oral evidence." It is because of that letter that you have been summoned here to-day. I am therefore anxious that if there be any further supplementary remarks that you desire to make, you should make them now?—I think in a subsequent letter we wrote accepting the decision of your Lordship and the Commission that we should not be called to give oral evidence. What we were hoping for in submitting our statement was to be cross-examined upon our case.

34,940. (Mr. Matheson.) I suppose you consider that for some of the work of the Board of Education it is desirable that there should be persons who have had the highest education that the country can afford?—Undoubtedly, but our idea is that the clerical staff would by suitable encouragement provide people who have had, if not perhaps quite the highest education the country can afford, something that would be at least equivalent. Actually at the present time there are members of the clerical staff who have been called to the Bar, or who have taken degrees at the London University.

34,941. But you would admit that in an office which differs from other public offices in being concerned with the education of the country, it is very desirable that those administering it should have the highest possible educational qualifications?—Yes; we deal with that point specifically in our statement. We suggest that a proportion of the highest posts should be so filled.

34,942. You consider that your case is mainly a question of proportion?—That is so.

34,943. (Sir Henry Primrose.) I think about a year ago this Commission issued an invitation to anybody interested to send in a statement?—Yes.

34,944. What exactly is the reason for the very long delay in presenting your statement which did not come in until November 1912?—The difficulty was mainly that this statement, as I believe is rather unusual, represents not a single grade but practically all grades in the office, and the delay was largely due to the difficulty of preparing a combined case. When you have the interests of so many different classes to consider, it is extremely difficult to get such a statement prepared. Supposing the case had been prepared for a single grade, it would have been produced much more quickly; but it was felt that it would be an advantage to the Commission to have the case of the whole of the clerical staff presented in one statement.

34,945. It seems a long time to have taken—more than six months—to formulate your case?—It is a long time.

34,946. As a matter of fact, there is no limitation upon the discretion of the Minister for Education as to whom he shall appoint as an examiner or an inspector?—That is so.

34,947. Therefore, during all these years it has been open to every Minister in charge of the Board of Education to select, if he chose, one of the body whom you represent?—Yes.

34,948. I gather that one such person has been selected?—That is so, in 1907.

34,949. Do you suggest that there is some influence at work which has prevented the selection of other men who have been capable of being promoted?—What actually happened, I think, was this—that the convention against any such promotion was so strong that it was practically impossible.

34,950. How do you mean that it was so strong?—That is to say, that a beginning of such promotion was never made until 1907, in spite of repeated protests.

34,951. Do you really suggest that both the political and the permanent heads of the Board of Education have been so blind to the material lying to their hands of a most suitable kind that they have not utilised it?—I think that is the inevitable conclusion.

34,952. From your point of view?—Yes, from our point of view.

34,953. But there may be another reason, may there not, that they may not have thought that it was pre-eminently suitable?—Quite so; presumably they did not.

34,954. Can you say whether any representations have been made in favour of selecting officers of the clerical grade and they have been rejected?—Repeatedly. I do not say in respect of individual officers, but general representations in respect of promotion from the clerical grade.

34,955. General representations are of no use. Have individual men been recommended, say, by the permanent secretary and rejected by the political chief?—I should think not. My general impression is that for 50 years the idea of promotion from the clerical staff to the examiner's staff was not contemplated as a practical possibility, in spite of extremely able men having been in existence during that time amongst the clerical staff. I can give you an instance of one man who was a member of the clerical staff of the office and who left, and is the present principal of the Birkbeck College and was, I am not sure whether he now is, Dean of the Faculty of Economics in the University of London.

34,956. What stage had he reached in the office?—I am not quite sure, a moderately high stage; but I am tolerably certain, though I can only speak from inference, that he would have stayed in the office had the office offered any opportunity of reasonable advancement.

34,957. May we take it that your view is this: first, that the Playfair Commission and the Ridley Commission, and all other authorities who have pronounced on this matter, have been wrong in holding that in the public service it was desirable to have a

24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

higher branch of clerical appointments recruited by men with the highest educational advantages?—I think that both the Playfair Commission and the Ridley Commission were wrong in the way in which they attempted to carry it out.

34,958. I rather gather that you think that the principle itself is altogether wrong?—The principle of an exclusive higher staff recruited solely, or almost solely, by direct appointment from amongst university men, I certainly think is wrong.

34,959. Are you aware that ever since anything in the form of a Civil Service began, ever since 1855 without exception, all inquirers have taken the view that it is necessary to have men of the highest education brought in?—I am not precisely familiar with the whole literature, but I imagine that at least one such body of inquirers—namely, a committee, I think, of the House of Commons in 1873 definitely recommended another system.

34,960. But that was not a committee, considering the Civil Service as a whole, but merely the control of the Treasury over the Civil Service, and if you look back into the history of that committee you will find that the person who moved the resolution in that sense was Sir Stafford Northcote, afterwards Lord Iddeleigh, who himself before and afterwards was strongly committed to the contrary principle?—That is so.

34,961. So I do not think that amounts to very much. It was not the business of that committee to inquire into that particular point; they rather went out of their way to refer to it at all; and the person who moved the resolution in favour of it had before been convinced of the opposite principle, and reverted to it within a year after the Playfair Commission reported. I think I may say that speaking generally, without exception almost, all inquirers have held that it is necessary to have a higher division?—I should admit that necessity to the extent that it is necessary to have in the higher posts a considerable proportion of men of intellectual culture, if I may use the term.

34,962. I gather rather further that you call in question not only the judgment of those commissions and other authorities, but that you also call in question practically the whole system of higher education in this country, to judge by your paper?—To an extent, certainly.

34,963. Therefore you have taken up rather a difficult position to maintain, have you not?—We are not without authoritative support in the matter.

34,964. (*Mr. Boutwood.*) Can you tell me why in this statement you choose the technological branch as your typical one to give an account of the management?—It is largely accidental; several of the men who were particularly interested in the preparation of this statement were actually in the technological branch; it has no other significance; it is not particularly typical nor is it abnormal.

34,965. It is not the branch of your office which people in general hear most about. You refer in two or three cases to correspondence. I believe that many years ago everything that by any stretch of imagination could be called correspondence was exclusively in the hands of the examiners, but from your statement that does not seem to hold now?—That is no longer the case.

34,966. To what extent has that been departed from. When you speak of drafting letters, do you mean real letters, something more than a mere formal draft?—I mean something more than a mere draft. In some cases it is merely an adaptation of a more or less recognised form of words; in other cases it may deal with matters of some importance and intricacy.

34,967. It is a real letter written?—It is a real letter varying from a more or less formal letter to a more or less important one.

34,968. (*Mr. Philip Snowden.*) You are not proposing to this Commission the abolition of the higher division?—The higher division, as such, does not exist in our office.

34,969. You are not saying that there ought not to be for a certain proportion of the clerks men of high university education?—Not in the least.

34,970. But your point is, that if a person has entered the Civil Service in a lower grade who manifests the ability which qualifies him to take a higher position, he should not be precluded from being appointed to the post because of the accident of his entrance into the Service in that lower grade?—Certainly.

34,971. I understand from the figures that you gave that there have been 36 promotions to the higher division from inside the Service in 10 years?—Yes.

34,972. How many second division clerks are there in the Service?—I think, roughly, 4,000.

34,973. That is 36 out of 4,000?—That is so.

34,974. You would not then call that a very undue proportion?—No. I should call it undue in the limited direction.

34,975. I take it that your point is, that among those 4,000 second division clerks in the Service, there are more than 36 who have the ability and the experience to adequately fulfil the duties that are required in the higher division of the Service?—That is the position, and I think it is unquestionable from my experience of the second division.

34,976. Am I to understand that you would be willing to accept an arbitrary limit as to the percentage which promotions from the second division should bear to the total number of appointments made to the higher division?—That is a rather difficult question. Ideally, of course, the limit should depend in each case upon the actual number of men qualified.

34,977. (*Chairman.*) You did, in answer to me, mention a distinct proportion; you said that one-half of the appointments made to the higher division in any year should be taken from the second division?—I think that would probably be a reasonable proportion. It would be more liberal than the present allowance.

34,978. (*Mr. Philip Snowden.*) My point is this: Supposing that in any one year you had, say, 50 vacancies in the higher division, you would not lay down an arbitrary rule that 25 of those appointments ought to be filled by promotion from the second division if you had amongst the 4,000 second division clerks in the Service at least 100 who could fill those posts quite as well as men who would come in by competitive examination?—No, I should not wish to limit it. The mention of 50 per cent. is a sort of working compromise.

34,979. Would it not be more correct to say that the Chairman drew it out of you by his acute examination?—I am quite willing to let it go at that.

34,980. After mature consideration you are not willing to commit yourself to it. Does not this really represent, what I may say is your mature conclusion, that men already in the Service who have gained experience in certain departments of public work, and who might be men of exceptional ability regardless of their numbers, should have a claim for promotion to the higher posts before those outside, who would otherwise be called upon to enter the Service by means of the examination for the higher division?—Undoubtedly I should think so.

34,981. I want to put one or two questions to you about a matter that has already been raised as to what might be called the demarcation of work in the Board of Education; do I correctly understand you to say that there is no clear line of demarcation between the work done by clerks and by those who are called examiners?—There is a theoretical line, but in practice the line of demarcation tends to become blurred. There can be no absolutely rigid line.

34,982. Can you tell me what work you are doing?—Recently, for the last fortnight or three weeks, I have been taking the place of the head of my section.

34,983. What would be the nature of the work that you have been doing as head of the section?—General control of the section as regards discipline and arrangements, taking references from the constituent parts of the section on any points that were uncertain, and at the same time I have been doing my normal work, which at present is the charge of the statistical section of the elementary branch, a branch of the main section I am working in.

34,984. What is your present salary?—435l.

24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

34,985. Then you are getting a salary much higher than that of a junior examiner of the Board of Education?—Yes, the limits of the scale are within the examiners' limits; it begins higher and ceases earlier.

34,986. And yet, in the estimation of those who administer the Board of Education, the work which you are doing is supposed to be less important and less responsible than the work which is being done by a junior examiner, who is getting a much smaller salary than you are?—I would not quite like to say that; the position of staff clerk is to some extent analogous. It has been given in evidence here that their position is in certain ways regarded as parallel with that of an examiner. The secretary of the Board, I think, used that term in describing the relative positions.

34,987. You were speaking about second division clerks in the Board of Education having been called to the Bar?—That is so, I know of two or three cases.

34,988. Has any special recognition been given to them by the Board of Education on that account?—Not the slightest.

34,989. Although I believe members of the junior Bar have been called in direct and appointed to the post of junior examiner?—Yes.

34,990. And they have been appointed mainly because of their supposed legal qualifications?—I think so; that has been an element in their qualifications.

34,991. And a number of your second division clerks, you told us, have taken university degrees?—Some of them have, I do not know the exact number.

34,992. That is given in your statement?—A pretty considerable number, I think, are either studying for degrees or taking a university course.

34,993. When Mr. Phipps was before us he said that in the last 10 years there had been a great improvement in the number of posts open to second division clerks in the Board of Education. What have you to say on that?—That conflicts with the statement made in our paper. I think on page 15 we say that the proportion of higher posts open has been reduced from 65 to 37 per cent. in that period of time, and I believe those figures are correct.

34,994. Supposing more staff posts were created would that satisfy you in regard to promotion?—No, I do not think it would unless their duties and status were also improved.

34,995. You want that barrier which exists between the two grades brought to an end?—Yes.

34,996. You do not want to feel that you are always an inferior grade?—Undoubtedly. On that point there is extremely strong feeling and the best men are the hardest hit; the man most nearly approximating to the intellectual calibre of an examiner naturally feels most keenly a state of permanent subordination.

34,997. I suppose this is your contention, that the feeling that an able man has that his ability will never be adequately recognised does not encourage him to make the best of his ability in the service of the department?—The thing is actually discouraging.

34,998. Just a word about the inspectorate; you have said nothing about that department of the Board of Education. Is there any change going on in the Board of Education. I do not know whether you are disposed to give an answer to this question, whether the tendency of the Board of Education is to transfer to the outdoor department, say to the inspectorate, administrative work, the determination of matters of policy which formerly were given to the examiner class?—I think probably in the last ten years there has been a very distinct tendency in that direction. Owing to the changed condition of local authorities since the passing of the Education Act of 1902 the position of inspectors has altered materially and they are in a certain sense ambassadors. Internally in the office the inspectors are largely responsible for drafting regulations and the settlement of changes in educational policy.

34,999. (Mr. Graham Wallas.) Would you say in an office like yours, where there has been in the past practically no promotion from the second division to the upper division but where there are a large body of staff posts, the Treasury rule about dropping salary in cases of promotion from staff posts works with very special severity?—Undoubtedly.

35,000. And when once it is established, the Treasury rule practically prevents any modification of it, because a staff man can hardly accept promotion?—No, it is practically out of the question; a man might never make up in his future receipts for the rest of his official life what he would lose on the change.

35,001. You have spoken of examiners being equivalent to what in other offices would be men appointed by the Class I. examination: should you say that the fact that they are not appointed by a competitive examination but by personal selection makes it more likely that they will conform to one definite type than if they were appointed by a system of examination?—I do not think so. It depends upon the idiosyncracies of the person who actually chooses them. In origin they belong almost strictly to the same class.

35,002. Your impression is that they are very much the same kind of people as would be appointed by examination?—They are very much the same, so far as I can judge.

35,003. You mention the fact that there is a great practical difficulty owing to the sharp class division in the office in the administration of the work. Would you say that smooth administration depends upon the existence of a large amount of frank oral communications instead of written communications?—I think it would be a very great advantage if the oral communication were between people who really deal in a frank and friendly manner with each other. I think that the limited opportunity that is given to a man in a subordinate position of speaking to his superior would limit the usefulness of the communication very much.

35,004. You think that what you have spoken of as a chasm or gulf does, as a matter of fact, hinder efficiency in that way?—In that and in many other ways.

35,005. (Sir Henry Primrose.) There is one question I forgot to ask you. Will you turn to paragraph 20 of your statement, where you speak about the inferior status of the clerical staff, and you say that a member of the clerical staff ranks below a junior examiner. What does that mean exactly? There is no table of precedence in the office is there?—In some sense there is. If there were any actual table of precedence he would rank below the junior examiners on it.

35,006. But under what circumstances is it possible to compare those two men as regards rank?—The one man is technically under the orders of the other; that is to say, if an examiner wished to see the head of the accounts section it would be the business of the head of the accounts section to wait upon the examiner rather than for the examiner to wait upon him. I do not say that every examiner would insist upon it necessarily, but that would be the technical position.

35,007. A junior examiner could not send for the head of the accounts section to come to his room?—In the last resort he can.

35,008. Are you sure of that; is there any order to that effect?—There is no order; it is a question of convention and tradition.

35,009. Have you ever known it done?—I believe it has been done.

35,010. Do you really tell me that a junior examiner if he wanted to know something in the Accountant General's office?—Not the Accountant-General, the clerk in charge of the accounts.

35,011. That he would send for him to come to his room?—I do not know that he actually would, but he would be entitled to do so.

35,012. (Chairman.) Did you pass into the Service by competition?—Yes, first as a boy clerk in November 1887, and then as a second division clerk in February 1889.

35,013. Did you become an assistant clerk?—No.

35,014. You passed from boy clerk grade into the second division?—Direct.

35,015. What age are you now?—Forty-two.

35,016. And you are drawing 450*l.* a year?—435*l.* at present; it will, I hope, be 450*l.* one day.

35,017. What age were you when you entered as a boy clerk?—Seventeen, and I have been 25 years in the

24 April 1913.]

Mr. W. W. KENNERLEY.

[Continued.]

Service. I should like to say upon that point of salary, that we do not suggest particularly—I certainly do not—that we are not tolerably well paid; the grievance is not the question of salary.

35,018. I only wanted to get an idea of the promotion generally reached at your age, with such past official life as yours?—I think possibly I have got promotion a little earlier than is general. I do not think it would be safe to take my case as a general one.

Sir L. A. SELBY-BIGGE, K.C.B., Secretary to the Board of Education, recalled and further examined.

35,022. (*Chairman.*) We are much obliged to the Board of Education for the enlightening memorandum that has been prepared for us on the statistics we called for when you were last under examination. But we wish to ask you some questions as to the bearing of these statistics, and the conclusions we are to draw from them. You will remember that the object we had in view was to gain a clear idea from concrete examples so far as possible, of the money help offered to boys and girls passing from elementary to secondary schools, and more especially as to the means and facilities afforded them for passing from the secondary school to the university and remaining there a sufficient time. Shall I briefly sum up what I take to be the effect of your figures? You told us during your previous examination—and you repeat it here in the figures—that the number of secondary schools in England as things now stand, is 885, with 145,568 pupils?—That is grant-earning schools only.

35,023. Of these pupils, about 60 per cent.—the exact numbers are 88,126—had previously been in public elementary schools?—Yes.

35,024. And of the 145,568 pupils, 50,414 were free pupils—they paid no fees?—That is so.

35,025. And of those 50,414 pupils, 46,926 came from public elementary schools?—That is so.

35,026. So that the public elementary schools furnish a very considerable proportion of your secondary school population?—Yes.

35,027. You say that on the whole you are of opinion that the secondary schools are adequate for their purpose in urban areas in England?—Yes.

35,028. You make this statement at the end of the second paragraph on page 11: "On the whole, the Board are of opinion that the supply of secondary schools in urban districts is adequate or in a fair way to become so" ?—I want to guard that remark rather carefully. I do not mean to say that in urban areas the provision for full-time education in advance of elementary education is adequate. There is, I believe a very considerable gap between the elementary school and the secondary school. If all the children who are capable of profiting by education in advance of elementary education were scientifically sorted it is possible that some of those who now attend secondary schools would not be attending them at all, but would be attending some other type of full-time day school.

35,029. Do you mean full-time day schools of the elementary type or the secondary type?—You may call it intermediate. I should prefer not to call it secondary, because I regard a secondary school as especially one which lays out its curriculum with a view to the scholars staying to at least 16 years of age. Our regulations contemplate an age range of at least 12 to 17.

35,030. We have had it in evidence that 18 is the maximum of the secondary stage?—Yes. It is not a secondary school, I should say, unless it is organised to take pupils on up to the age of 16. There are a large number of pupils in secondary schools at present who are obliged to leave school and go into employment at 15 or under. If there were provision elsewhere for these scholars who cannot, owing to their circumstances, go on up to 16 at least, then the existing provision of secondary schools in urban areas would probably be adequate for those who could continue their education up to 16.

35,031. Am I now to take it that in order to make the secondary school provision in urban areas adequate,

35,019. You have nothing to complain of personally?—Not on that particular point.

35,020. The point that you complain of most is what my colleague, Mr. Boutwood, described as 'caste feeling'?—Undoubtedly.

35,021. (*Mr. Graham Wallas.*) How much would you drop if you were appointed to be an examiner tomorrow?—The difference between 250*l.* and 435*l.*—185*l.*

you require to devise another type of secondary school?—Another type of school giving education in advance of elementary education.

35,032. Could that higher section be added to the existing elementary schools?—It could, so far as legality is concerned, be provided under Part III. of the Act of 1902.

35,033. But practically and efficiently could it be done?—I think it can be done. The experiment has been tried in London in the form of central schools. How far they will in practice fill the gap it is too early as yet to say.

35,034. Do not you think there will be great difficulty in establishing a separate intermediate type of school between the elementary and the secondary schools, and do not you think it would be easier to attain your end by making use of the primary school, and adding on a secondary or a higher section to it?—The development of the tops of individual elementary schools is, of course, one of the natural lines of development of primary education. There is no question about that. In addition to these there are central elementary schools which group the scholars from the tops of several elementary schools into one. But, personally, I think that there is room in the system for another type of school, which would perhaps not come directly "end on" with the elementary school. It would come nearly, but not entirely "end on." I am thinking of a school from 12 to 15.

35,035. (*Mr. Boutwood.*) Do you mean a type of school more technical in character?—Some of them might be more technical in character than the elementary school could be, or more vocational, either industrially or commercially.

35,036. (*Chairman.*) What I am thinking of is the evidence of Dr. Starkie, when he referred to his attempts to establish in Ireland higher grade elementary schools. Such schools, as I gathered from him, would be between the primary and intermediate schools, and I wonder whether you have the same idea in your mind?—I had not those particularly in mind.

35,037. You are familiar with the Irish system. There are the national schools, and above them you have the intermediate school, which gives secondary education. These intermediate schools are not Government schools, but the Government pays them large sums on the results of examinations. What Dr. Starkie wanted was a school better than the national school, but lower than the intermediate school. Now your division of education at present is, I understand, into primary, secondary, and university education. Your primary education ends at 14; your secondary education ends theoretically at 18, if, indeed, it does not generally end earlier than that?—In only too many cases it does.

35,038. What you want then is a school which shall be intermediate, between the primary school which ends at 14 and the secondary school which ends at 17 or 18?—Yes.

35,039. Very well. Then I want to know how you are going to create that school? Are you going to create it by taking the elementary school and superimposing on it a secondary section, or are you going to create an entirely independent school?—Either an advanced section of the ordinary school, or a school which groups scholars from the ordinary schools under the elementary system; or, I think, quite possibly, a general or vocational day school running up to 15, which, under present circumstances,

24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

would have to be carried on under the Technological Regulations.

35,040. Would you have to run into bricks and mortar for that—would you have to build schools?—You might have to go into bricks and mortar; but you could very often in the day-time use the technical school buildings which are only wanted for technical instruction in the evening.

35,041. In fine, the statement made here in the memorandum must be modified somewhat? Your memorandum says: "On the whole, the Board are of opinion that the supply of secondary schools in urban districts is adequate, or is in a fair way to become so"—I think it is literally true, but it wants guarding in this way—that if all the scholars who leave the elementary schools, or who will not stay at the elementary schools as they are now constituted, but want some further full-time education, are to be provided for only in secondary schools, then the provision is not adequate.

35,042. Then you go on to say that "In rural areas the problem is a different one"?—Yes.

35,043. And what I understand to be the effect of the Board's opinion upon that aspect of the case is, that in most counties secondary schools have probably been carried as far as practicable at the present time?—Yes.

35,044. But in certain counties, especially in Norfolk, Lincolnshire, the East Riding, and Devonshire, it is hopeless to think that you can establish a satisfactory system of secondary education because of the difficulty of bringing the children to school, or of bringing the school near the children. The only way is to add on a secondary stage to elementary schools and to give better boarding terms. That is something like what you meant in the urban areas?—Yes. Apart from provision of assistance for scholars to attend boarding schools.

35,045. Adding on a secondary section to the primary school?—Yes; developing the top of the primary school, where it is large enough to do so, by means of a supplementary class.

35,046. Then with that development of the primary school in the secondary direction, your provision for secondary education would be fairly adequate throughout the country, excepting in those particular counties where special circumstances arise?—Yes, but there is a big gap which remains to be filled in order to provide adequately for children who could be induced to stay at school till 15, but no longer. That is a big gap. It is not a little one. There are a large number of children concerned.

35,047. Would the means of filling up that gap be provided by increased allowances to enable the children to board at the schools or near the schools? You have stated in your report that the amount contributed by local bodies for secondary education is 450,895*l.*, of which 300,000*l.* goes to the payment of fees and 150,000*l.* represents allowances over and above the cost of fees?—Yes.

35,048. Then my question is whether this gap you speak of would be filled if these allowances were increased?—I agree, certainly.

35,049. You think that would be the way?—I think this expenditure would yield a good return.

35,050. I have examined your statistics with the view of ascertaining in what parts of England these local contributions were satisfactory or the opposite. You say that, generally speaking, in the north of England, the monetary provision is more generous than it is in the south; and you seem to explain that by the fact that in the great industrial centres more money is available for education, and the schools are larger and stronger than they are in agricultural districts?—Yes.

35,051. Are you taking any steps to improve the condition of things, or stimulate local authorities to increase their grants of money in relief of fees, and for the maintenance of poor children at the secondary schools?—I think that it would be very difficult for us in present circumstances to put effective pressure on local educational authorities to increase their expenditure in these directions.

35,052. Would it be too much to ask that your department should clearly define the objects and purposes for which more money was wanted, and should indicate the means by which the money might be provided?—Do you suggest that we should point out to the local authorities what we think they ought reasonably to do?

35,053. Yes, I do; but if you feel loth to point out to the local authorities their shortcomings, and what they ought to do, you might at all events state the existing facts periodically and publish them for general information. You might publish from time to time a statement showing for every educational area in England the number of children who ought to be at school; the number who are at school; the contributions made by the local education authority in relief of fees in secondary schools; the contribution for maintenance; the contribution for scholarships, and so forth. Then the public could judge on the way in which each authority was doing its duty, and public opinion would supply the compulsion which your department seems unable to enforce at present.—That can, of course, be got out of our statistics.

35,054. But who will take the excessive trouble of extracting from those figures the information I indicate?—I am quite prepared to admit that further and more 'vital' statistics might be provided, which would possibly have an effect upon the minds of local authorities, but I must also point out that at our inspection of secondary schools, when we see representatives of the local authorities, we do, as a matter of fact, deal with those topics and impress them as far as we can upon their attention.

35,055. You have furnished us here with a mass of statistics which to some extent indicate what the counties are doing?—This return will undoubtedly be very useful to us for the purposes of comparison in our discussions with local authorities.

35,056. Take your Table II. on page 2 of the Appendix. You there give against each the English county, the number of pupils in the secondary schools who are exempt from tuition fees?—Yes.

35,057. You show the total number of schools; the total number of pupils and the total number of free pupils—that is, pupils, for whom local bodies pay the school fees. Is that what you mean, or do you mean that the Government pays part of the fees?—It is local bodies and endowments together.

35,058. Very well. It is a comparative statement showing the total number of pupils, the number of free pupils, and the value of the exemptions. It shows that the value of the exemptions for boys in Cheshire is 4,740*l.*, while the value of the exemptions in Hertfordshire with less than one-third of Cheshire's population is 7,770*l.* The figures supply many other examples of the same kind. Do not you think it would be of use if such statistics as these were furnished?—I think they would be very useful to us.

35,059. Do not you think it would be useful if you went further down and published these statistics for every educational authority in England; because I find that while some areas are liberal in their provision of scholarships other areas contribute nothing at all?—Yes.

35,060. Then I take it to be possible for the Board of Education to make out a statement and to publish that statement from time to time for every educational authority in England, showing the number of their schools, the population of school-going age, the number of enrolled pupils, the daily attendance of pupils, and how far instruction is free at secondary schools. Then it would be well if the statement showed the provision made for scholarships in these secondary schools, and fix maintenance allowances in addition. If such statements were periodically published for each educational area in England, the country would see which educational areas are doing their best for education, and which are doing less than their best, or nothing. Why should not that be done?—I see no reason at all, and as a matter of fact we have been during the past twelve months considering the advisability of publishing statistics of that kind, area by area. Personally



24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

I look to the publication of such statistics as being one of the most useful means of securing progress.

35,061. I find that on the whole girls have not as full educational facilities as boys have. That, as a broad result, is the case?—That is so.

35,062. I mean in regard to endowments?—Yes, with regard to endowments. There are, of course, a very large number of private girls' schools.

35,063. But in regard to endowments and in regard to scholarships the girls are not on an equality with the boys?—No.

35,064. Now I pass on to the scholarship figures. The figures that you have furnished us show that in 1910 there passed from public elementary schools through the secondary schools 201 boys who carried scholarships to the university, and that of pupils who did not come from the elementary schools 99 carried scholarships to the university, or 300 in all?—Yes, I take your figures.

35,065. And out of those 300 boys who went to the universities with scholarships from secondary schools (of whom 201 came from public elementary schools and 99 who were not public elementary scholars) 157 came from London, Lancashire, and Yorkshire alone, leaving 143 for all the other counties in England, of which six counties made no provision whatever of scholarships. I think you will find that is substantially correct?—Yes.

35,066. From all England, with the exception of three counties, there were only 143 scholars in the universities. Now, why should not these facts be published, and why should not the names of the counties which are backward in making this most necessary provision for scholarships be published, so that the public may know exactly what counties are forward and what are backward in making this most necessary provision?—That is possible.

35,067. I submit to you that it is very desirable that these facts should be published, and that the country generally should know how far behind in their duty certain counties in England are?—I will certainly convey your suggestion to the Board.

35,068. I make out that the total value of the scholarships given by local authorities to boys who have gone to the universities is 56,893*l.* for the whole of England?—Yes.

35,069. Of the girls, 48 went to the university from public elementary schools and 64 went from schools other than elementary schools. Now of those 112 girls who went to the university with scholarships, 57 came from London and Yorkshire alone, leaving 55 for the whole of the rest of England. I also find that 20 counties made no provision at all for girls in the year to which your statistics refer?—They did not award any in that year; but whether they made any provision or not we do not know.

35,070. You have only given the statistics for the year 1910?—That is so.

35,071. The inference I draw is that the provision, in its bulk, is inadequate, and in its distribution shows the greatest disparity between English counties. Only a few of the counties seem to have any conception of what their obligations are under this scheme, and I think that the first thing to be done is to bring to public notice how inadequately certain counties in England and certain local areas comply with the expectations which have been formed. You, of course, appreciate the fact that there is no obligation under the Education Act of 1902 on the local authority to provide these scholarships.

35,072. Yes; but the mere fact that so much has been done by many counties and educational authorities is a recognition of the responsibility (if there be no obligation) which lies on these local authorities to afford to clever boys and clever girls an opportunity of getting that education by which they will benefit and the State will benefit. That is my appreciation of your statistics and of the general situation. Thank you, sir.

35,073. I now pass on to the question of your system of inspectors. You told us last time that the system of sub-inspectors and junior inspectors was modified, and they have since, I understand, disap-

peared?—We have since formally announced that we are going to appoint no more to this class.

35,074. And the assistant inspector is to replace those two grades?—The recruits for the subordinate class of men inspectors will be obtained through the assistant inspector class. I am not speaking of women. Women are not included in the assistant inspector class. They are in a class by themselves.

35,075. Do you propose to recruit your full inspectors from the assistant inspector grade?—Not exclusively.

35,076. The assistant inspectors are, I understand, to be exclusively recruited from the elementary teachers?—We have not said that. We have only said that for the present batch of vacancies we want men who have had considerable experience of teaching in elementary schools.

35,077. Have your orders been issued yet regarding the recruiting of assistant inspectors?—Yes. I can hand in the forms which we have issued. There is a circular here. Perhaps I may read the heading to it? "It is estimated that there will be about 10 vacancies for assistant inspectors in England during 1913, most of which will be filled at an early date. On this occasion, and in respect of these particular vacancies, the appointments will be confined to men who are between the ages of 30 and 45 and have had not less than eight years' experience in teaching in elementary schools, and, *ceteris paribus*, preference will be given to candidates who have had experience as head teachers."

35,078. That is for your present selection?—Yes.

35,079. It does not bind you for the future?—No.

35,080. It does not lay down a general rule?—No, but I think I can safely say that the Board contemplate obtaining a very large number of recruits for the assistant inspector class from those who have been teachers in elementary schools.

35,081. Have the Board any idea as to what percentage of assistant inspectors are to be recruited from elementary teachers?—No, we have laid down no proportion at all.

35,082. But you tell me that the grade of assistant inspector is not to be a monopoly of elementary teachers?—Certainly, I would say that it is not to become the monopoly of any class.

35,083. And that you retain the liberty and discretion of taking people from outside for that grade?—That is so.

35,084. Do you propose to put those people that you take from outside through an examination? Do you propose to subject them to any test?—None at all.

35,085. It is to be a pure nomination—a pure selection by the Board?—A selection by the Board. We are just completing our arrangements for selecting 10 or 12 assistant inspectors, out of something over 1,000 applicants. Of course, they have to obtain a certificate from the Civil Service Commissioners. They will be appointed under clause 7.

35,086. My question did not refer to your selections from the elementary teachers, but to those persons who may be appointed to be assistant inspectors, otherwise than from the elementary teachers. These persons are to be appointed by pure nomination by the Board under clause 7 of the Order of the Council, provided they have the certificate of the Civil Service Commissioners?—They would be appointed in exactly the same way as the teachers in elementary schools are appointed to be inspectors—the conditions will be just the same for the small proportion of outsiders as it will be for the elementary teachers.

35,087. But you will have had many years' experience of the elementary teachers to be guided by?—Yes.

35,088. You know precisely what sort of a man he is. He will have been in the educational service for several years?—Yes.

35,089. At all events, he would have been a teacher for a certain number of years, during which time he would have been under observation?—Yes.

35,090. And you have the means of judging what he is, and are not likely to make a mistake. But in the other case you can have no knowledge of the men?—



24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

They will possibly be teachers from the secondary schools, or more likely from the training colleges, or from pupil teachers' centres, of whom we know something.

35,091. So far you will have some means of judging?—I may say it is very unlikely that we shall appoint anybody to be an assistant inspector who has not had teaching experience, and about whom therefore we do not have, or cannot obtain, a considerable amount of information.

35,092. I gathered from your former answer that you did intend to take some people from the outside public as you are in the habit of doing just now?—We should certainly retain the right. That is the President's intention.

35,093. Assuming that you do take a man of whom you have had no previous experience, will you subject such a man to any test of examination?—I should think it very improbable; because he will be of an age at which it would be difficult to set him a suitable examination.

35,094. What age have you fixed for the assistant inspector?—For this present batch, we have fixed it between 30 and 45, and you cannot very well set people over 30 an examination—people of all sorts of different experiences and training; at least I do not think so.

35,095. (*Sir Henry Primrose.*) And they would be eligible for promotion?—They are eligible for promotion to the rank of full inspector. The President reserves to himself the right of appointing people to be full inspectors directly from outside, and they may of course be elementary teachers or teachers in secondary schools or anything else—just as at present. But they would not be likely to be very young men. No man appointed to be a full inspector would be a young man within what I should call the examination age.

35,096. (*Chairman.*) You said just now it would be impossible to submit a man of 35 years of age to an examination. When you said that, had you in your mind a written examination?—Certainly.

35,097. But other kinds of examinations may be devised?—I meant rather to say among half a dozen men of 30, 35, and 40, of very different ages and experience, it would be very difficult to devise a suitable examination which would fairly test their relative ability.

35,098. Yes, if you restrict your men to a literary examination, papers set and answers in writing; but that is not the only kind of examination conceivable?—We shall certainly examine them in the sense that we shall interview them—have a considerable amount of conversation with them.

35,099. If you make appointments in this way, why should not the "sizing-up" of people and conversations with them be conducted by an independent body like the Civil Service Commissioners? Why should it be done by the department?—The objection to the Civil Service Commissioners selecting our inspectors is to my mind a very strong one indeed—that they could not possibly know what kind of men we want for the work of inspectors, and especially for the work of full inspectors in charge of districts or divisions.

35,100. But is it not possible to create a committee who would be capable of judging what class of men you want?—I will tell you exactly what we are doing now. The President has appointed an office committee, which will contain our chief inspector and one of our divisional inspectors, two administrative officers, and a representative of the Civil Service Commissioners; we hope—and we shall know as to this before your report comes out—that Mr. Stanley Leathes himself will act.\* He has been approached on the subject and we understand that he is willing to interview the candidates with us, and to give us the benefit of his advice.

35,101. You do not, however, wish to lay down any precise rules to begin with?—That is so.

35,102. You make your committee as select as you can, and you save it from being a purely departmental committee by putting on it men of independent

judgment?—Yes, and we have appointed as Secretary of the Committees one of our officers in the office of Special Inquiries and Reports who is concerned with finding teachers for the Colonies and India, and that kind of work, and is, therefore, very familiar with this interviewing and selection work. The selection work will be organised as if we were choosing a teacher to go to India.

35,103. I want to ask you a question or two about your second division. You are, of course, familiar with the scope of the work in your office?—Yes.

35,104. I think you say in your report that there is a distinct line of demarcation between the work falling to your examiners and their assistant examiners, and the work falling to the second division?—I think there is a real difference between the qualifications required for the two classes. If you ask me to draw a definite line between their work at one point I shall find it very difficult to do so, as the line may not only be blurred but also altered. Sometimes it goes up, and I have known it go down.

35,105. But taking the work of one class with the work of the other, is there a substantial difference between them?—In my opinion there is.

35,106. For the work of the first class do you require a higher and more cultivated type of mind than for the work of the second?—To make a successful officer of the first class you want the very best possible education which can be obtained. There is no officer of the higher class in the service of the Board who could fairly say that he is better than his work, or that his work is not good enough for him.

35,107. You have had a fairly extensive knowledge of the second division?—For one in my position fairly extensive, because I worked, and rather closely, with a large number of clerks at one time when I first entered the service of the Board of Education.

35,108. In your judgment have you come across many men in the second division who were capable of doing the work of the first division?—I think I could say that there are a fair number who would be capable of doing some of it, but not many who could do the best work up to the best level.

35,109. If they had been promoted would their efficiency have increased by employment on work of a higher type than they would be employed on in the second division?—That is possible; but a promotion on those grounds is, of course, always very speculative. Though I feel sure that some of them would be improved, to what extent they would be improved is very difficult to say.

35,110. We have been told here to-day that in the Board of Education the promotion from the second division to the grade of examiners was only one in 10 years. Does your experience of the second division lead you to think that that was an inadequate proportion of men to have promotion from the second division, given the existence in the division of the proper men?—I should say it was inadequate. We have, however, made two attempts to promote and failed, owing to the Treasury rule with which you are familiar.

35,111. If the Treasury rule had not been adverse, would the promotions have been more than two? You say you have made two attempts?—I cannot say because I was not responsible; but I do know of two cases, and, as I said last time, we are only waiting for the alteration of the Treasury rule to make at least one, if not two, promotions to the higher rank.

35,112. Should I be right in saying that, knowing the character of the Treasury rule, and the difficulty or impossibility of altering it, you did not look out for possible men in the second division to promote?—I think that is true. The existence of the Treasury rule would force us to look mainly at the junior men who would not be affected by its operation, and would preclude us from taking into consideration those whom we know best, who have already obtained some promotion and become minor staff clerks or staff clerks.

35,113. It has been suggested to us that there is a feeling of, shall I say, class hostility between the higher division and the second division, whether emanating from the former or the second division we are not told. Is there any such feeling existing in the

\* Mr. Leathes has now consented to act.—L. A. S. B.

24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

Board of Education between the officers of the two divisions?—As far as I am competent to judge, I should say there is nothing of the kind. I may have been singularly fortunate in my relations with the clerks; but there are men among them not only whose service but whose friendship I value very much, and whom I could rely upon to assist me in any kind of difficulty to the utmost of their power.

35,114. What is the practice in the office? Suppose an examiner wanted to consult the head of your accounts department, who might be a second division clerk, a man drawing 700*l.* or 800*l.* a year, does the junior examiner send for the accountant to come to his room?—It would hardly ever happen that a junior examiner would ask the head of the accounts department to come to his room. He might do it if he was dealing with a matter of special importance for the Secretary himself. If a junior examiner was dealing with a point for me, I might say: "Go into this with the head of the accounts department"; and they would meet in whatever room was most convenient.

35,115. It might be that the junior examiner was dealing with a mass of papers, any of which might have to be consulted, and it would be more convenient that the accountant should come to him than that he should go to the accountant. But is there any such feeling that the junior examiner would not go to the accounts department, but would say: "He must come to me"?—If I thought it did exist, I should not hesitate to express my own opinion on it. I have not much time to spare now, but in the past I have over and over again been to the clerks' rooms—the heads of sections—to consult them instead of asking them to come and see me. I should have no hesitation in going to them.

35,116. The head of the office may do that without any derogation of position?—But that was when I was much more junior.

35,117. But does such a feeling exist among the junior men?—I think not. Perhaps Mr. Phipps is really more conversant with the matter. Would you allow him to answer?

(*Mr. Phipps.*) The question is a good deal affected by the rooms in which we sit. The only clerks who have a room to themselves are the heads of sections, and some of the most important staff clerks. They, therefore, would be the only people to whom an examiner could go with any chance of discussing anything at all confidentially or quietly. Otherwise he would have to go into a room in which there might be anything from four to 20 men. It is therefore much more likely that they would go to his room and would very much prefer to go to his room.

35,118. Have junior examiners a room to themselves?—They sit in twos or threes, and, I am sorry to say, sometimes four.

35,119. Would a junior examiner send for the staff clerk or head of the section?—For the staff clerk I would prefer to say, because it is in the capacity of staff clerk as a rule that the examiner would want to see him, as the man in charge of a particular division of the clerical work, and he would be right in sending for him in the case of any important work.

35,120. A certain etiquette of business must exist among the officers in a department, but I want to know what the spirit is?—(*Sir L. A. Selby-Bigge.*) I have never heard of a staff clerk complaining of being sent for by an examiner. I have never heard of such a thing.

(*Mr. Phipps.*) I was chief clerk for some years, and I certainly saw no trace whatever of such a feeling.

35,121. (*Chairman.*) You propose to recruit some officers of 30, 35 and 40 years of age; they will be for the full inspectors' grade?—Yes.

35,122. If you recruit an officer of 40 years of age, does he get the same leave rules as a man recruited at 25?—Precisely, under the present regulations.

35,123. A man of distinction who comes in, say, at the age of 40, is under just the same leave rules as if he had come in at 24?—That is so. He has to wait for 10 years before he gets any increase of annual leave. He would have to wait till 50.

35,124. What is the leave?—Six weeks, 36 working days for a man under 10 years' service.

35,125. What leave would an examiner of, say, 45 get?—If he came in at the age of 24, at the age of 34 he would get 48 working days.

35,126. And at the age of 45?—He would still only get 48, but the senior officer appointed at 45 would have to stay till 55 before he got 48 days' leave.

35,127. Do not you think that is a hardship?—Personally I think it is a hardship, and a great inconvenience. It is obviously due to the fact that when the rule was made they did not take into account an office which was likely to appoint a large proportion of men at ages later than the normal Class I. age; and if the Commissioners could take that into consideration I should be very glad.

35,128. It would have some effect, would it not, on the efficiency of the officer?—Certainly it would.

35,129. The older you are the more leave you want?—Certainly, especially if you have been accustomed to much leave before you come in; and it presses very hardly on inspectors, because there are the school holidays, during which they can quite conveniently take leave without any detriment to the public service.

35,130. Do you think it would be desirable to alter it?—I do most decidedly.

35,131. (*Mr. Philip Snowden.*) Do you think that the number of fairly well-paid posts in your department bringing in, say, 400*l.* to 500*l.* a year is not an undue proportion of the total number of persons who come in, or do you think it is only a fair proportion of the total number of persons you have employed?—As regards the clerical staff, I certainly do not think there are too many posts of 400*l.* and over.

35,132. I will take a particular department. I have not the estimate for the year, but I suppose there was not a material change last year?—No.

35,133. Taking the Evening Schools Instruction Department, I find you have one principal secretary, 1,200*l.*, three assistant secretaries, running up to 1,000*l.*, five senior examiners, running up to 800*l.*, and nine junior examiners, running up to 600*l.* Do you think that there is sufficient important work in that department to justify the employment of that number of highly-paid officials?—At this particular time, yes. That department has had rather a large number of higher staff drafted into it with a view to the revision of the technological regulations which are extremely difficult, and they have done a very great deal of work there (apart from ordinary routine administration), which I hope will bear fruit in the future. That branch during the last three years has been quite specially staffed.

35,134. Do you think that it is necessary then that you should have in that department three assistant secretaries?—I may say that I should be very glad if I could take any officers out of that department to strengthen departments. But we have to distribute our staff where it is most wanted. I want staff in other places.

35,135. (*Chairman.*) Do you mean to say that you would be glad to reduce the number of examiners and assistant secretaries in your office?—No, not at all. I should only take them out of that branch and put them in another where I want them very much also.

35,136. (*Mr. Philip Snowden.*) You do not think then there is a tendency in your department to create these well-paid posts in order to satisfy ambitions?—No, honestly I do not think there is any such tendency.

35,137. Did I understand you aright that all these new inspectors that you propose to make at once have had eight years' teaching experience in elementary schools?—Yes, that is the case.

35,138. I rather gathered from another reply you gave, although you did not commit yourself, that these regulations are to apply to future appointments to the grade of assistant inspector?—I think it is quite certain that a very large proportion of the assistant inspectors will in future be drawn from the teachers in elementary schools. Beyond that I cannot say.

35,139. Is it intended as a general rule that you will recruit His Majesty's inspectors from the grade of assistant inspector?—It would be rather difficult to say at present. The full inspectors will be recruited partly from the assistant inspector class by promotion—and I might also say from the existing sub-inspector class

24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

and the existing junior inspector class, because they have men in them whose claims for promotion must be considered—and partly from outside.

35,140. You are not going to merge the assistant and junior inspectors and sub-inspectors into the new class?—Not at the present moment. I think very possibly the sub-inspector class and the assistant inspector class will be merged in order to prevent the sub-inspectors thinking they are prejudiced by being kept as a separate class. But beyond that I cannot say. This is a new departure, and we are rather feeling our way with the establishment of this class.

35,141. Are the men who are going to be appointed to fill these vacancies, of which you have spoken, of the class of assistant inspectors, entitled to suppose that on proof of efficiency they will have a prospect of being appointed to full inspectorships?—They will certainly be considered on their merits for promotion to full inspectorships. Every one is entitled to be considered on his merits. The assistant inspector will be, not merely formally, but really, eligible for promotion, and I should say, considering the number of full inspectors we have been able to take from the sub-inspector class, especially of late years, that we shall be able to take a considerable number of full inspectors from the assistant inspector class. I certainly hope so. But it depends very largely upon the quality of men we get.

35,142. (*Mr. Graham Wallas.*) I was very much interested in your statement as to the need of a third type of school arising out of the elementary school, but not a technical secondary school. Would you accept the statement that between 1870 and 1897 such a type of school did, in answer to a general demand, actually spring into existence under the name of higher grade schools?—It was perhaps not quite the type which I was referring to.

35,143. Will you accept the statement that between 1897 and 1902, the whole force of the Education Department was employed in shortening the period of existence of these schools?—I do not think I ought to accept that statement.

35,144. I want to ask you whether you would accept the statement that your memorandum would lead up to the inference that the general accessibility of university education of all classes is somewhat dependent upon the provision of a local system of universities connected with the secondary schools of the locality. I will give you two quotations on which I found that statement. On page 7 you say: "It appears then that, except in the immediate neighbourhood of university towns, only a minority of schools send boys on to universities." Then again, on page 8, you say: "Where there is a university quite close at hand much has been done already. Here all things are relatively favourable—residence at home is possible, reducing the cost; there are large and good schools; a university tradition exists, old or new; modern industry has begun to recognise the need for higher training; the local authorities are interested in the university and give large assistance in "scholarships." Would you agree that leads up to the general rule that it is necessary to have a local university in connection with the schools of the locality?—Yes, certainly.

35,145. Then again, for such a new system of local universities to reach the highest point of excellence, time would be required?—Certainly.

35,146. And the time required would vary according to the circumstances. In point of fact, excellence in technological instruction appeared somewhat earlier than the excellence in instruction in the humanities?—Yes.

35,147. Do you imply here that for such a public competition as is maintained in Class I., the technological instruction is not suitable—you do not want them to compete on purely technological subjects?—I think that is so, certainly.

35,148. And that in so far as at present the chief subjects are classical, there has been neither in the university nor the school any approach to such excellence as was found in the old university, and you say on page 8: "But if he goes to a school of a different character this particular ambition is less likely to be

"aroused, his chance of winning a scholarship is slight even in science or mathematics, negligible in classics?"—Yes.

35,149. Would you agree that the fact that the chance of obtaining a scholarship in classics is negligible is due, not solely to the slow development of the humanitarian subjects, but to the fact that humanitarian subjects have developed rather on different lines from the traditional classical study?—That is possible, I suppose. As far as I follow, I think that is so.

35,150. The opportunity of scholarships in history would not be negligible?—No, but limited, because the number of scholarships in history is limited.

35,151. Therefore, if in Class I. you desire to follow the development of the humanitarian subjects, in the newer schools and the newer universities care must be taken to give full value to these humanitarian subjects that are there developed—to make the examination correspond to the facts not of 30 years ago but to the facts of to-day?—That is so. I could give you a very good instance that has occurred within the last few days. We have appointed an examiner who came up through the elementary school and the pupil teacher centre to the local university—in which he took a first class degree in history—and after that he took a Research Fellowship, and became an assistant tutor in history. He entered the service of the local education authority, and now he is an examiner of the Board of Education. I hope we may find more men of this kind in the future. He comes to us at the age of 30.

35,152. Would you say at Class I. examination his chance as against a young man of equal ability taking classics would be negligible?—I do not know enough of Class I. examination; but I should not think he would have a very good one. He obviously was a good man.

35,153. If he had prepared for it he very likely would have got it?—He comes to us, you see, at the age of 30. I think it is highly probable, beginning as he did, that he has ripened a good deal since he left the university.

35,154. Now with reference to your statement as to the provision of higher education for women. The question of how far the State is wise to provide opportunities for the higher education of women, and how far women are likely to avail themselves of it, depends, of course, in part upon the opportunities that are open to them after their period of education is over, does it not?—Yes.

35,155. Would you say that at this moment for a woman of great ability who has gone through the highest possible education there are lamentably few opportunities of work except in the teaching profession?—Much greater opportunities are opening to them in commerce than there have ever been before.

35,156. Put it in another way. Do you think it is desirable that there should be more opportunities than in teaching for the best women products of the higher educational system?—That is rather a big social question. It is my own opinion that the opening should be widened.

35,157. (*Mr. Boutwood.*) I think you said you had a thousand applications for these new appointments of yours?—Yes.

35,158. What sort of schools would those men come from?—They are all from elementary schools, but we have not sorted them yet.

35,159. What I had in my mind was this, that the salary is a good deal lower, is it not, than a headmaster's salary in the London area, or in most towns?—We have power to offer a higher initial salary for people who enter the Service at the age of 35.

35,160. That is what I had in my mind. I was really wondering what sort of head teacher you had in mind?—I think the prospects we offer are perhaps more favourable than they are in an elementary school, taking into account the pension and the possible promotion.

35,161. I see in the statement that much is based on the conduct of work in the technological branch. Is paragraph 10 a fairly accurate statement of what takes place?—I do not think it is a fair description of the work of the clerks in the technological branch and

24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

also I should most decidedly say that the technological branch is not typical of the whole of the office. The work was done at South Kensington at one time as you know—the science and art work—and a great proportion of it there was done by clerks, and the proportion of the higher staff was small. Now the technological work has become a very different thing from the old science and art work, and the amount of work requiring discrimination and judgment which can be done by the clerks, is, I think, decidedly diminishing. As a matter of fact, when I saw this statement I asked what were the regulations which guide the clerks in doing, for instance, correspondence work in that particular branch, and I received a procedure minute of 1909 which says, under the head of “outgoing letters,” “Communications should not be drafted in the clerical section unless (a) they are authorised forms or precedent letters; or (b) they are of a very short and routine character; or (c) they merely set out, even though at some length, information as regards grants, examination results, or the like, which must necessarily be incorporated in any reply sent.”

35,162. A lower sort of correspondence?—Yes.

35,163. Would that, or something like that, apply to the office generally? There are several references here to correspondence and letter writing. Would some such rule as that be the general rule of the Board?—I think, generally speaking, it is so. There are sections where the work is more special in character—more specialised—and where more work can be done, and done well.

35,164. Does your earlier answer about the technological section mean that that section was very largely a clerical department which for certain reasons now falls into the typical organisation of your office?—I am not personally so familiar with this section as with some of the others, but the amount of discretionary work which is entrusted to clerks in that section is, I believe, less than it was before. In some other departments of the office it has become more. The line in some cases moves up and in other cases it moves down.

35,165. (*Sir Henry Primrose.*) With regard to elementary school teachers who are candidates for the assistant inspectorship, do you require that their application should be sent through or supported by any local educational authority or school governors?—We allow them to send in three testimonials, and only three; and the writers of the testimonials must be personally acquainted with the candidate, and should be able to speak from knowledge of his character and work of recent years.

35,166. They are not required to obtain the sanction of the local educational authority before they apply?—No. What procedure will be followed by the committee by way of consulting the local educational authorities I do not know yet. That has been left entirely to the committee to settle.

35,167. I should rather have liked to have asked one question. We had before us Mr. Cholmeley, who was the head of Owen's School, and I put this question to him—that there was an enormous mass of work in the public service of a very simple and very routine kind—the sort of thing that clerks all over the country are doing at small salaries of 150*l.* to 200*l.* Now supposing we wanted to recruit men to do that work, and never to go to better work except in a very few cases, what should you say as to taking boys from that class of work at the age of 14—that is to say, in their fifteenth year. And his answer was: “Speaking as a person engaged in educating boys, I cannot consent to anything that takes a boy into work at the age of 14.” Then we went on to discuss the thing; and he rather implied that it would be very wrong of the Government to do anything which would attract boys away from school at an earlier age than the people who had the highest standard of education would have wished. I put it to him that, while in an ideal state of things, no boy would ever leave school till he was 16, still that we had got to look at things as they are to-day. Now should you say that the Government was producing an influence which was undesirable in education if they were to recruit boys for quite a low order of clerical work as boys—just as boys for the

navy are recruited as boys, or what would you say was the lowest age that we might put?—I should say 15 would be the lowest. On your assumption that it would be legitimate to employ a large number of mere writers in the public service, then I say, to keep them at school till 16 would not be a great advantage to the community, and to withdraw them from school before 15 would not be a disadvantage.

35,168. What I am suggesting is that examinations might be adapted to three limits—one the limit of the elementary school, the second the limit of secondary education, and the third the limit of university education; and I was conceiving a state of things in which we recruited boys as boys—not as boy clerks—but that we recruited a class of boys, and I wanted to know what was the limit of age you would suggest?—15 plus would be the limit of the elementary school under the Act of 1902, and that would coincide with the upper limit of the type of school of which I was thinking when I was saying it was necessary to fill the gap. But you will not regard me as assenting to the proposition that that is a desirable age at which, or a desirable way in which, to recruit the Civil Service.

35,169. (*Chairman.*) That was not the question Sir Henry put. Sir Henry has asked you whether, if there be three grades of the Civil Service, 15½ years of age would be a suitable age for recruiting the lowest grade?—Assuming that you require to recruit the Service in that way.

35,170. And to that you have no objection?—No.

35,171. 15½?—Up to 15—the end of the term in which they reach 15. One does not want children leaving school before 15.

35,172. You said just now that you are not to be taken as agreeing to that as a means of recruiting the Civil Service?—I only wanted to guard myself against accepting Sir Henry's assumption.

35,173. (*Mr. Matheson.*) Do you mean 15½ to 16, or 15½ to 16½? You must have some margin?—I am assuming that you require service from boys who never would in any case go to a secondary school. If they go to a secondary school, and are willing to stay there till 16, I think if the Civil Service takes them away before they are 16 it is definitely disturbing the educational system of the country in a most pernicious manner. I say that without hesitation. If, however, you say you are going to recruit that lower class of the Civil Service by boys who will never go to the secondary school, then the end of the term in which he attains the age of 15 is as good a time for him to leave as any other.

35,174. Suppose you want to get the best elementary school boys, and a few of those who have gone on to the secondary school, would it not be better to put your high limit of the class at something like 16½ so as to just give a chance for this?—Then you are trying to do two things. You are trying to get the recruit from the elementary schools, and you are trying to recruit from the secondary schools at the same time, and I do not think they are compatible. If you make up your mind that you want the product of the secondary school in the Civil Service, you ought to take them at an age which will allow them to stay there right up to 16.

35,175. I gather that you think that, especially in rural areas, the opportunity for boys to get to the university depends a good deal on the provision of maintenance grants?—That is obvious.

35,176. Does your experience show that there is any unwillingness on the part of local authorities to move in this matter if they have the means?—I think possibly in some districts there is an unwillingness to move in the direction of better maintenance scholarships to the secondary schools. As regard universities I am afraid I do not know.

35,177. (*Mr. Shipley.*) May I ask a question about page 5. I have often heard it said and claimed that manufacturing centres in the north have good education; but when I look at this I find that Cambridge, which is certainly an agricultural county (as there are only one or two towns containing more than 3,000 inhabitants) sends to the universities 130 boys per million of population; Hertfordshire sends 140, Rutland sends 330, and Westmoreland sends 120. Those are the only figures which pass 100. Then when I take the big

24 April 1913.]

Sir L. A. SELBY-BIGGE, K.C.B.

[Continued.]

manufacturing centres like Cheshire and Lancashire. Cheshire is 50, and Lancashire is 45, Northumberland 21, and Yorkshire 76. That does not seem to show that it is these rural populations that are making the least effort to get their boys to the universities?—Cambridgeshire has the advantage of the Cambridge University.

35,178. And what accounts for Rutland?—Oakham. It is very largely the accident of a particular school in a particular place. If you look at the actual number in Rutland it is only seven; and you cannot draw any conclusion whatever from such a small number as seven.

35,179. Yorkshire only sends 76 per million?—But it sends 274 scholars.

35,180. But there is such an enormous population?—It depends so much upon the accident of a particular school. Where you are dealing with small numbers the percentage is entirely misleading.

35,181. You say, "Of the total of over a thousand boys proceeding to universities, the counties already mentioned in the previous table send over 500 to their local universities"?—Yes.

35,182. And of the remaining 500, 400 go to Oxford or Cambridge?—Where the emoluments are much greater.

35,183. Do you think the university end of what is called the ladder is adequate? Have you any idea, for instance, of the amount of money that Oxford and Cambridge furnish in scholarships? We are always talking about the ladder to the universities, which I think politicians are rather apt to look through instead of at;

and I wish to find how far the university end of the ladder is adequate?—We really have no means of knowing.

35,184. You have told us that there are four members and the officers, and one Commissioner of Civil Service?—Yes.

35,185. Do you see any objection in having two representatives from the Civil Service?—I do not think we should, only we did not think of asking for them. We should be very glad of their assistance, but this committee has to travel.

35,186. The public is almost morbid about patronage?—We should have been very glad to have had the Secretary. He, however, is retiring. We are most anxious to have their advice, and we have expressly left the procedure open, so that when Mr. Stanley Leathes gets to work on it he can make any suggestions which appear to him proper, and I think if he advises us to add another man the President will very likely agree.

35,187. (*Chairman.*) Have you received any protests against the reduction of the age at which boy clerks are admitted to the Civil Service?—Yes, we have received protests from the County Councils Association, the Secondary Schools Association, the Incorporated Association of Head Masters, three County Councils, a County Borough Council, and from certain secondary schools.

May I say that we are putting in a revised list of the secondary and technological inspectors.\* It was not correct when it was put in for the first time; it was incomplete.

35,188. You were also asked for a list of the sub-inspectors?—Yes. We will put that in too.†

## EIGHTY-SIXTH DAY.

Friday, 25th April 1913.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B.,  
C.S.I.

Sir KENNETH AUGUSTUS<sup>‡</sup> MUIR-MACKENZIE,  
G.C.B., K.C.

Sir DONALD MACALISTER, K.C.B.

Sir WILLIAM GUY GRANET, Kt.

Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Mrs. DEANE STREATFIELD.

Mr. S. ARMITAGE-SMITH (*Secretary*).

Sir FRANK REE called and examined.

35,189. (*Chairman.*) Sir Frank, you are general manager of the London and North Western Railway?—I am.

35,190. How many years have you held that important position?—I have held that position about five years, but I have been 40 years in the service of the company, and for about 16 years before I was general manager I held the position of chief goods manager, which is practically that of assistant general manager.

35,191. Might I ask at what age you entered the company's service?—I entered the service of the company's agents at the age of about 17, but of the company itself at the age of 21.

35,192. That is to say, the whole of your experience has been in the service of one company, the London and North Western Company?—Yes.

35,193. We are anxious to learn what is the method of recruiting the clerical and administrative staff in your great undertaking, with the view of contrasting it with the system that is in force in the Government service. You are aware that the usual method of recruiting the administrative and clerical classes in the Government service is by open competition?—Yes.

35,194. I understand from the paper that you have been good enough to send me that that is not the

primary method of recruiting your clerical and administrative staff?—No, it is not. Shall I describe what our system is?

35,195. If you please?—First of all, I should like to say that I look upon, as one of my principal duties as general manager, the careful selection, recruiting, and training of the staff, and to give opportunities to young men among the staff to exhibit any special merit and exceptional qualifications they may possess, so that they may be further trained for the particular duties for which they are most fitted. The first means we have of recruiting the staff is by youths direct from the elementary, higher grade, and secondary schools.

35,196. Might I ask you whether these youths are nominated before admission by a director or any authority connected with the railway, or whether any young man who desires to enter the railway service may send in an application for employment without a previous nomination?—There is a system of nomination, but we take in so many that we do take in a number who are not nominated. There is a peculiar attraction amongst the boys in this country to enter railway service. The consequence is that we are

\* *Vide* Appendix LXXXVI.

† *Vide* Appendix LXXXVII.



25 April 1913.]

Sir FRANK REE.

[Continued.]

inundated with applications, and largely from the sons of the staff; so that we have always an ample supply.

35,197. Do you give any preference to the sons of the staff?—Most certainly. The boys enter the service at the age of from 14 to 18—you may take it that the average age is about 15—and prior to their acceptance they have to pass a very simple qualifying educational test, in addition, of course, to passing the doctor. The educational examination is a test in arithmetic (rule of three, practice, interest, proportion, additions of money and weights columns, fractions, and reduction of decimals), dictation, and composition. I hand in a specimen paper (*handing in the same.*)

35,198. Is the examination a pretty searching examination. Supposing the full marks for examination are 100, do you insist upon a certain proportion of the full marks?—We insist upon a certain proportion, and we find that the board school boy passes our examination well, and the young boy from Harrow or Eton generally gets ploughed.

35,199. We have been told here, in connection with another great commercial undertaking, that boys presenting themselves for examination are remarkable for their incapacity to spell; the majority could not spell the word "inflammation"?—The same remarks apply with regard to spelling; we find the spelling is better from the board schools than from the big public schools, and the writing also. Then they have to pass an examination in shorthand within a reasonable time of their appointment.

35,200. During their period of probation they have to pass in shorthand?—Yes.

35,201. Does the company afford them any facility for learning shorthand?—In the lower grade there is no probation; they receive pay the moment they enter the service. We used to have a large number of shorthand classes, but we found they were unnecessary because the board schools and others teach shorthand.

35,202. You say that there is no period of probation, that they start on pay at once. But the probation I mean is consistent with their drawing pay. You retain the discretion of getting rid of any boy within a year or two, or it may be a longer period of years if he does not turn out satisfactorily?—Our anxiety both in the interest of the boys and their parents and of the company is to discover whether they are likely to suit us as early as possible in their career. Then after having passed that examination to qualify them to enter the service, in order to impress junior clerks with the necessity of becoming efficient and interested in their duties, they are required to undergo a further simple examination at the termination of two years' service, with a view to ascertaining to what extent they have profited by that training.

35,203. Is that examination which they pass at the end of two years an examination in professional subjects, by which I mean subjects connected with railway work, or is it a sort of literary examination like the first?—It is an examination in shorthand, dictation from newspapers, a written statement describing what work he has been engaged upon since admission to the service, and then the geography of the line and a knowledge of British railways, and then a short essay on any branch of work he has been doing.

35,204. Not necessarily to test the knowledge of railway work that he has acquired, but generally to test his powers of taking matters in?—Yes, to see what he has got in him. Then we examine these junior clerks a third and final time by very much the same sort of examination, only slightly more advanced. But the principal thing is that in travelling about their districts the officers or their assistants and staff clerks interview the lads from time to time, and examine them as to their progress in the various branches of their work, taking note particularly of any lads who show special promise. I have selected the traffic department of the service, because we have more clerks in that branch than in any other, but it is typical of all the other services.

35,205. When they pass that third examination to which you have referred, do they become confirmed as servants of the company?—Yes; you may say that

that is the final examination which confirms them as servants of the company.

35,206. Before you go further would you kindly mention what pay they receive when you take them on first at the age of 14 or 15, and what enhancements of pay they receive afterwards?—I will hand in the scales of pay, from which you will see that the commencing salary for boys of 14 is 20*l.* or 25*l.* per annum according to whether they are employed in London or in the provinces, and then they go up by a scale of increments every year.

35,207. A boy has now passed, say, his final examination; then up to that I understand they are not graded in classes?—He is on what we call the junior scale.

35,208. When he emerges from the junior scale, into what scale does he pass?—He passes into what is called the fifth scale, which commences in London at 70*l.* a year, and in other places at 60*l.*, and goes up until in the ninth year in London he gets 110*l.*, in the large towns 100*l.*, and in all other places 90*l.* a year.

35,209. What age will a boy be on the average when he enters the fifth class. You get him in at 14 or 15; how many years will it have taken him to pass through the junior scales?—He will be in his sixth year.

35,210. About 21 years of age?—In six years he will be about 21.

35,211. Then he is getting a salary, if he is in London and about 21 years of age, of 70*l.* a year, and in the large towns and other places a salary of 60*l.*?—Yes.

35,212. From that forward, if his conduct is approved, he advances on the scale you give here?—Yes.

35,213. But during that period of nine years is it possible for him to get special promotion if he shows special capacity?—Certainly, any exceptional merit would be exceptionally paid, and he would be paid over the maximum.

35,214. That is interesting. Will the exceptional payment be the result of his transfer to some other class, or will it be a special emolument given to him in addition to the scale shown in this fifth class?—We will say that the scale would give him, if you like, 100*l.* a year, and owing to exceptional merit we paid him 150*l.* a year. He would still remain in the class, but it would simply be a difference in pay on the pay bill.

35,215. It would be personal?—It would be personal to him. We have a number of cases in which in the salary list which comes before me I see "Above Maximum" marked. Those men get more than the maximum of the scale for the post.

35,216. While they continue in this fifth class of what you call the clerical staff, may a member of the clerical staff who shows capacity for outside work in the engineering department, or so on, be transferred to such work?—I do not know of cases of the clerical staff going into a technical department to do technical work, but supposing that a clever young fellow has distinguished himself in the clerical staff we may take him out of the ordinary ruck, and make him assistant to one of the district managers.

35,217. He would get into the administrative staff in that way?—Yes.

35,218. And in that way might he get special promotion?—Yes.

35,219. When he reaches his maximum in his ninth year what happens to him? He is then about 30 years of age?—If there is a vacancy he goes into the fourth class, which starts at 110*l.* to 130*l.* in London, or 100*l.* to 120*l.* in the large towns, or 90*l.* to 120*l.* in other places, and as vacancies occur he is promoted to the third class, in which the salaries start at 130*l.* to 150*l.* in London, 120*l.* to 150*l.* in the large towns, and 120*l.* to 150*l.* in other places, and so on, into the second class, until he arrives at the first class of which the maximum salary is 200*l.*

35,220. Ordinarily speaking, supposing that he was not a particularly brilliant man, but was a good all-round man, what age would he be on the average on



25 April 1913.]

Sir FRANK REE.

[Continued.]

entering the first grade of which the maximum salary is 200*l.*?—From 40 to 45.

35,221. Has he any other hope of promotion after that?—Certainly, there are a number of what we call special class positions at a salary of over 200*l.* per annum for men who have passed through all those grades; but in addition to that, as you will see later on, when we come to the second means of recruiting, there are a large number of positions that a bright young man can hope to attain.

35,222. That is what I want to know. By ordinary good steady work he may look forward to reaching a salary of from 175*l.* to 200*l.* a year when he is about 45 years of age?—Yes.

35,223. But if he is a clever man who attracts your attention he may look forward to better things?—Yes.

35,224. Are there many appointments of higher value?—Yes.

35,225. Are you familiar with the Government nomenclature of staff appointments which are pretty much I understand what you mean, that is to say, a man is taken from the common run of clerical work and put over a room to see that the work of the room is properly done?—Yes.

35,226. The work that he does is generally of the same character as he has been in the habit of doing, but the responsibility of seeing that other clerks do this work is imposed on him in addition?—Yes.

35,227. Are these the appointments to which you refer?—No, that would be more like what we call the head of a section, which might be attained to by an ordinary intelligent clerk, who has worked through his grades and is a little bit better than others; he might be selected.

35,228. Would you give him a little more pay than the maximum of the fifth grade, namely 200*l.* a year?—Yes, I have a list in front of me. Taking the chief accountant's department, the heads of sections there would get anything from 250*l.* up to 350*l.* a year.

35,229. (*Mr. Boutwood.*) Are they the special class posts you were speaking of just now?—No.

35,230. They are besides those?—Yes.

35,231. (*Chairman.*) Outside the heads of sections you say that a clever man in the clerical service may get promotion to other appointments carrying higher pay?—Yes.

35,232. What is the character of those other appointments? You have mentioned one, assistant to a manager?—Yes.

35,233. Are those the sort of appointments that you mean?—We, like other railway companies, are in this position—we have no difficulty in finding vacancies, the difficulty is in finding the right men, and the consequence is that attached to all our districts we have as many of these bright young fellows as we can find training, and we pay them, or we try to pay them, irrespective of any scale, exactly what they are worth. Some we find rise to a certain point and they reach their level; others go on and on and on and can reach any height in the railway service.

35,234. They cease then to do clerical work and they are employed on administrative work?—Yes.

35,235. For instance, you have district superintendents?—Yes.

35,236. Would you very briefly tell us what the duty of a district superintendent is?—They are divided into two classes, on the passenger side and on the goods side. I might, perhaps, hand in a diagram showing purely on the traffic side what the arrangement is. I am only dealing with the traffic side for the moment, leaving out the locomotive, engineering, and all other departments which come under the general manager.

35,237. Then am I right in thinking that if a man who gets into the second, third, or fourth divisions shows brilliancy he may be appointed as assistant to the superintendent of the line?—Ultimately, certainly.

35,238. Let us say, that you take him first out of the regular clerical staff; would you appoint him assistant to a district superintendent?—Yes.

35,239. A district superintendent has complete control over a particular length of railway in all matters connected with traffic, subject, of course, to superior authority?—That is so.

35,240. And his assistant will help him in the discharge of all his functions?—Yes. For instance, take "District Traffic Superintendents (passenger and goods)" in the middle of the diagram—I have simply taken Shrewsbury as typical—and then follow it down to where you see "assistants." That assistant at Shrewsbury may be engaged generally as assistant superintendent, or he may be on the goods side or on the passenger side, the goods train workings, or the passenger train workings. He may be getting a general knowledge, the idea being with these young men who are assistants to traffic superintendents, to give them a general knowledge of the working of the line and everything appertaining to it so as to fit them for any post.

35,241. If you take a man from the clerical side and appoint him as assistant, say to the district traffic superintendent at Shrewsbury, he would get higher pay than he had been having as a clerk?—Certainly.

35,242. And in course of time when he became, as he might, district traffic superintendent himself, he would get still higher pay?—That is the usual run.

35,243. So that your clerks go from the clerical establishment into your general management?—Yes.

35,244. And in that way they have their promotion?—That is the way. In fact, the whole thing is, if possible, to let brains tell and knock down all stone walls with regard to grades or classes.

35,245. Are your superintendents—superintendents of the line or district superintendents and so on—recruited from this original clerical class, or do you take any of them from outside the railway into these higher positions?—No, they are nearly all home grown on the London and North Western.

35,246. So that the clerical class you have been describing to me is the class from which you recruit your administrative and executive officers?—Yes.

35,247. Is the pay which you give to the office of district superintendent a personal pay, or is it a pay attached to the office of district superintendents?—You might say both. If you have a very brilliant man in every way you give him increased pay, but it does not necessarily follow that you appoint him at the same pay as his predecessor.

35,248. Then it comes to this, that an able man may be taken up into these high administrative appointments before he ever gets to the 175*l.* to 200*l.* grade?—Very often.

35,249. It is only the steady going plodding man who, without marked ability, is an efficient clerk who will work his way up to 175*l.* to 200*l.* and remain there?—That is the scale for the ordinary clerical appointment.

35,250. But a clever man, who shows himself capable of better things, is appointed, say, an assistant district superintendent and gets a higher salary than?—Yes.

35,251. Then in the course of time he becomes a district superintendent?—Yes.

35,252. May he get a salary, say, of 400*l.*, 500*l.*, 600*l.* and 800*l.*, up to 1,000*l.* in your service?—Yes, and I may say that the London and North Western general manager began at 40*l.* a year; the superintendent of the line and chief goods manager began at about the same, and all the chief officers of the London and North Western Railway have worked their way up from practically the bottom.

35,253. Have you taken into your service any men from the universities, distinguished university graduates?—We have had one or two, but if I might mention our second means of recruiting, I think I can answer the question in that way.

35,254. Will you do so, if you please?—The second means of recruiting is of a limited character, to get lads of superior education who have gained some distinction at their schools by scholarships or in other ways, and as we give them an exceptional training we first of all have a probationary period, when they come to us as volunteers for three or six months, and if they do not show that they are likely to get on in the service we do not hesitate to fire them out, whoever they may be. They come to us from about 18 to 20 years of age at the end of their public school life; unless they are going to the university, they pass a slightly stiffer ex-

25 April 1913.]

Sir FRANK REE.

[Continued.]

amination and they come under much closer supervision than the ordinary lower grade apprentice. In the case of the ordinary lower grade apprentice, as long as he behaves himself and does his work fairly well there he is, you may say, for life; but these young lads are reported on to me every three months.

35,255. What would their age be?—It is generally from 18 to 20.

35,256. Then they will not be university men, they will be from the public schools?—That is so. I will come on to the university men if you will forgive me. Every three months these reports are given, but we give them, on the other hand, facilities for thoroughly learning the work. They start generally at the bottom, on the bank of a goods shed and see goods loaded, invoiced, and everything else—I take goods as typical—then they go into accounts and into the various workings of goods traffic, and then into passenger traffic. But all that means considerable trouble and considerable expense to the company, and it takes five years before they are of any use to us, so that we are very strict in weeding them out.

35,257. Then, do you find that the higher education, which it is assumed they have acquired in these public schools, fits them in any particular way for your work?—Yes, a clever young fellow, a clever young probationer, who has received and taken advantage of the education of a public school, certainly gets on quicker, because a great deal of our work is very difficult and very technical, and we want young men with the highest education. We would take university men willingly on the same lines, but then they would be handicapped, because they would come to us at 25 years of age, and by that time the probationers would have had perhaps seven years' training, and it would be a bar against the promotion of university men.

35,258. First, in regard to the public school boys, do you find that they commend themselves better to the general public by their manner and demeanour than a boy who enters from a secondary school?—I need hardly say that if we get a very nice gentlemanly tactful young man we select him for one of the positions where he is in close contact with the public.

35,259. Does your experience lead you to think that you get that style of young man more frequently from the public schools than from the secondary and primary schools?—To start with they must have it. When we examine them before they go through the ordinary examinations, they must have all those qualities to start with.

35,260. Otherwise you would not take them?—Otherwise we would not take them; we should not give them a trial.

35,261. Now let us look at university men. I was thinking whether there was any work on the railway to which a university man could at once settle down and find himself at home. Is it necessary that he should go through this period of probation which a boy who is taken at 14 or 15 has to go through?—That is the system we have adopted. We say that they would be of no use to us unless they have had that training.

35,262. We have had evidence to the effect that large industrial concerns find it to their advantage to take highly educated men from the university, because of the peculiar capacity they display in dealing with large questions and with the public in a way which facilitates and extends the growth of business transactions?—I am absolutely with you on that advantage. We desire to have that class of man, but our difficulty is in fitting them into our working with this second means of recruiting that we have, namely, the probationers. If these university men would be content to wait a little and stand the racket of the earlier years, we would be only too glad to have them. I think I can give you an instance of what I mean. One of my predecessors, Sir George Findlay, started as a ganger under Brassey. When he came on to the railway he found the enormous advantage of education, and he not only gave his sons the highest education he could possibly give them, but he created the class of probationers, and he created another class of what were called cadets, so as to get into the service men who had had a university education or a high education at

one of the big public schools, because he saw the shortcomings of the men round him through the want of that education.

35,263. (Mr. Boutwood.) What happened to those cadets? You have told us about your probationers but you have not told us anything about the cadets?—We took on to fill up a gap, some years ago, certain cadets, so to speak, and I have lost sight of them for the moment, because the gap ceased when these probationers got old enough to follow on.

35,264. So that, practically, the cadet system has ceased?—No, it has not ceased, it is still there, and if a bright young university man came to me to-morrow I would put him on.

35,265. (Sir Guy Granet.) I think this question ought to be made clear from any misunderstanding. The special class of young men with a special education to which you alluded, and which have been alluded to in various forms, still continues?—Yes.

35,266. (Chairman.) When you speak about these cadets do you refer to the boys you take on at the ages of 14 or 15 years, or to the boys of 18 or 19 whom you take on from the public schools, or to the class of university men who come to you at the age of 24 or thereabouts. To which of these three classes do you apply the term "cadet"?—To the university man.

35,267. Will you please go on with your second mode of recruitment?—Our system is to see that as far as possible we are not overlooking some promising young man. Before those young men are by age eligible for positions on the administrative staff, the periodical examinations, to which I have referred, made by district officers and others, are one means of testing their merits; but, in addition to that, the company have a system of selecting the brightest of these young men who have consistently shown merit for taking part in inquiries which are going on all over the line into almost every important subject connected with the working, and which differs as widely as from staff expenses to the working of a dining car. These committees are presided over by a senior officer, with other experienced officers to assist, and by that means the officers soon find out the merits or demerits of the lads, and those who show exceptional abilities go from committee to committee, and it is from them we pick the young men for the administrative staff. A young man will be taken who knows nothing at all about it; he has been doing merely clerical work, and is put on a committee to consider whether it is better to light carriages with electric light or Fintzche's gas.

35,268. That disposes of the first question as to the means of recruiting your staff, and in your answers you have largely covered the second question, the organisation of your staff?—Yes.

35,269. I will not ask you any further questions on those points. With regard to the gradations of pay, I understand that it does not depend upon fluctuations in prices and the cost of living?—No. We put in force a new scale only last January for the clerical staff, which cost the company a net increase of over 40,000*l.* a year.

35,270. Is that the scale you have given me here?—That is the scale. It was chiefly due to a desire on the part of the board of management that the staff should receive their advancements by scale, over a longer period of service instead of as formerly, the advancement being by a scale ceasing at a low figure, and any increases beyond that low figure were by special recommendations. I would like to say that, of course, the bare pay is not all that they get from us. They get passes and a large number of other privileges, and we have a superannuation fund, and we have also what is called a widows' and orphans' fund.

35,271. I was coming to that, but if you prefer to deal with the superannuation fund now, will you please do so?—The superannuation fund, which applies to the whole clerical staff, is compulsory, the contributories pay 2½ per cent. of their salaries, and the company used to do the same, but since 1908, after an actuarial valuation, it was shown that the fund was not self-supporting, and it is now guaranteed by the company. The company bear the brunt of the

25 April 1913.]

Sir FRANK REE.

[Continued.]

remainder to make up the benefits, because previously we were not solvent.

35,272. How long has a man to serve before he is entitled to the full pension benefits?—He gets no benefit for the first ten years; then they are based on a scale of length of service and average salary. For instance, a superannuated clerk, after having completed 20 years contributions, would receive 45½ per cent. of his average salary, after 30 years' service 69½ per cent.

35,273. Of his average salary for how many years?—Since he entered the service. After 40 years' service he would receive 94½ per cent., and after 45 years and upwards 109 per cent., which is the maximum. The minimum pension is 30l. a year.

35,274. If he dies before the initial 10 years are over, does the contribution that he has paid lapse to the fund, or is it returned to his representatives?—It is returned.

35,275. (*Sir Guy Granet.*) With an addition?—Yes, double his contributions are returned to those he leaves behind him.

35,276. So that it is an insurance fund in case of his death?—Yes, then there is a provision made for commutation.

35,277. (*Chairman.*) Then there is the widows' and orphans' fund?—Coming to the widows' and orphans' fund, this fund has been in existence since 1900, and it provides pensions for widows and orphans of the salaried staff.

35,278. In that case are contributions made by the men?—It is compulsory on all the salaried staff to become members at the age of 25, and their contribution is 1½ per cent. of their salary, and the company contribute an equal amount. In the event of a member dying after the completion of 10 years' service, a pension, varying according to the length of contribution, of from  $\frac{1}{10}$ ths to  $\frac{10}{10}$ ths of his average salary during contribution, is paid to his widow for life or until her re-marriage, with ½th extra for each child under the age of 15, until such child reaches 15; and that is limited to three children, and the maximum pension is limited to 300l. a year.

35,279. If the widow marries again the pension ceases. If she becomes a widow again does the pension revive?—We have not had a case of that kind.

35,280. (*Sir Guy Granet.*) It has not been claimed anyhow?—No.

35,281. (*Chairman.*) I asked the question because in a certain system it does revive. The fourth question is rather outside the arrangements of the railway company. What we really want to know is whether you find any fault with the administrative methods of the Government, whether your dealings with the Government have brought to your notice any defects in the Government system of despatching public business, which, in the public interest, you would be glad to have corrected. Do you find you are promptly dealt with and efficiently dealt with by public departments, or have you had reason to complain of red tape and delays?—That is rather a difficult question to answer. I do not know that I personally can say that I can give you any information upon that point. We have generally found the Government very prompt.

35,282. Your mind does not at once respond to the suggestion; you do not at once remember particular cases in which you had reason to find fault with the method of the Government in dealing with your railway company?—No, I cannot call to mind anything at the moment.

35,283. In regard to the employment of women, you mention in your paper that you employ them very largely on your accounts, and of course as typists, but I understand that they are segregated from the men; they work in separate rooms from the men?—Yes, with the exception that one or two men go in occasionally to exchange books and documents.

35,284. They do not sit at the same tables or in the same rooms with men?—No.

35,285. Have you employed women in any distinctively secretarial work such as minuting, drafting letters, writing letters, and so on, or are they altogether restricted to the accounts department and to typing?—

They are strictly confined to the accounts department and to typing.

35,286. Do you find them competent and efficient in those respects?—Very; we are very satisfied with them. The main reason why we introduced them was to provide suitable employment for the relatives of the staff.

35,287. (*Sir Donald MacAlister.*) I do not think that you have given us the total number of clerks on the staff?—12,000.

35,288. That includes, I take it, the whole of the clerical staff apart from the assistants and higher officers to whom you referred as recruited outside the staff?—No, it is including them.

35,289. What is the average age of entry, as a matter of fact. They can enter at 14, but what is the average age of entry?—About 15.

35,290. I notice according to your scale that a boy who enters at 15 or 16, that is to say, who stays at school a little longer, enters at the pay of his age and not at the pay of a beginner of 14?—No, he enters at the pay of his age.

35,291. Do you do that deliberately. Although he has lost perhaps a year's experience in the office by staying at school a year, you pay him at the scale of his age?—We are paying him a little more for the benefit of the higher education that he has had.

35,292. That is the deliberate policy of the company?—Yes.

35,293. You would rather recruit them at 16 and pay them the age payment of 16, if it implied a higher education generally?—For the bulk of them, yes; but their fathers very often press us to take them at 14 and 15 when we would rather wait a year.

35,294. What I meant was that the policy of the company was rather to encourage the later entry?—Yes, in order to get a little more advanced education.

35,295. What is the usual age of retirement of those of the clerical staff who have not received exceptional promotion?—They can retire at 60 on superannuation, and the company can retire them at 60; but it is compulsory at 65.

35,296. Very much like the Civil Service?—Yes.

35,297. How many of these assistant posts to which you can promote an exceptionally capable clerk are there?—I do not like to say that they are unlimited, but it is entirely at our discretion. There are no vacancies but we make our district managers all over the line our schoolmasters so to speak, and we send them as many pupils as they can usefully employ.

35,298. I merely wanted to know as a matter of fact how many assistants there are at the present time out of the 12,000?—I could not give you that at the moment.

35,299. Would it be 100 or 1,000?—Fully 100.

35,300. So that you are prepared to make something like 100 posts of assistants for exceptional men out of the 12,000?—Yes. Our difficulty is that by our system of selection we discover brains and the other companies come and I will not say poach, but take our men; they are satisfied with our system of training our men. For instance, at the present moment we have got about six general managers, of whom three are in London on big railways, who started with us under the system I have mentioned. And I have got a very long list of men like London goods superintendents, assistant traffic managers, and traffic assistants on other railways in England and abroad.

35,301. So that you are serving as a training school for other lines?—It may be a compliment but it is very unpleasant.

35,302. The bearing of that is that in addition to the post of assistant which is open to capable men they have an opportunity of leaving your service to enter better posts elsewhere?—Hardly a week goes by but what we receive applications to know whether we can recommend somebody for a position outside the railway.

35,303. Is that in regard to somebody who has already applied or somebody whom you might indicate?—It has even gone as far as asking us if we will nominate somebody.

35,304. That is a very high compliment?—Yes, but it is a heavy drain.

25 April 1913.]

SIR FRANK REE.

[Continued.]

35,305. Can you tell me whether from Class V. into which your clerks enter after passing through the juniors' scale, you make, as a matter of fact, many assistant appointments, or have they to get to a higher class before they can start out?—It is entirely a question of age, but we generally pick these young fellows between 25 and 30.

35,306. So that they would then naturally be in Class V.?  
—Yes.

35,307. Class V. is your main recruiting ground for brilliant young men?  
—Yes.

35,308. When a man gets into the fourth scale does he remain pretty stationary?  
—He runs that risk.

35,309. And that class represents the ages between 21 and 30?  
—Class V. represents ages between 21 and 31.

35,310. What I mean is, that after that, he gets rather into the scale and follows the usual course of promotion by seniority and competent service?  
—Yes, very much as in the Civil Service; if you do not detect the merit in a young fellow when he is under 30 then he runs the risk of getting into a merely routine man.

35,311. Your experience is the same as in the Civil Service?  
—Yes.

35,312. Do you often go outside Class V. to make appointments as assistants. I mean do you make appointments from this cadet class or the probationary class?  
—Yes.

35,313. That is to say, from men who have not got into Class V. at all?  
—Who are not in the class at all. That is one reason why we instituted those two classes.

35,314. Does it more frequently happen that it is from those classes, the probationary and cadet classes, that you make assistant appointments, in proportion?  
—No, it is on account of the limited number of probationers and cadets as compared with the large number of ordinary clerks.

35,315. That is what I mean. In proportion to their numbers would you expect a probationer or cadet to justify his promotion?  
—We should not keep him.

35,316. You would not keep him if he was not capable of promotion pretty soon?  
—No.

35,317. Do you, as a matter of fact, in your sifting-out process reject a good many?  
—Yes. Take the case of the last two. One of them was recommended by one of our prominent directors and the relation of a very celebrated personage; we rejected him. Another lad was supposed to have all the qualifications, and was very strongly recommended by a director; we got rid of him.

35,318. These are all practically nominations, as in the Civil Service?  
—Yes, the Board insists upon it that these young men are not kept, no matter who recommends them, unless they really warrant it.

35,319. So that your method of probation really is selection among those nominated by these important officials, and then trying them?  
—No, it is open to anyone; we have only a limited number appointed every year, and it is open to anybody to come to us, but unless he is the right stamp he will not be kept.

35,320. How do you find out that he is the right stamp? As I say, by trying him?  
—As I have explained already, by first of all examining him to see if he is right with regard to manners and appearance and everything else, and then by the quarterly reports which come to me personally, and no ordinary report of his doing his work satisfactorily would be sufficient; he must show exceptional merit.

35,321. How many months' trial would you regard as proper before you determine to reject a man who has been nominated in this way?  
—I should say within, at the outside, a couple of years.

35,322. (Sir Guy Grant.) May I interject a question? As a matter of fact he is on probation for five years?  
—He is on probation the whole time he is in the service until he gets into a vacancy. For at least five years he is being trained. I have got a list of some who have been trained long beyond the five years, and during the whole of those five, six, or seven years they are passing one of the strictest competitive examinations it is possible for them to pass.

35,323. (Sir Donald MacAlister.) My question was this: If in two years you find that a lad has not shown

those exceptional qualities that you want, you make up your mind that you will get rid of him; you would not wait until the end of the five years?  
—As a rule we make up our mind within 12 months.

35,324. I ask the question because it has been suggested to us as an alternative for competitive examination, which is open to everybody, that there should be a probationary period for those who have been successful when tested *prima facie*, and that we should reject those from the Civil Service who, after a certain time did not show the qualities that were required. That is the practical method that you have adopted?  
—We have tried every method.

35,325. Are you satisfied that in that way at the end of twelve months, or possibly two years, you can find out those who are most likely to do you credit?  
—Yes.

35,326. Can you give us an idea, however rough, of the number who have been accepted as probationers or cadets, say in the last five years?  
—We have always got about a dozen running. We take on up to about a dozen per annum if the right young men come.

35,327. So that you may have in five years as many as 60 through your hands?  
—Yes, we might, only the weeding process is so stringent that we do not have that number remaining.

35,328. Can you tell us what proportion remain, also roughly?  
—I could not give you anything definite now.

35,329. Not one half?  
—More than half would remain.

35,330. So that your process instead of being a process of examination on paper is a process of testing in actual work, with the result that less than half are plucked in the end?  
—Yes, but numbers come up who are not accepted, they do not get through the preliminary stages.

35,331. Why do you want men, if you can get them, with the superior education that you are contemplating? As a matter of business, why do you want them with this higher education? Is it to secure men of that nature that you have cadets and probationers of a higher age?  
—If you could see the problems that we have to deal with you would readily realise that we cannot have them too highly educated.

35,332. There are problems that you have to deal with of an administrative character, I suppose, which it would be very difficult for you to find a man to tackle, who had entered at 14 and had had nothing else in the way of education?  
—If he had not educated himself and kept up his education throughout, it is doubtful whether he would be able to deal with some of these big problems that we have.

35,333. Returning to the superannuation scheme, did I rightly understand that all the members of the staff are compelled to be contributors?  
—It is compulsory.

35,334. Do you manage the pension fund yourselves as a company or do you deal with any outside insurance company?  
—It is entirely in the hands of a committee consisting of representatives of the staff and of the Board.

35,335. And the ultimate financial responsibility rests solely on the company?  
—Solely on the company.

35,336. (Mr. Shipley.) We have been asked to consider how far the Government service meets the requirements of the public, and it is very difficult to get any evidence on that point. You must have a good deal to do with big companies like shipping companies and railway companies; could you compare the management, say, of the Board of Trade, with which you must necessarily have to do, with that of one of those companies?  
—I do not think I could.

35,337. I do not know whether, in connection with your railway, you have anything to do with Government departments in the colonies or abroad; could you compare our Government departments here with any of those?  
—I could not compare the Government departments here with Government departments in the colonies.

35,338. Or on the Continent?  
—I do not think my opinion would be worth having. I have not had much experience in that way.

25 April 1913.]

SIR FRANK REE.

[Continued.]

35,339. Is there any kind of restriction put upon the staff in the way of actively engaging in politics, as there is in some Government departments?—No.

35,340. None at all?—None at all.

35,341. The railway plays a great part in elections?—We do not trouble ourselves with their politics any more than we trouble ourselves as to whether they belong to a union. As a matter of fact, the president of the big union of all the railway societies is a driver on the London and North-Western Railway. We do not object.

35,342. In the pre-railway times, in coaching times, Mr. Sam Weller's father took a very active part in politics. Do not you think you put the age of graduation rather high when you talk of men coming to you from the university at 25. My experience is that they mostly graduate between 21 and 22?—Yes, possibly you are right; it may be that 23 is about right.

35,343. When you revised your scale of wages last January, was it in view of the increased cost of living?—That was only one factor.

35,344. It was a factor?—Yes.

35,345. (*Mr. Matheson.*) I do not think we were told whether your probationers are paid while they are probationers?—They get no pay for three or six months. Unless we are quite certain of them after the third month, they do not get pay until the end of the sixth month, and then they come on a scale beginning at 40*l.* a year.

35,346. And there are rises during the five years?—Yes.

35,347. Are they selected for higher posts during those five years?—Well, it might happen, but it takes, as I said, five years before they are of any use whatever to us; they are like boys at school.

35,348. As a rule, they would go through the whole five years before they were planted out?—They would not know the a, b, c, for five years.

35,349. You spoke of a certain number of your clerical staff being outside the scale; have you any notion what proportion those bear to the whole of the staff?—No, but they are a considerable number.

35,350. You spoke of the pay not representing all that the staff get; you spoke of allowances. Is there anything besides a railway ticket, and so on?—There are no allowances, it is mainly the railway ticket and the quarter fare—not only on our railway, but virtually on all railways—and that extends to all their dependents.

35,351. Their families?—The family dependent upon them.

35,352. (*Sir Henry Primrose.*) I understand that the number of 12,000 which you gave us includes everybody, even yourself?—Yes, it includes everybody, including the general manager.

35,353. Then the vast majority of men are men who fall into one or other of these classes that go up to 200*l.* a year?—Yes.

35,354. But I also gather from the existence of this probationary class that you cannot rely upon that great general body of employees to provide you with men qualified for superior work?—No, I agree with that.

35,355. And in order to provide men for superior work, you recruit specially by means of this probationary class?—Yes, to find a proportion of them in that way.

35,356. A certain number you may draw from the vast body who receive up to 200*l.* a year?—Yes.

35,357. Do you find that amongst that large body of men there is any feeling that they are rather unfairly treated in having this other body, a small and select body of probationers, brought in who get most of the good places?—No, because a junior clerk or apprentice enters our service and he gets pay from the day he enters the service. We do not expect a very high standard from him and, therefore, unless he does something wrong there he remains. A probationer comes in and, although the prizes may be large, he has to run the gauntlet of so many examinations and such strong competition throughout, beginning without pay for some months, that there is no feeling, so far as I know, on the part of the lower grade of the staff against these probationers.

35,358. In other words, this large body of something perhaps over 11,000 men who never go beyond 200*l.* a year, and cannot expect to do so, are satisfied with that prospect?—I have never asked them the question, but I have no knowledge of any dissatisfaction. There is no open dissatisfaction.

35,359. They do not complain that their expectations or their claims to promotion are not met?—No. As I have said, we recruit largely from the sons of our own clerks, and they would complain bitterly if we subjected their sons to the heavy examinations that we impose upon these probationers. To show how our staff is recruited within our own families, which answers to a certain extent your question, we have many cases of four generations, and I know of a case where, taking the whole family, they have been amongst them 600 years in the company; not individuals, but 600 years taking years of service altogether.

35,360. Then what do you regard as a working day for the general body of your clerks; how many hours a day?—They come in roughly at, say, nine and stay till six all over the line with proper intervals for meals.

35,361. Do you suppose that they are actually at work over seven hours?—Yes.

35,362. For eight hours?—Yes.

35,363. Do the booking clerks belong to that class, or are they picked men and specially paid?—They come under this class, but we have exceptional pay in exceptional cases.

35,364. Take, for instance, your head station at Euston, would the booking clerks there be exceptionally paid?—They are well paid; they come in a special class and get higher pay.

35,365. Now, as regards your probationers, perhaps I missed it, but I did not quite gather how you select them. First of all, I suppose any director may nominate—that is one thing?—Yes.

35,366. (*Sir Guy Gramet.*) It does not follow that the nominee will be taken?—No.

35,367. (*Sir Henry Primrose.*) But you would try him on a director's nomination?—I gave you two instances, both of which were recommended by prominent directors, but in neither case did they come up to our standard.

35,368. But a nomination by a director would be tried?—It is not necessary.

35,369. But on the nomination of a director you would, at any rate, give the young man a trial, would you not?—Yes, if we wanted anybody at that time; but, as a rule, I get applications coming direct to me from all quarters. I have had them from the public schools; we keep in touch with the public schools; there is no dearth of applicants.

35,370. During the time that one of these young men is in the probationary stage, does he work alongside the clerks of the general body?—Yes.

35,371. He may be in a room doing exactly the same work as these men who get up to 200*l.* a year are doing?—Yes, during the time when he is doing what I call learning his alphabet.

35,372. Have you ever thought of trying, or have you ever tried, the system of open competition, instead of nominating men as probationers?—No. You see we are differently constituted from a Government office; you may be obliged to have it there for political or other reasons, otherwise you would have such awful complaints of favouritism and political bias. But we have no intention of adopting the system of a highly competitive examination, because once having passed that highly competitive examination you are saddled with the man and he may not come up to your standard.

35,373. Do you happen to know whether any other railway company has tried the system of open competitive examination?—I do not think any company has.

35,374. I was told the other day that some Irish railway company had tried it?—I could not say what they do in Ireland.

35,375. You said, I think, just now that you could not say what number of places there were in the 12,000 which carried a salary in excess of 200*l.*?—I cannot. I have never looked into it.



25 April 1913.]

SIR FRANK REE.

[Continued.]

35,376. Can you give us any rough idea?—No, not worth giving to the Commission. All I know is that in a number of cases when the question of salaries comes before me I notice in a special column for it, "above maximum," "above maximum," "above maximum."

35,377. Would there be a considerable number of places the occupants of which have salaries ranging from 200*l.* to 500*l.* a year?—Oh, yes.

35,378. Would many have salaries like that?—Yes, a large number.

35,379. Above 500*l.* would you have many?—Yes, a considerable number.

35,380. I suppose the number above 1,000*l.* would be small?—There is still a certain number of them.

35,381. Would you object to giving us a return, say, of the number of salaries between 200*l.* and 500*l.*, the number between 500*l.* and 700*l.*, the number between 700*l.* and 1,000*l.*, and the number over 1,000*l.*, without mentioning places, a sort of rough classification?—Unless you really thought it would be of great benefit to you, I would rather not.

35,382. Going back over the last 40 or 50 years, has the London and North Western Railway Company always been able to find a general manager amongst its own staff, or has it ever gone outside?—You take me back 40 or 50 years.

35,383. As long as you can speak to?—We had one come to us, Mr. Cawkwell, from the Lancashire and Yorkshire Company. Then we took over Sir George Findlay with the Shrewsbury and Hereford Line, but then he was for long years with us. Then Sir Frederick Harrison started at Shrewsbury at a nominal salary, and he was all his life with the London and North Western, and I have been all my life with the company.

35,384. Then for any post below general manager I suppose it is not conceivable that you would not fill it from amongst your staff?—No, we always find plenty for those posts, and in fact, I regret to say, for other companies as well.

35,385. Are you troubled with complaints from your staff as regards favouritism in the matter of promotion?—No. I have, of course, heard of charges of that sort. No big company with 85,000 servants could avoid it.

35,386. But still it is not a serious matter?—No, it is not a serious matter. Of course, every man values his capacity according to his own standard.

35,387. (*Mr. Boutwood.*) The only question I want to put to you is a very simple one. I suppose there is hardly a case in the public service where the head of the department does not receive representations or memorials from his staff embodying all sorts of complaints and desires, and I was going to ask you whether you have any similar experience with your clerical staff?—We had a deputation some years ago from our clerical staff asking for more money; we had already decided to do something, and we gave them the new scale.

35,388. I gather from your answer that that was an exceptional incident in your official experience; it is not a common thing to be before you?—I do not find that in our service we have many cases like that. That was a case. We try to meet grievances before they arise, I mean to say before they become too prominent.

35,389. (*Mr. Philip Snowden.*) You have stated more than once in the course of your evidence that your idea is to find out and to encourage exceptional merit?—Yes.

35,390. You have told us already that you began at a salary of 40*l.* a year?—Yes.

35,391. And from your answer to a question which has just been put to you, I gather that your predecessors in the position that you hold were men who rose from very humble positions in the railway service?—Yes.

35,392. Has that been practically the universal thing in the service of the London and North-Western Company?—It is rather difficult, when you bring me in, to know how to reply, but the endeavour of the London and North Western Company is to give brains a chance.

35,393. Take one or two of the officials who are just below yourself, take the superintendent of the line, a

gentleman who, I believe, was knighted by the King the other day?—Yes.

35,394. Has he risen from one of the lower posts in the service of the company?—Yes, he has fought his way up from the bottom.

35,395. Then your chief goods manager?—I think he joined us at a salary of about 100*l.* a year.

35,396. Your district superintendents, are they all men who have risen from lower grades?—As a rule.

35,397. And you have told us already that you have always plenty of men capable of filling the responsible positions that fall to them?—Yes.

35,398. That indeed you have so many able men that you have been able to provide able men for other companies?—I do not put it quite like that. We always manage to find men for our posts, and we have managed to find men, and we regret to say we have had a number taken by other companies.

35,399. Quite so; that is what I meant. I take it from the answers that you have given me that neither the general manager nor the superintendent of the line nor any of your district superintendents have been recruited from this class of probationers?—No, I said mainly.

35,400. Your general manager, your superintendent of the line, and your chief goods manager?—The chief goods manager, as I have already said, came into the service at 100*l.* a year.

35,401. How long had he been in the service?—About 35 years.

35,402. But he would not belong to the same class as your probationers?—I think he came in as a cadet, and I know that several of the district managers came in as cadets.

35,403. The experience of the London and North Western Railway Company in the matter of having been able to find its general managers from men who entered the service of the company in the lowest grade has not, I believe, been quite an exceptional experience; other railway companies have been able to do the same?—When you say the lowest grade, the lowest grade is the 25*l.* a year apprentice. I did not come in as a 25*l.* a year apprentice; I came in on the second grade as a probationer.

35,404. At any rate it would be quite correct for me to say in the lower grades of the service?—Yes.

35,405. Is it not the fact that the present general manager of the Great Western Railway Company started, I believe, as a porter?—I do not know how he started.

35,406. But you have told us already what Sir George Findlay was?—I know about Sir George Findlay, but I could not give you any accurate information as to how any general manager on any other line started. I do not know how the present general manager of the Great Western Railway started.

35,407. I think I remember at the time of his appointment seeing something to that effect. Now about your university men; have you recruited many university men into your grade of probationer?—No.

35,408. None?—I will not say none; we have had some, but I do not know that we have got any with us at the present time.

35,409. Your experience, at any rate, of the university man in railway service is so very small that you are not prepared to express an opinion on either his inferiority or his superiority?—Our experience with university men has been that they got tired waiting for promotion.

35,410. I take it that this probationary class of yours, in which I am very much interested, is recruited mainly from the public school boy?—Yes.

35,411. It would not be fair perhaps if I were to ask you whether those appointments are really a little patronage in the hands of the directors?—No, they are not, because I have given you the case of how we do fire them out if they do not show exceptional merit over the lower grade. We should not think it fair to retain them in the service unless they showed that they had made the fullest use of the superior education they had had, and were superior to the lower grades of clerk.



25 April 1913.]

Sir FRANK REE.

[Continued.]

35,412. I understood you to say that, roughly speaking, you find about half of them unsuitable?—We find that more than half of them are suitable.

35,413. What proportion of your ordinary clerical staff do you find it necessary to get rid of on account of incompetence?—Well, we are very lenient in those cases. As long as a man manages in the lower grade to do his work without making his incompetency too apparent we do not get rid of him.

35,414. You told us that so far as the candidates for your clerical staff are concerned, you find that the Board school boy does much better at the examination than a boy from a public school?—Ours is a Board school examination paper. For instance, I know a case of one of these probationers who made a remark that he could have passed the examination with honours if it had been given him when he left the Dames school; consequently the examination is just one suitable for a boy coming from a Board school.

35,415. Have you ever thought of altering the scheme of your examination, so as to adapt it to the education of the later years of a boy's life?—We have thought of it, but we have not made an alteration.

35,416. Seeing that you are so anxious to get a good staff, and to try to have amongst your rank and file men who are able to fill the highest posts in the service, do you think this practice of yours of showing a preference to the children of your employees is not a restriction of your selection?—Well, we would not alter it for anything. We encourage, as far as we possibly can, the getting of as many as we can of a family into the railway service; it is something for a man who comes into the railway if he thinks that he has a reasonable chance of finding employment for his children, male and female, in the company. We should not like to do anything that would act against that.

35,417. You think the advantage of that human relationship which is maintained more than compensates for any disadvantage of the system?—Oh, by far.

35,418. You stated that you cannot have men who are too highly educated for certain important work that you have to do, but I take it from the answer you gave me just now that you have no university men; that the most highly educated men that you have in your service are those who have had a good school education?—Yes.

35,419. It follows, then, that you have not in your service men who have received the highest education?—As I say, we are only too anxious to have them, but it is that waiting time for a man of, say, 23; that is the difficulty. If he comes in with honours from the university, and he finds that these lads, so to speak, have had already years of experience in railway work before him, he cannot stand the comparison until he himself is efficient. Railway work is something you cannot pick up in five minutes.

35,420. Just one or two questions about your women. You said that you were very well satisfied with the way in which the women do their work?—Yes.

35,421. Are they employed upon work that is similar to the work done by men in your service?—It used to be done by men. It is extracting charges of the invoices, putting them into columns, and then adding them up.

35,422. Have you come to any conclusion as to the relative efficiency of a woman's work and a man's work?—It is work that they are well able to do.

35,423. I mean in regard to the respective output of men and women engaged on the same kind of work?—I think it is very much the same. I do not think either that the women do it more quickly than the men, or that the men do it more quickly than the women.

35,424. May I ask what is your scale of pay for the women?—Not under 15 years of age in the first year, 10s.; second year, 12s.; the third year, 14s.; fourth year, 15s.; the fifth year, 20s.; the sixth year, 23s.; and 25s. per week after the sixth year of service.

35,425. Roughly speaking what percentage would that be of the male scale?—I have not compared them.

35,426. Have you much trouble with excessive sick leave among the women?—No, we look after that; we see that their offices are well ventilated. You cannot quite treat women, you know, as you can men; you

have to be very careful in dealing with them. They are, perhaps, more emotional than men; you cannot blow them up, if you do you have a tremendous upset.

35,427. You have never tried the experiment of men and women working together?—No.

35,428. Are your stationmasters entirely recruited from your clerical staff?—No, not entirely.

35,429. It would be very interesting if you would just answer me this further question about yourself: could you very briefly indicate the various stages through which you passed to your present position?—Since I entered the railway?

35,430. Yes?—I started with the agents of the railway; I came to the railway when I was 21. I was then on the ordinary clerical staff, then I gradually worked up through the clerical staff until I became chief clerk to a district manager. Then I became assistant to the district manager in London, and then the same thing in Liverpool. Afterwards I became district manager in Liverpool. From district manager in Liverpool I succeeded Sir Frederick Harrison as chief goods manager at Euston, and then I became general manager.

35,431. (*Sir Donald MacAlister.*) Did I understand you rightly to say that you entered the railway service at 21?—I entered the railway service proper at 21, but prior to that I was for some years with their agents.

35,432. Not on the railway staff?—Not absolutely on the railway staff.

35,433. (*Mr. Graham Wallas.*) Do you, in increasing the salaries of meritorious men on your junior staff, ever use the expedient of giving men an additional increment or two, or more additional increments, that is to say, leaving them on the scale but putting them rather higher up?—No. Supposing that a man was getting 100*l.* a year, and it was thought that we should give him another 50*l.*, we would give that 50*l.* as purely personal to him.

35,434. He would remain getting the ordinary increment of his scale?—Yes, he would remain on, and he would come under the head of "above maximum."

35,435. Do you encourage your clerks in your service to get outside qualifications and to pass outside examinations for them?—No, we are always glad if they do.

35,436. What sort of examinations do your men go in for—for the Institute of Accountants, for instance?—No, I do not know that they do.

35,437. Do any of them take legal qualifications?—No.

35,438. Do none of them transfer themselves to your legal side?—No, we have had transfers from the professional side to the traffic side, but not from the traffic side to the professional side.

35,439. It is not a recognised way for an ambitious young man, to make his mark, to pass an outside examination or take a degree?—No.

35,440. You say that your policy is to get junior clerks in a little later. Do you think, as a matter of fact, their age of coming in tends to be a little later?—No.

35,441. It is about the same?—It is the same, about an average of 15.

35,442. Do you find that the great growth of municipal secondary schools tends to make a larger number of them come from the secondary school rather than from the elementary school?—I could not tell you.

35,443. Your lower clerical grade, to a large extent, I think, belong to the railway servants' organisation, the big union?—Not that I am aware of.

35,444. It is entirely the mechanical staff, the working men, is it, who belong to the union?—We do not interest ourselves in that. I really do not know.

35,445. What I was leading up to was whether, as in the case of the Post Office, you recognise, in the case of your clerical officials, their organisations?—No, we do not recognise any association. We deal direct with our employees, and we do not mind how many unions they belong to, or whether they are political or whether they are of any other character.

35,446. Would you recognise persons who presented themselves as representatives of your employees?—A deputation of our employees can come to us at any time, but we do not recognise anybody outside the service who

25 April 1913.]

SIR FRANK REE.

[Continued.]

says that he represents the staff. We do not know him, but prefer dealing directly with our staff.

35,447. But a deputation would naturally consist of representatives of the organisation, would it not; it would not necessarily consist of employees?—Not necessarily members of an organisation. The only deputations we would receive are deputations of clerks or men in our employ.

35,448. (*Chairman.*) Take, for instance, the Amalgamated Society of Railway Servants; if the secretary of that association came to you on behalf of some of your clerks, would you receive him?—No, we have nothing to do with him. I have never yet received anybody of that kind; not that I have any objection to him, but because I prefer to deal with our own men. I am there, and am always ready to meet our men.

35,449. (*Mr. Graham Wallas.*) But a man who comes to you may be in fact, as the Chairman has suggested, an official of an organisation?—He may be a red-hot Tory, or a red-hot Radical. All I say is that we do not recognise anything outside the company.

35,450. (*Chairman.*) Mr. Wallas wants to know whether, if the secretary of, for instance, the Amalgamated Society of Railway Servants came to you on behalf of your employees you would receive him, he not being a servant of your company?—No, I would not; but, as I told you just now, the president of the big union of all the railway employees, the old Amalgamated Society and various others, is a driver on the London and North Western Railway, and I have met him with deputations of our men, but coming to us, as a deputation from the North Western drivers.

35,451. (*Mr. Graham Wallas.*) The question was referred to us, and I want to be quite clear. Do you ever allow a representative deputation of men to come to you suggesting an appeal in a case of discipline?—No.

35,452. There is no appeal outside your own ordinary disciplinary organisation?—No. I should receive a deputation on any matter if they felt themselves aggrieved.

35,453. You have no regular organisation, but any deputation which seems to have a *prima facie* case, and does in fact represent a considerable body of your men, you would receive?—If they came to me with any reasonable representation I would hear what they had to say.

35,454. (*Sir Guy Granet.*) I only want to ask you one question, Sir Frank, as regards the scales you have given. As a matter of fact, even if a man is not promoted to a special position, he very often ends in the service by getting something beyond the scale, does he not?—Yes.

35,455. There is a system, is there not, of special advances?—Yes.

35,456. And as a matter of fact, without going into percentages, one may say that a very large proportion of your staff are in fact getting a salary in excess of the scale rate?—Yes, what I call over the maximum.

Mr. ROBERT BLAIR, M.A., B.Sc. (Education Officer to the London County Council), called and examined.

35,468. (*Chairman.*) You have come on behalf of the London County Council to explain to the Commission what are the educational facilities which are provided, by way of scholarships and bursaries, to enable children to get from the primary schools up to the universities?—That is so.

35,469. Will you, as briefly as you can, give us an account of these facilities. We have your full written statement, but we would like to have it on the notes in a compressed form?—You will see from the full statement that the Council's scholarship scheme is divided into two parts: First, the county scholarships, which provide for children from the elementary schools going through the secondary schools right up to the universities. Then there are other scholarships which provide for those who want to go to technical or trade schools; and there is a third class of scholarships for those who are in training for elementary school teachers. As regards the junior county scholarship scheme, it means that approximately something like 1,600 or 1,700 boys

35,457. That is so far as the scale is concerned. Now just one question about this special class from which your officers are recruited, that, as you have told us or something like it, was instituted by Sir George Findlay?—Yes.

35,458. Because he found that he required some new element from which to recruit your officers?—Yes.

35,459. And your experience is that that has been a success?—A great success. We have, you may say, largely improved upon it.

35,460. And your opinion as to its success is an opinion which is shared not only by other companies in England, but by other companies in other countries; is not that so?—That, I regret to say, is so.

35,461. And as a matter of fact in the last three or four years you have supplied to my knowledge two general managers to English companies, and a general manager to an Argentine company?—Three general managers to London companies, a general manager to Ceylon, a general manager to the Argentine, and a general manager to Egypt.

35,462. I have no knowledge at the moment of those in Ceylon and Egypt, but taking the London managers you have had taken away from your staff, and the Argentine one, were those men recruited from the special class?—Certainly two of them were.

35,463. (*Chairman.*) What is the special class from which these distinguished men have risen, because I am in some doubt on the point? Sir Guy Granet says it is the class of men who have come in with a high standard of education. Is that so?—I think certainly in the case of two, if not the third, they did not come in as ordinary apprentices; they came in either as probationers or as cadets. I am inclined to think that two of them came in as cadets.

35,464. That is to say, the special class is recruited from "cadets," who came in with a university education, or from probationers who came in from the public schools with a public school education?—That is quite right, though not necessarily cadets.

35,465. (*Sir Henry Primrose.*) There is one question I forgot to ask you, it is quite a small thing. I notice that after you reach the salary of 150*l.* you make no distinction between London and the provinces. Why is that?—In the third class do you mean?

35,466. Above the third class. In the first and second classes you have the same rates both in London and in the provinces. Why in that case do you not make a distinction between London and the provinces?—There are fewer positions, you see, and it is a question of classification.

35,467. You do not consider that the greater expense of London affects the lower paid people more than it does the better paid?—No, as I say, it is entirely a question of there being fewer positions in the large towns, and it is a question of classification.

(*Chairman.*) We are much obliged to you, Sir Frank Ree, for the information you have given us.

and girls every year are selected from elementary schools. The age of selection is from 11 to 12. The selection is by means of an examination supplemented by the reports of the head teachers. The reports of the head teachers are extremely useful at the tail-end of the scholarship list. The examination is in English and arithmetic only. As the result of that examination something like 1,600 or 1,700 boys and girls are selected every year.

35,470. What effect on the selection has the report of the teacher? As I understand, it is a competitive examination modified by the reports of the school teachers in each case?—That is so.

35,471. May it happen that a pupil who would come out first on the list might have his place altered owing to the operation of the school teacher's report?—If a head teacher were to say that a pupil in an elementary school was unfit to have a scholarship it would be a very serious case, especially if he were first in the examination. But the head teacher's report is

25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.SC.

[Continued.]

not applicable really to the head scholars, but is only applicable at the tail-end of the scholarship list; that is to say, the last two or three hundred are settled partly through the marks and partly on full consideration of the head teacher's report. The reports help in settling marginal cases.

35,472. But the reports would have the effect in particular cases of modifying the position which a mere regard for the marks obtained in the examination would give?—There is nothing in the order of merit of the 1,700 candidates. There is no order of merit. You either get a scholarship or you do not get a scholarship.

35,473. But the 1,700 are chosen by a competitive examination?—True; that is to say, 1,700 are selected as the first 1,700 out of the 65,000 of that year.

35,474. I was thinking that somebody might have got into the 1,700 owing to the operation of the teacher's report upon the candidate standing 1,700 on the list?—No.

35,475. The 1,700th boy, say, had got 1,010 marks, and the next on the list, that is, the 1,701st, had got 1,000 marks, but was ranked before the boy who had got 1,010 marks because the report of the teacher had stated that, for one reason or another, he was a more deserving boy than the boy who had got the 1,010 marks?—While not committing myself to numbers, you may take it that that kind of thing does happen.

35,476. That is to say, No. 1,701 may have secured less marks than No. 1,700 in the examination, but the excess marks of No. 1,700 were neutralised by the report which had been given with regard to him?—That is so. When the 1,600 or 1,700 are selected they are selected in the first instance for the three years. At the end of three years there are reports on all, and those of them who are found capable to take advantage of secondary education for another two years are allowed to continue. I should also say that as soon as the 1,600 or 1,700 are appointed by the Council, the next thing is for them to fit themselves into secondary schools.

35,477. Are the values of the scholarships uniform, or is one more valuable than another amongst the 1,700?—Yes, there are something like 100 secondary schools on our approved list. Every year 1,700 pupils have to fit themselves into 100 schools. There are schools that are popular and schools that are less popular, and some of the very popular schools have a very large number of the 1,700 applying to get into them. The Council lays down no limitation as to the fee; that is to say, a scholar may get into any school whether the fee is 20*l.* a year or 2*l.* 10*s.* a year. Therefore, in that respect, the exemption from fees, which is a part of the scholarship, varies considerably from, say, 20*l.* to 2*l.* 10*s.* On the other hand, there is no variation (except in regard to the income limits) of the maintenance grant which is attached to the scholarship.

35,478. Then the scholarship carries exemption from fees, and in addition a maintenance grant?—Yes.

35,479. Consequently the boys who get into the favourite schools get more in fees and less in maintenance?—They do not pay the fees; the Council pays the fees for them and they get the same maintenance all through.

35,480. Then does the choice of the pupils rest with the schools?—Yes.

35,481. The favourite school exercises its choice?—It exercises its choice generally through a second examination.

35,482. That seems rather hard on the boys, but how could it be done otherwise?—Yes, it is a practical issue, and after all it means that the best boys and the best girls get into the best schools. Speaking generally, that is what happens. The effect is modified by geographical difficulties; boys in the South of London do not go to the best schools in the North of London, and so on.

35,483. Am I to understand in connection with the scholarships that the maintenance allowance is equal but the fee allowance varies?—The fee allowance varies.

35,484. So far as the boy is concerned, the amount of money he gets is practically uniform throughout?—The same.

35,485. He gets the maintenance only?—Yes; what he gets depends on his parents' income. The scholarship holders are mainly pupils from elementary schools. Out of something like 9,000 scholars at present in secondary schools only about 500 are scholarship holders who were in secondary schools before they got scholarships. So that it is 1 to 18, say 1 to 20. In the case of Junior County Scholarships there is no income limit in the case of scholars attending elementary schools for the exemption from fees. But the payment of the maintenance grant depends upon the amount of the parents' income. In the case of incomes not in excess of 160*l.* per annum, the maintenance grant is 6*l.* for the first year, 6*l.* for the second year, 6*l.* for the third year, 15*l.* for the fourth year, and 15*l.* for the fifth year. If the parents' income exceeds 160*l.* and is not more than 300*l.* there is no maintenance grant for the first three years, and it is 10*l.* for each of the fourth and fifth years. If the parents' income exceeds 300*l.* there is no maintenance grant. Now the percentage of scholars who belong to these different categories is this: Not in excess of 160*l.* per annum, 84 per cent, so that 84 per cent. are getting a maintenance grant in each of the five years—6*l.*, 6*l.*, 6*l.*, 15*l.*, and 15*l.* Thirteen per cent. belong to the second category of parents with incomes of more than 160*l.* and less than 300*l.*, and are getting 10*l.* in the fourth and fifth years; and 3 per cent. only are children of parents whose incomes are greater than 300*l.*

35,486. These are for the scholarships held in secondary schools?—Yes. So far I have mentioned only the first catch of what has been called "the Council's capacity-catching net." It was held that there were what are commonly called "late bloomers"—children who at 11 to 12 are not able to show their capacity, as well as those who, for some reason or another, miss the examination. In a large system like London you can understand that a fair proportion might miss the examination. There is a second collection of scholarship holders between the years of 13 and 14, and the Council awards 300 scholarships—what are called "the Supplementaries"—every year. That is mentioned on page 4 of my statement. They are supplementary junior county scholarships, and 300 a year of those are given. That means roughly 2,000 scholarships a year to children who in the main are attending elementary schools. The scholarships take them into the secondary schools, and they are there in the main for five years. As you will notice from my statement, a very high percentage remain in the school until the end of the five years. On page 4 it is said: "The length of the school life of the scholars is fairly satisfactory and appears to be increasing. Thus the percentage of scholars elected in 1905"—the first "year of this scheme"—1906 and 1907 respectively, "who remain to the end of the fifth year of tenure was 54, 60, 60, the figures for boys and girls being as follows: boys, 44, 46, 47; girls, 60, 67, 67." I think that is a very high percentage remaining for the full five years in the secondary schools.

35,487. They leave then at about the age of 17?—Yes, 16 to 17. I will refer to a diagram I have sent in in a moment. At 16 there is another set of scholarships to take on the best of the juniors a further stage. Those are called intermediate scholarships, and they are referred to from the middle of page 5 onwards of my statement. Those intermediate scholarships carry the boys and girls on for about two to two and a half years roughly. They are more valuable; they are only 300 in number.

35,488. At what age does this intermediate scholarship come in?—At the age of 16 to 17, at the expiration of the five years.

35,489. How do you select the boys? Is there an examination?—Yes, an examination. Having selected the intermediates, after something like two to two and a half years, another set of scholarships comes in; what are called the senior scholarships—those that will take boys and girls on to the university or to technical institutions of university rank.

35,490. What is the value of the senior scholarships and how many of them are there?—There are 100 senior scholarships open equally to the boys and girls.

25 April 1913.]

Mr. ROBERT BLAIE, M.A., B.SC.

[Continued.]

The value of the scholarship is 200*l.* Perhaps I had better give the figures one by one. A junior scholarship, on the average, is worth 85*l.*

35,491. But are these figures for the total time for which the scholarship is held?—Yes.

35,492. So that you have to divide the 85*l.* by five?—Taking the total expenditure on the scholarships and dividing by the number of scholarships, the cost of each junior scholarship works out as 85*l.*

35,493. By what number of years have you to divide in order to get the annual value of the scholarship?—By five. In other words, the council is committed to an expenditure of 85*l.* every time it elects a junior county scholar; 40*l.* for every supplementary scholar; 75*l.* for every intermediate scholar; and the council is committed to 200*l.* every time it makes the selection of a senior scholar.

35,494. In order to get the annual value of the senior scholarship you have to divide it by three or four years, according to the university course?—Yes. The senior scholarships have been modified within the last two years. The selection of a senior scholar is not by examination, but by record and interview, and a consideration of the parents' circumstances.

35,495. If the parent is not rich, the senior scholarship will not help the boy very much through his university course?—On page 6 of my statement you will see, with regard to the senior county scholarships, the regulation as to income: "The income of the parents or guardians of candidates for senior county scholarships must not, as a rule, be more than 400*l.* a year"—the words "as a rule" were put in about two years ago—"the council, however, considers each case on its merits, and scholarships are awarded to those candidates whose parents or guardians satisfy the council that they require financial assistance for the continuance of their education." My view is that this regulation of the council is not as well known as it ought to be amongst parents whose income is over 400*l.* a year; it will get known by-and-by.

35,496. A parent whose income is under 400*l.* a year cannot afford to help very much unless perhaps it happens to be the case of an only child. If the boy goes to Oxford and does not get a university scholarship, the 40*l.* to 50*l.* a year he gets from the senior scholarship will not help him very much?—The council assumes that a boy who goes to Cambridge will want 150*l.* a year. In looking at the boy's record it is generally required that he shall have gained a university scholarship. Such a scholarship may range from 40*l.* up to 80*l.* The next question is, how is the 150*l.* to be made up. The parents' circumstances are taken into account. As a matter of fact the council has authorised the Education Committee to go so far as to add 90*l.* to what a boy has already got in scholarships. That is to say, if the boy knew where to get 60*l.*, he could get 90*l.* from the council, and that will produce the 150*l.*

35,497. (*Mr. Holt.*) Is that 90*l.* annually?—90*l.* annually, and it may be for five years.

35,498. (*Chairman.*) Am I right in understanding you to mean that you assure yourself that the boy you send to the university is likely to do well in the university?—Certainly.

35,499. You do not give him a senior scholarship which will bring him to the university, unless you think he is capable of benefiting by the university course?—That is so.

35,500. When you find a likely and capable boy you do not permit him to suffer from want of means in going to the university?—No.

35,501. And although your senior scholarship only gives him 40*l.* a year, still you do make provision that he will in one way or another get 150*l.* a year, part of which would probably be from a university scholarship?—The council sees its way, generally speaking, to the boy having 150*l.* a year, and in addition the council has recently decided to give, in satisfactory cases, 25*l.* to start the boy so to speak, at Oxford or Cambridge.

35,502. (*Mr. Howe.*) Is it quite correct to say that the senior scholarship is worth 40*l.* a year? You said it was a variable sum depending upon the scholarships

and the means of the boy?—No, I did not gather that I said that.

35,503. (*Chairman.*) Did you not say the senior scholarship was worth 200*l.*?—Yes.

35,504. I assume that the university course would be four years, and that would give him 50*l.* a year?—That is dealing with averages, and I ought to say that while the university course has, in the main, been three years—with exceptions four years—it is only about two years ago that the council decided to make it five years. It may turn out at the end of ten years that our experience is that the scholarship is worth not 200*l.* but 250*l.* or 300*l.* In other words, within limits, there is not a limit to the scholarship. The council may go so far as to give any individual boy 90*l.* a year.

35,505. How many boys do you contemplate will get that from you?—Of boys and girls 100 a year. At the top of page 7 of my statement you will see that so far only something like 50 a year have been awarded, but the short award of 47 in this last year is due to two facts: firstly, that the scholarship system which began in 1905 has not had full time to operate, and secondly, as you will see from the top of page 7, a deputation—a very strong deputation—of Cambridge tutors came to the council a year ago and made representations as to the council's awards. There was a criticism of the council's awards, and probably that had the effect of reducing the number in 1912.

35,506. (*Sir Kenneth Muir-Mackenzie.*) What sort of criticism?—The criticism was as stated on page 7: "That the standard adopted by the council for the award of its scholarships had hitherto been too low." May I now draw your attention to the diagram. (*The witness explained the diagram.*) You may be interested in knowing that at the present moment the number of county council scholars in attendance or residence at university schools or technical colleges of university rank are these: Oxford 20; Cambridge 62; London (schools of the university other than medical) 39 senior scholars and 30 intermediates; medical schools 5 senior scholars; technical schools 7 senior scholars and 7 intermediate scholars. So on the whole, at present there are 133 senior scholars at Oxford, Cambridge, and London, and schools of university rank, and 37 intermediates, making altogether 170 scholars at present at institutions of university rank.

35,507. (*Chairman.*) Have you any information showing the social classes to which these scholars belong?—I am not sure that I can put it in a statistical form. In the first place, you have the income limit.

35,508. We have information from Oxford and Cambridge as to the social classes from which scholars come. I would like to know whether your scholars are equally distributed over the various classes—professional, agricultural, commercial, artisan, and so on?—I think we might say that our scholars belong largely to artisan and commercial families. What I mean by "commercial" families is, that their parents are engaged in London in business houses somewhere or other on the clerical or selling side.

35,509. But the income limit makes it clear that the parents cannot be well to do and cannot be of the rich classes?—Quite clear. I should also like to draw attention to page 8 of my statement. In 1910 the council began a very serious inquiry into what had happened to all their scholars. Something approaching 200 scholars are accounted for in that table. You will notice No. 1 are "scholars whose awards terminated not later than 1910." What has become of them? 77 are teachers, 3 are ministers of religion, 6 are engineers, 9 chemists, 16 civil servants, 13 belonging to other occupations, and 33 are not in paid employment at the date of the return. Scholarships had been awarded in London since 1895, but it was not found possible to get into communication with all the scholars. So that the 200 represent a small fraction—something probably like one-sixth of the whole of the scholars before 1910; but since then we have got more closely into communication with them; of scholars whose awards ended in 1911 (as distinct from those who ended in 1910) 33 are accounted for; and of scholars whose awards ended in 1912 a similar number is accounted for.

25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.S.C.

[Continued.]

35,510. Am I right in thinking that you offer 1,700 junior county scholarships a year, and they are of the value, on the average—according to the scale and the condition of the parents—for the five years of 85*l.*?—Yes, 85*l.*

35,511. You offer 300 supplementary county scholarships?—Yes, of an average value of 40*l.*, for three years.

35,512. You offer also 300 intermediate scholarships of the average value of 75*l.*?—That is so, and they last for about 2½ years.

35,513. And you have senior scholarships to the number of 100 of the average value of 200*l.*?—That is right.

35,514. These last are intended for pupils and students who go to the universities?—That is so.

35,515. You assume that a student, to benefit fully from university training should have during his residence, if a boy, 150*l.* a year?—Yes.

35,516. And that is made up by a university scholarship if he gets one?—Partly.

35,517. While the balance is made up by the Council?—The 150*l.* is made up of three parts: the scholarships the boy has won from a university; secondly, what his parents can give him in the way of income; and the balance is made up by the Council, and the Council's balance may in some cases reach as much as 90*l.*

35,518. (*Mr. Hoare.*) We have a return here which shows that the annual amount which is now being spent on scholarships by the various local education authorities is 479,545*l.* Could you tell the Commission how much is being spent in London?—200,000*l.*

35,519. So that London is spending very nearly half the total amount which is being spent in the whole of the country?—Yes.

35,520. So that you will agree that the experience of London would be very valuable in gauging the adequacy of the amount of the scholarship system in the whole country?—I should think so.

35,521. We had some evidence a short time ago from Mr. Bentliff, representing the National Union of Teachers, and he was asked various questions as to whether the system in the country and in London was adequate. I asked him this question: "Would you say that the net of scholarships in London does not bring in all the ability that should have the chance of entering the secondary schools?" and his answer was "Not all." Would you say that in the present system of education you think the scholarship system is big enough in London to bring in boys and girls who are likely to benefit by further education?—I think so. I would just like to safeguard what I am saying by adding that no doubt after selecting 1,700 scholars a year there may be one or two in that number who do not deserve scholarships and there may be one or two out who deserve scholarships. That sort of thing will happen in any big scheme, but in general I believe that the county scholarship system at the present moment is as large as circumstances demand.

35,522. Judging from what you say on page 7 of your memorandum, it looks as if the difficulty really is to find well-qualified boys rather than to provide more places for boys and girls. I am referring to senior scholars?—So far the difficulty has been to find the 100, but it is only about two years ago that the 100 was settled upon, and, as I mentioned when referring to the diagram, the whole system has not yet got into full operation. It will be another five years, one may say, before we find the system in full effect.

35,523. According to page 8 of your memorandum, so far you have got particulars of 16 scholars entering the Civil Service. Do you know how many of those entered by the first division examination?—I think most of them, but I do not know.

35,524. Would you say that the present system of senior scholarships in London enables a clever boy to prepare himself for and eventually to pass the first division examination?—Quite; and I would go further and say that I think most of our scholars become either Civil servants or teachers. The figure that is given of 19 Civil servants must not be taken as adequately representing the number of Civil servants.

I have only the return here for about 200 out of something like 1,000 scholarship holders.

35,525. It has been suggested that the difficulty in obtaining a sufficient number of teachers at the present time is due to the desire of the classes who usually become teachers to become Civil servants. Have you had any experience of that in the last year or two?—I do not think that is the cause of the difficulty in getting teachers. There may be something in it, but it is not the main difficulty.

35,526. I think it is mentioned in the annual report of the Board of Education. I do not know whether it has been brought to your attention?—I did not know that that particular fact was mentioned in the Board's report, but I do not think that is the main cause of our not having teachers. It may be some part of the cause, just as the great boom in trade is part of the cause; but the main cause is, I think, a general fright owing to a circular that was issued.

35,527. Would you say from your experience that the conditions in the Civil Service would be better or worse than in the teaching profession in London?—Yes, they are better off.

35,528. The Civil servants are better off or the teachers?—It depends on the grade of Civil servant you are thinking of. I have forgotten for the moment, but I think the first division Civil servants begin at 250*l.* and rise to 600*l.* or something like that.

35,529. (*Chairman.*) 200*l.* to 500*l.*; then 600*l.* to 800*l.*, and then up to 1,000*l.*?—200*l.* to 500*l.* is the first scale. They are better off from the point of view of salary alone than the teachers in elementary schools. They are also better off than the assistant teachers in secondary schools. They are not so well off as some headmasters of secondary schools.

35,530. Are the headmasters of secondary schools paid up to 1,000*l.* a year?—We are speaking of the first division scale of salaries. There are certain headmasters of secondary schools in London who get 1,000*l.* a year or thereabouts—not many, but some. With regard to teachers in an elementary school it is a high post for a man to be getting 500*l.* a year. There are some, but I have forgotten the number—a small proportion of our 1,000 head teacherships. When you come to the second division of the Civil Service salaries begin at 70*l.* a year, and go to 300*l.* An assistant in a Council's secondary school has an opportunity of going to 300*l.* a year, but an assistant in an elementary school has an opportunity of going only to 200*l.*

35,531. (*Mr. Hoare.*) You say a clever boy in London would probably rather be a first division Civil servant than enter the teaching profession, but that he would prefer teaching to the second division?—I think the answer to the first question is quite clear; he would prefer the first division to entering the teaching service. I do not know so much about the second division, but the teaching profession has many anxieties which probably do not exist in the Civil Service, and from that point of view some might like to go into the Civil Service rather than to become teachers.

35,532. I suppose the teachers would be of much the same class as the second division are drawn from?—The second division candidates would be drawn largely from the same class.

35,533. (*Chairman.*) Are these salaries you have mentioned general throughout the 800 odd secondary schools that the education department has told us of, or are those salaries peculiar to London?—I am speaking of London salaries only. I cannot speak generally for the country.

35,534. You do not know what salaries are prevalent throughout secondary schools in the country?—I cannot speak of them in definite terms; generally they are not so good as in London.

35,535. (*Mr. Hoare.*) You have a big clerical staff under you in the London education offices. Do they all come in in the same way?—No. The staff at the office, speaking now of my own department, probably number something like 600 to 700, and they are recruited in three ways: there are what is called the minor establishment staff, and, speaking from memory,



25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.SC.

[Continued.]

I have something like 150 minor establishment clerks akin to the abstractor or the present assistant clerk class in the Civil Service; they are men whose salaries may go up to 150*l.* a year or thereabouts. There is a second recruitment called the "major establishment," and their salaries begin at 80*l.* a year and may go up to 300*l.* a year. Then above that class I have quite a distinct class—very small in number—who are brought into the office, because such officers have experience of the things they are dealing with. For example, I have something like 8 or 9 heads of branches; that is to say, different branches of the work of those departments where there are 600 or 700 men and women. Those heads of departments are partly recruited from inside the office, but they are also recruited from the outside. I might give you examples. The head of the secondary schools department, who is a lady, is a very distinguished student of Cambridge University, and has had experience in schools, and from that point of view, knows the things she is administering. The head of the elementary schools department is a man who was educated at a school of university rank, and has had large experience as an inspector of schools. The man who is head of the technology branch is a distinguished graduate of Cambridge, and also of a Scottish university. He has worked in Professor Thomson's laboratory at Cambridge, and was head of the physics department in the Heriot-Watt College, Edinburgh, and so he knows the things he is dealing with on paper. These are types I might say of those drawn from the outside. Then we have those who are reared inside. For example, there is a branch which deals with accommodation and attendance of schools, and the head of that branch could not, I think, anywhere else obtain the necessary experience except in our own Service, because the question of accommodation and attendance at schools is so big that no other authority has the same class of experience. There is also a branch that deals with books, apparatus, and stationery. The head of that branch was recruited from inside.

35,536. Do you have examinations for the minor establishment?—Yes, for boys about 15 to 18 years of age. There are two grades of minor establishment in the council service, but in the education department, generally, I try to get boys of 15 to 18 years.

35,537. Do they pass in the ordinary course from one establishment to another, I mean in the two lower establishments?—The present regulations do not permit of a boy going from the minor to the major establishment. That question is however under the consideration of the council.

35,538. You do not promote by merit at all from one establishment to another?—No.

35,539. Have you had many complaints as to that?—The Council has had representations before it on that subject.

35,540. What happens then to most of the boys who come in at 15? Do they remain in the minor establishment?—As you know, the minor establishment is not a very old service yet; it is only about six years old, so that we have not got to what may be called the critical stage of experience.

35,541. Do you at present contemplate anything happening like that which happens in a Government department, where a number of boy clerks come in at the age of 15 or 16, and many of them are turned adrift at the age of 18 or 19?—No, the Council does not contemplate that.

35,542. You think boys who go in at 15 will be content to remain on the establishment for a number of years?—What has happened is that boys come in at 15 to 18, and some of them discover that they are too good for their ultimate posts under the present regulations, and so they have found posts elsewhere. The majority of them remain, and, as a whole, they have made representations that at all events there should be room for the ablest of them to move into the major establishment, and that question is under the consideration of the establishment committee at the present moment.

35,543. At what age is the examination for the major establishment?—18 to 23.

35,544. How does that compare with the second division examination in the Government service?—Our view is that it is mainly the same kind of examination, but perhaps a little wider, and probably a little harder.

35,545. A little bit harder if anything?—A little bit wider and a little bit harder.

35,546. How far do the salaries compare with the second division salaries?—Our salaries are 80*l.*, rising to 300*l.*

35,547. Has that scale been in operation since 1902?—Yes, and before that.

35,548. Have you found that, on the whole, it has worked satisfactorily?—I think so. We get very good men.

35,549. (*Chairman.*) Are they pensionable?—Yes.

35,550. Do they contribute to any part of their pension?—A deduction is made from their salaries.

35,551. What percentage of deduction?—It varies. I cannot remember all. I remember my own, which is 5 per cent. There is a deduction.

35,552. (*Mr. Hoare.*) Would it be correct to say that, generally speaking, your clerical work is done by the two lower establishments, the entrance to which is by competitive examination?—Quite so.

35,553. But that for the higher official posts you like to keep a free hand to appoint outsiders if necessary?—Quite true. I think that expresses generally the Council's educational service.

35,554. You have a staff of inspectors at the education office?—Yes.

35,555. Mr. Bentliff, on the 1st November, in giving evidence, told us that you were adopting a gradual change with reference to the appointment of inspectors, and were now showing a preference for university men rather than restricting the positions to men and women who have taught in elementary schools. Is that so? I will read the questions. I asked Mr. Bentliff: "Have most of the municipal inspectors in London had considerable experience in teaching in elementary schools?—(A) Under the old School Board that was the case invariably. (Q) Is that not the case now?—(A) Under the London County Council it is not the case. (Q) Do you notice any change in the character of the qualifications of municipal inspectors?—(A). Yes, there is a gradual change due to a change in policy on the part of the Council. (Q) "Would you regard that change as objectionable?—(A) Yes." The inference from that was that you were appointing more university men to your inspectorate and fewer elementary school teachers. Would that be a correct conclusion to draw?—Mr. Bentliff, I take it, is judging from the last few appointments that have been made. And it would be quite true to say that those last few appointments have drawn men who, amongst their other qualifications, have had a university qualification, rather than men whose experience has been confined to elementary schools.

35,556. How do you make the appointments to your inspectorate?—Upon advertisement and selection of candidates from applicants.

35,557. You never attempt an examination of any kind?—No.

35,558. You regard it as impossible to examine people of varying age and of different qualifications?—You could not measure the things you want.

35,559. At what age do you usually appoint these men. Are they usually old men, or all of the same age?—Of the inspectors the last who were appointed might run between 30 and 40 years of age, but there is no age limit imposed.

35,560. With reference to your staff, have you women on the staff?—Yes.

35,561. Do they work in the same rooms with the men?—I spoke of a lady just now who is head of the secondary school branch. She has a young man about 20 years of age in her room.

35,562. (*Chairman.*) But as a rule do the men and women in your office work in the same room, side by side?—Perhaps I should enlarge my answer. We have no women who are admitted to the minor establishment, and we have no women admitted to the major establishment. The women have come in either as inspectors, or as organisers, or at the top of the office,



25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.SC.

[Continued.]

as the head of a branch, so that, speaking generally, the women in the office are very few.

35,563. (*Mr. Graham Wallas.*) You have a typewriting staff?—Yes, but that typewriting staff is distinct, and works in rooms devoted entirely to the typewriting staff.

35,564. (*Mr. Hoare.*) Is all the typing done by women?—All the typing is done by women.

35,565. How do the salaries of the women organisers, inspectors, and positions superior to typists compare with similar appointments held by men. Do you have a different grade for women to the grade for men?—The lady who is head of the secondary branch gets the same salary as a man who is head of another branch. As to organisers, I have in mind one lady who gets the same salary as the men organisers. Then we come to domestic economy organisers who have no corresponding people on the male side; and there are women engaged in organising physical education and men engaged in the same work. Their salaries are not the same.

35,566. With reference to the further education that you provide for your staff, do you do anything extra for the boys and young men who come in at 15 or 16 in the way of making them attend classes or continue their education in any shape or form?—The Council organises teaching for something like 200 of the boys in its service, but that is not for the minor establishment class, but is for a class below that, of whom we have few in the educational service—boy messengers.

35,567. Is it compulsory for boy messengers, but optional for members of the minor or major staff?—Yes; it is really not contemplated for members of the minor or major establishments, but is contemplated for the boys who are not clerks.

35,568. Have you ever considered the question whether you ought to do something more for boys who come in at the age of 15 in that direction?—What we shall do with boys of 15 on the minor establishment has been under consideration in connection with their application to join the major staff. Some kind of education outside office work altogether might have to be provided for them. It is provided, in fact, in the different schools in London.

35,569. Has it ever been considered whether the age of entry to the minor establishment should be raised?—I think it has been considered.

35,570. Are you satisfied with 15 as the age of entry?—I think that boys coming in from schools at which they have remained until they are about 15, make a very useful class of servant, and they do a great deal of the routine work of a big office; but there are amongst those boys some who might go right through to the top if they were allowed, or nearly to the top.

35,571. (*Mr. Holt.*) Will you look at page 8 of your statement and tell me more or less what you know about the persons "Not in paid employment at date of the return." Are those mostly women who are married, or what?—No, I think it refers to students mainly, or those who have only just graduated and not yet got posts.

35,572. Do I understand out of the scholars whose awards terminated in 1910, 33 persons, so far as you know, which represents about one quarter, have got no employment?—Not at the date of the return—that is not now.

35,573. That is not up to date?—No, it says, "Not in paid employment at date of return." The return was made in 1910.

35,574. I think you told us these scholarships were in the main limited to children of people with incomes under 300*l.* a year. Do many people who have incomes of less than 30*s.* a week get any benefit from these scholarships in practice?—Yes.

35,575. To a considerable extent?—Without committing myself to a number, I should say a fair proportion—probably something like 100 a year—have incomes of considerably less than 30*s.* a week.

35,576. Would that be something like half the scholars coming from such classes?—You are thinking of the junior 1,700.

35,577. No, I am thinking of the senior scholarships?—I should say something like 5 per cent—I am making a guess—have come from homes into which the income going is probably lower—25*s.* or 20*s.* a week.

35,578. Could you say what percentage would come from homes where the income was under 150*l.* a year?—84 per cent. of the junior scholars are from homes where the income is not in excess of 160*l.* per annum.

35,579. What about the senior scholars?—The senior scholars stand in the relation of 100 to the 1,700 juniors; that is to say, 1 in 17. If 84 per cent. of the 1,700 come from homes that have less than 160*l.* a year we can make a sort of proportionate sum.\*

35,580. Do you think it would be safe to take it to be so in London?—I cannot say, but, making a guess, I think it is something of that order.

35,581. Has your education authority ever made it a matter of complaint that the Post Office engage a large number of boys at or under the age of 14?—They could not engage boys under 14.

35,582. If they gain a certificate they can?—If the boys have got the labour certificate, yes; but there is not very much of that.

35,583. That remark is confined to London?—Yes.

35,584. But has there been any complaint from your point of view as to the engagement of boys by the Post Office at an undesirably low age?—If you mean any complaint from the London education authority, no. Some members of the London education authority have written on it largely, but I cannot remember any complaint from the authority.

35,585. The authority as a whole have not made it a matter of complaint?—Not within my recollection.

35,586. Do you find, as far as your experience goes, that in the choice of a career in life, boys are very much affected by the salary prospects?—Yes; but if you are asking me—and I take it you are—with regard to our scholars, they are very much affected by something else. It is so difficult for a county scholar, after he has left Oxford or Cambridge or a higher institution, to find his way into commerce—extraordinarily difficult; in other words the education authority has done its duty, and commerce or the community, if you like, has not done its duty in taking the equipped boys. In the second place, it is also very difficult for those boys to find their way into industry because they get small salaries, and have to hold out for two or three years at a pretty low wage.

35,587. Take the case you were asked about recently as to the choice of becoming a teacher or a Civil servant; do you find that persons who become teachers do so mainly because they want the teacher's salary, or because they feel they have a real desire to become teachers?—I should think, amongst the boys and girls, there are some of them who want to become teachers. But I should think a good many of them are guided by the fact that that is the best apparent opening to them.

35,588. For instance, supposing the salary of seafaring people were doubled, do you imagine that a greater number of people would want to take to the sea?—I dare say if you double the wages that seafarers are getting, you will have a very large increase in the number of people who will become seafarers.

35,589. That is to say, you think the actual wages are a very great inducement in settling on a career?—Clearly.

35,590. (*Mrs. Deane-Streatfeild.*) Can you tell me what other careers than teaching seem to you to be open to the girls who are senior scholars?—There is not much.

35,591. Do you know at all what has become of some of those who have gained these scholarships?—I cannot say much, but I know that some of them have got technical posts in connection with agriculture, dealing with seeds or in botanic departments and so on; but teaching is the main profession open to women who have had those scholarships.

35,592. You spoke of the head of a department on your staff who is a woman. What sort of duties does she

\* As stated above, I was making a guess at the percentages. I find on reference that the percentage of seniors whose parents' income is not above 160*l.* is about 50.—R.B.

25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.SC.

[Continued.]

have to perform?—She has, subject to the education officer, the administration of the regulations of the council and the drafting of reports, which are recommendations to the council, in connection with secondary schools and training colleges.

35,593. Then, she has administrative work to do?—Clearly. The whole secondary school and training college administration is under the charge of that woman.

35,594. She is responsible?—She is responsible.

35,595. Just as the head of a department in some Government office might be responsible?—Quite so, in the same way.

35,596. Are the duties of your women inspectors similar to the duties of the men inspectors?—We have not any women called “inspectors.” Our women are “organisers.” We have a woman who is an organiser of mentally defective schools. We have no men organisers of that type. We have women who organise domestic economy. We have women who organise physical education. I see no reason why women should not be inspectors of the ordinary kind.

35,597. Does an organiser require to arrange, plan, and carry out a scheme and arrange a form of education?—An organiser should be one who could do all that in the way of organising, but should also be capable of doing the actual work herself.

35,598. And that is what your women organisers are required to do?—Certainly.

35,599. You have no women on your inside staff except the lady you speak of—the head of the secondary schools department?—No women who are heads of branches, but in the chief inspector's branch we have women organisers of many kinds.

35,600. But your internal staff are only typewriting women?—Our internal staff are only typewriting women; but those organisers I speak of, though not internal, have a foot in the office and a foot in the schools. They have a room in the office.

35,601. But their work does not lie in the office?—Their work does not lie in the office, but they are so intimately connected with the office that, as organisers, they require to be not constantly in the office in the sense of permanently sitting there, but they require to have a place in the office where they can work.

35,602. Whom do they report to?—In the first place to the chief inspector, and these reports pass through the education officer to the education committee.

35,603. How do you pay your typewriting staff?—Speaking from memory I think the lowest class of typists begin at 55*l.* and rise to 120*l.* through various grades; and the superintendent is paid 150*l.* I think.

35,604. About how many have you?—50.

35,605. How do you appoint them?—By examination.

35,606. Open competitive examination?—An open competitive examination with certain age limits.

35,607. Do you require any qualification from them before they are allowed to be examined. Do they have to bring any record from their schools or any guarantee of a proper education?—No.

35,608. Do they learn typewriting after they come in, or do they bring some certificate?—There is an examination in typewriting. I am not quite familiar with this, because it does not belong to my side of the work, but I am answering you as best I can.

35,609. (*Mr. Graham Wallas.*) You say that those who man your minor and major establishments and those who are second division clerks in the Civil Service come from very much the same sort of grade as those who man the teaching profession in London?—I think that might be said, certainly, of the major establishment, and generally, yes.

35,610. I used to find very often that they went in for both examinations?—Yes.

35,611. Taking the teaching profession, would you say that, since you have known the teaching profession, the age of entering that profession has been rather considerably increased?—If you mean the age of a boy beginning as pupil-teacher, he used to begin at 13 or 14, but now he is not selected until about 16.

35,612. That increase of a couple of years in the age of starting on the work of teaching is due really to

the general increase of educational facilities in the country?—I should say so.

35,613. The former age was due to the fact that very few people who did not come from the well-to-do classes continued their education beyond 13, and now the growth of education, particularly of this new secondary school system, has made it desirable that those going in for that kind of profession should stay at school until 16?—Yes.

35,614. Would you also say it has become part of the policy of the education authorities to see that those who enter the teaching profession shall have learnt what they know under the right kind of conditions?—I think you may take it that those who regulate the teaching profession are anxious that the boys and girls should have come through the secondary schools and had a good training there.

35,615. It is not quite enough that they should know something, but they should have had a certain amount of training at school?—Quite so.

35,616. If you were constructing a perfectly ideal system of public administration would you say that it was desirable that the future official should have gone through a regular school course, and that the State should provide for that as far as possible?—That depends on the grade of official you are working for. My experience shows that we have three grades: The minor establishment selected at about 15 to 18, the major establishment selected at about 18 to 23, and then the men or women who are brought in by open competition afterwards.

35,617. If we take in a boy at 16—if one could do it entirely in the air without regard to opposition—it would be well to see that he comes to us with a certain amount of regular school training?—I think the more school training he has had the better for him, and the better for those who have to work with him afterwards.

35,618. You consider the State would be wise to work towards a state of things in which not only should the boys of 16 know something, but that they should have had a regular training in a school course?—My experience goes so far, I think, as to enable me to say that the length, speaking generally, that a boy will go depends on the length of his training at school.

35,619. And not merely on the question whether he has been crammed for an examination at 16?—No. You get brilliant examples to the contrary, but generally what girls and boys become depends upon the length of school training.

35,620. (*Chairman.*) That is a very far-reaching remark?—Yes; I prefaced it by saying you get brilliant examples to the contrary.

35,621. It means this: That the efficiency of a public servant depends on the measure of his education, and the higher the education he receives the more efficient public servant he is likely to be. Do you say that?—I do not say that with regard to any individual; but I say, speaking generally, the efficiency of the public service depends on that.

35,622. (*Mr. Graham Wallas.*) The State takes on a comparatively small number of girl clerks at this moment?—Yes, so far as I know.

35,623. In the case of girls beginning at about 16 the difference between the school course ending at 16 and leaving school, say, at 13, for a period of cramming, is even more marked than in the case of boys?—Possibly.

35,624. Would you, from your joint outlook of education and administration, welcome a suggestion that the girl clerk should be required as one of our conditions, to show that she had attended a regular school course in an approved school before entering for an examination?—I have never thought that question out, but my sympathies would lie in that direction.

35,625. At the present moment you have really three grades of officers—the minor establishment, the major establishment, and the university graduates, or those admitted in open competition at the top?—Yes.

35,626. Assuming that the State was also to have three grades of that kind, could you help us by indicating the exact age at which they should come in to correspond with the educational system. I think

25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.Sc.

[Continued.]

you said about 16 would be about the right age. Do you mean for the bottom grade?—Something like that.

35,627. Would you say to keep it open too long, and have it from 16 to 20, means keeping boys hanging about for the concurrent examinations?—I would not like it too old.

35,628. Would you like to give him one or two chances somewhere about the age of 16?—Yes. There are two ways into the council's minor establishment; but with the education service I was very keen to get the boys coming in at 15 to 18. There is another way in for older people, and I have had some in my office who had reached 24 years of age who had never previously done a day's work anywhere, but had been preparing for examinations all the time, and only for the ordinary examinations, too; they had come into the office too late.

35,629. Would you consider it wise for the State, having regard to the existing educational arrangements of the country and the needs of the Service, to make the first grade somewhere about 16 years of age?—Something like that.

35,630. Fifteen would be apt to out into what ought to be the most valuable part of his secondary school training?—Yes. In England a pupil can remain in an elementary school until about 15 plus, roughly, 15½. The best of those would make very good candidates.

35,631. Especially if they had been in what are called central, or higher grade schools?—Yes, really higher grade schools.

35,632. Take the next grade, who come without a university education but at the end of a completed and developed school course?—That should be, roughly, about 18—the stage at which they complete a good secondary school course.

35,633. You would not want to keep them hanging about up to the age of 20 trying to pass examinations, but would give them one or two shots and then make them turn to something else?—Yes. There is a considerable variety of age at which boys leave school; but, again, I would not like to raise the age too high.

35,634. Roughly, 18 to 19?—Roughly, 18 to 19.

35,635. When you come to your higher grade your position is somewhat peculiar, in that your higher grade of administration is of a very technical type; you have to deal with the technical details of education?—Quite so.

35,636. You have found it desirable to recruit, not by an open competitive examination at the age of 22, but by appointment at an age securing that the candidate has had some experience of teaching?—Securing that the candidate has had some experience of actually dealing with the things he is going to administer afterwards.

35,637. This is a question which comes up in the Board of Education, and has been brought before this Commission. From your experience of administering a large office in London, would you say it might also be desirable that some of the officials should be recruited at rather a later age and after definite educational experience?—I could not venture on any criticism of the Board of Education.

35,638. But the conditions are sufficiently alike?—I think I must confine myself to my own office. My own experience has shown me that the kind of man I have mentioned is the kind of man we want.

35,639. Turning to the senior scholars, they turn out a certain number of able young men and women very highly trained, but with no influence or connection in the existing more fortunate arrangements of the world. To them, the teaching profession always stands open?—Yes.

35,640. And for the best the Civil Service stands open?—Yes, for men but not for women.

35,641. But there is not very much else which stands open without influence, is there?—Those who have been through engineering departments can get posts, but the difficulty is in holding out for two or three years. The great difficulty of those students in respect of influence is getting into commercial posts.

35,642. (Chairman.) Are such students as these at all helped by the appointments committee at the uni-

versity?—Yes, very much. A great deal has been done by the Cambridge Appointments Committee which has taken the lead, and all over England, Scotland, and Ireland, the universities are now making up appointment committees, and those appointment committees really do a great deal to "market the goods" of the universities.

35,643. (Mr. Graham Wallas.) You would say, if there are posts in the Civil Service fit for women, and if women are shut out from them, that does make a very real hardship for the clever girl who arrives at the end of a long training, and at the end of her resources with no influence?—I think so.

35,644. You say, if a boy goes to Oxford or Cambridge, it is necessary to see that he has somewhere about 150*l.* a year. If he goes to the London University, especially if he is living at home, that would be much reduced?—Yes, it is not so much. I have forgotten the figure, but probably 100*l.* or 120*l.* for London. I was thinking of Oxford or Cambridge when I answered the Chairman.

35,645. If he were a boy living in one of the great Scotch cities—and you have an experience of the Scottish educational system—and going from his home to a Scotch university, it would be, smaller still?—It would certainly be smaller than 100*l.*

35,646. Speaking generally, if university education is to be reasonably cheap, and if a large number of boys and girls want to take advantage of it, it will have to be organised on a local basis?—It is not only the education in the narrow sense which wants cheapening—that is the fees of the universities—but there is the cost of living.

35,647. (Mr. Philip Snowden.) You give about 2,000 scholarships a year?—Roughly, yes.

35,648. You have 65,000 children leaving the schools of London every year?—That is so.

35,649. That means that about 1 in 30 of the children in the elementary schools pass by means of scholarships into the secondary schools?—Roughly, that is so.

35,650. And you give 100 senior scholarships entitling them to a university course?—That is so.

35,651. That is 1 in 600, roughly, of the children from the primary schools who, by means of scholarships, can get a university education?—Yes.

35,652. I understood you to say you thought that the present provision of scholarships was quite adequate—that provision was made for all children in the primary schools who had the capacity to take advantage of an education beyond that of the primary schools?—That is so.

35,653. Is it really your opinion that you have only the one child in 30 in the primary schools who could be made more useful by the extension of its education beyond the primary school course?—It is very difficult to answer that question, because I do not know all that you have in mind by saying "more useful." If you mean by taking a full course at the secondary school I stand where I was.

35,654. But did not you say in answer to the Chairman just now that it was education that really made the man, and what you might call the future usefulness or development of the man depended upon the opportunities he had had for education, and to the extent to which he took advantage of it?—Yes, I did say that; but I am afraid you are reading a little more into it than I put into it. I had an assumption, which I thought the Chairman also had in his mind, assuming that you have boys and girls of the same type.

35,655. I probably was mistaken, but I gathered that you did not attach much importance to the type, but rather you thought the type could be developed, or almost made, by means of education?—No; I am not prepared to say that, no matter what the initial qualities of the boy or the girl are, education can do anything; but I am prepared to say that given one hundred thousand boys and girls of, roughly, the same ability, what they do in the world, with equal opportunities, depends on their education.

35,656. Am I then to conclude that it is your view that only 1 in 30 have what we might call the inherent

25 April 1913.]

Mr. ROBERT BLAIR, M.A., B.SC.

[Continued.]

capacity for development by education—1 in 30 of the children in primary schools?—I am prepared to say that the result of my experience of the scholarship system in London since 1905 has led me to believe that there is no considerable number of boys and girls who are left out and unprovided for.

35,657. Let us pursue that a little further. You told us that five per cent., roughly—you did not commit yourself to the precise figure—of scholarship children came from homes where the incomes were probably not more than 25s. a week?—Yes.

35,658. What would you say was the percentage of children in primary schools coming from homes falling within that income?—Mr. Booth, I think, about 15 years ago said that one-third of the homes in London had incomes which were about 25s. a week. I am speaking from memory.

35,659. That is quite true, and you would agree with the assumption that the percentage of those below, say, 35s. a week was not more than 10 or 15 per cent. of the total number of scholarships; or, putting the question in another form, would it be correct to conclude that the large proportion of your scholarship children come from homes where the family income, though below 160l. a year, is not much below 160l. a year?—I think I can say that the family incomes run from the low stage that I mentioned up to the 160l., and they are probably pretty fairly distributed; but it is quite likely that the centre of gravity of them lies towards the 160l. I have not investigated that point closely, but I should think it would be found so.

35,660. Then, taking that for granted, does not that lead us to the conclusion that the financial position of the family is at least as important a factor in determining whether the child shall apply for a scholarship as the ability of the child to take advantage of one?—The application for a scholarship does not depend on the child. There is a requirement that all children of a given age, and of a certain school standard, are to be sent in for the examination.

35,661. Have you many refusals on the part of parents to allow their children to take up a scholarship or enter this examination because they feel that they could not afford to permit their children to remain at school during the tenure of that scholarship?—Some, but not many.

35,662. Therefore, the conclusion of all this is that you do not attach much importance to what I might call the financial position of the parent?—Very far from it.

35,663. I mean as affecting the number of scholarships. Supposing that the parents of all the children attending your primary schools were in a financial position to bear the cost of their children remaining at school up to 16 or 17 do you think then the demand for your scholarships would be increased?—I shall have to answer you not in a direct but in an indirect way. In the first place I do tell you that the scholarship does not depend on an application of the parent in the first instance. All boys and girls of a certain age

—11 to 12—and of a certain position in the school are required to be examined. Secondly, out of all the London schools—and there are 1,000 schools—there are probably a number somewhere between 100 and 150 who have never had a scholarship at all, and they belong to the class of schools or areas which, I think, you have somewhat in your mind. In the third place I ought to say that there have not been many refusals of scholarships on the part of parents of children who have won them. Fourthly, I might say that looking all round the question—and I have done it every year—as the result of these junior scholarship examinations I am convinced—and I should say that we examine 23,000 candidates for the 2,000 scholarships—that speaking within pretty close limits there are very few more that are really capable of taking on another five years' education at a secondary school.

35,664. I will not pursue that any further. About the women: The lady whom you spoke of at the head of your secondary schools branch has, I suppose, men under her direction?—About 30, I think.

35,665. You have had experience of women as organisers also. Have you formed any conclusion as to their relative capacity for administrative work?—I can only say that this woman does her work the same as the men of the corresponding grade.

35,666. (*Mrs. Deane-Streatfeild.*) Am I to understand then that out of this small number of the superior grade that you have—eight I think you said—the women in it have the same qualifications, the same duties and about the same salaries as the first division clerks in a Government office would have?—Yes, I should say so, the same salary as a first division clerk. She has got the same duties, the same qualifications, and the same kind of work as a higher officer and probably as an assistant secretary, and gets the salary of a first division clerk, or something like that.

35,667. (*Mr. Boutwood.*) Would you be able to make any sort of return—of course not mentioning the names—showing what the academic results of your senior scholarships are and what sort of degrees your men have taken?—I think I could get you something. I will see what is in the office. We have something, but it probably does not cover many out of the 1,000 senior scholars that have been there since 1895. No account was taken of it for a long time.

(*Witness.*) In concluding my evidence, I would like to add that, at the request of the Royal Commission, and with the permission of the council, I am here to give particulars of the London educational ladder. The draft of my evidence was submitted in a statement which had been approved by the council. During the course of my evidence, I have been asked certain questions, both as to facts and opinions, beyond the scope of my draft; and, while I have desired to assist the Royal Commission so far as my knowledge and experience permitted, I should like it to be understood that any opinions so expressed represent my own private views, and must not be taken to represent either the opinion or the policy of the council.

Mr. JOHN MCCALLUM called and examined.

Mr. ERNEST E. BEARE was in attendance.

35,668. (*Chairman.*) (*To Mr. McCallum.*) You come here to make certain representations to us on behalf of the lower grade clerks in the secretaries' office of the Inland Revenue Department?—Yes.

35,669. Will you state, as briefly as you can, what you wish to represent to the Commission?—The chief points we have made in our statement are, first, that in our department we suffer in that the Class I. grade of the Service has been superimposed on the department during the last 20 years. This has introduced into the Inland Revenue Department a rigid barrier, and placed the lower grade clerks in an inferior position in the department. Our plea is that the work in the department is of such a nature that this barrier has no direct correspondence to the division of the work as it comes before us; and while the barrier is based on the assumption that there is a distinct difference between administrative and clerical work, we find, as the result of our experience in the department, that

the greater portion of the work may be classed as executive. There is the lower grade of the department which is engaged in the examination of returns, the computation of assessments, the drafting of letters, and the making of orders; and there is above it a higher grade—the Class I. grade, which is engaged on similar work. The committee clerks devote most of their time to the making of orders, which do not differ in kind or in essence from the orders which are made by lower grade clerks, occupying the positions known as minor staff officerships. Our chief plea, I think, is that this division into "administrative" and "clerical" does not apply to our department. The nature of the work is what we call in general terms "executive." There is the routine work at the foot—the registration, which at present is done partly by assistant clerks and partly by second division clerks, and I think it is suggested that if any line were drawn across the department, it should be drawn in a place other than its present position.

25 April 1913.] Mr. JOHN McCALLUM. (Mr. ERNEST E. BEARE was in attendance.)

[Continued]

35,670. Do you deny the necessity for a higher division or higher grade of public officer in your department?—The claim at the end of our statement is that the type of officer necessary for the various classes of work, and various forms of responsibility in this department, could be obtained by such examinations as are set out in Mr. Norman's statement on behalf of the Ridley Clerks' Association.

35,671. Then is your position that you retain the upper division, but you desire to have access to it by the lower division examination—the second division examination?—No, our position would be in rather a broader sense, that the examination for the lower grade of the office—the routine section of the office—should be of such a standard as would permit of men coming in comparatively early, say at 16 or 17, while the other examination, which would cover the whole of the executive work of the office, would be confined to people coming in, say, from 18 onwards. Mr. Norman suggests that in order to allow a university man to take advantage of that, and in order to give the department the advantage of university service, any university man should have the right of coming in with five years' seniority. We think in that way you would get a division above the registry line, as we call it.

35,672. That would retain all the emoluments appertaining to the upper division at the present time, but would allow free access to them by the second division mainly through the second division examination?—It might be misleading to term this examination indicated by Mr. Norman a second division examination. The point would be that the men engaged on executive work in the office would have a clear run to the top.

35,673. You do not advocate any cutting down of the appointments, but you advocate the access to them of your division, the second division, with a clear run to the top?—Yes. We advocate the removal of the barrier.

35,674. (*Sir Henry Primrose.*) On page 1 of your statement you refer to Sir Algernon West's evidence before the Ridley Commission 25 years ago?—Yes.

35,675. Has any chairman since expressed any concurrence in that opinion?—The evidence given by Sir Algernon West was 25 years ago, and I believe no subsequent chairmen have endorsed it. Then came Sir Alfred Milner's action in 1894, introducing the Class I. clerks into our department.

35,676. You yourself show at the end of your paper that the condition of things in the Inland Revenue Department now is totally different to what it was 25 years ago when that evidence was given?—Yes, we show there that the work is more complex and more difficult.

35,677. Therefore, if Sir Algernon West was right, in 1887 or 1888 when he gave that evidence, it is very doubtful whether he himself would adhere to it now?—That might be so, but in reply I would point out that even now, after 20 years, the responsibility for the organisation of the office, apart from the responsibility devolving on the Board in the broadest administrative sense, has fallen on officers who came from the old Class II. examination—an examination which corresponded very closely to the old second division examination. Only this week or last we have had appointed for the first time a Class I. secretary in the Inland Revenue Department, so that the administrative duties during all that time have not fallen on the Class I. officers of our department.

35,678. How could they?—They have not been put to the test in the most severe sense—the success of the office during the last 20 years must still be credited to the type of clerk who is more akin to the second division than to Class I.

35,679. You cannot introduce a change of that kind and give effect to it all at once. It would not have been possible to clear away everybody who was in the department?—One of our points is that subsequent chairmen have insisted that the presence of Class I. clerks in the department was indispensable, despite the fact that those men have not had the principal responsibility thrown on to their shoulders.

35,680. I cannot follow that argument. Then you go on to say: "Under this system a Class I. clerk is promoted after, at most, six or seven years' service, to the position of committee clerk, with a salary of 600*l.* to 800*l.* a year." You do not suggest that a Class I. clerk coming in now is going to be promoted to be a committee clerk in six or seven years?—The Revenue Department is at the present moment extending its activities, and the Class I. clerks promoted during the last month are, I think, even junior in point of service to the Class I. clerks we have quoted in this statement. The tendency at present is not in any other direction.

35,681. How many committee clerks are there?—17.

35,682. Of those how many are Class I. men brought in by a first division examination?—I have not the exact figures, but I think 13.

35,683. No, 8 out of 17?—You are excluding surveyors, I see.

35,684. No less than 9 of those belong to a different form of entrance?—Yes.

35,685. That class will in future be recruited from the class immediately below?—Yes.

35,686. Of whom there are how many—20?—21.

35,687. Do you suggest that a young man coming in at the present moment is going to become a committee clerk in six or seven years?—I should still say that the promotion will be very rapid.

35,688. Why? Because it has been in the past?—No; because the department has new duties which are at present undeveloped—for example, the super-tax and land values, where the technique is quite incomplete; as that elaborates there will obviously be an increase in the responsible posts.

35,689. (*Chairman.*) That is to say, you consider the immediate future will be an abnormal state of things, and in order to meet that abnormality there should be an abnormal increase in promotion?—No, my point is that this has been characteristic of the recent history of the Inland Revenue Department.

35,690. (*Sir Henry Primrose.*) It is wholly abnormal?—Even if it is abnormal the general position put in these three tables\* remains; that even during this period of abnormal promotion among Class I. men it has taken a lower grade man on an average 28 years to obtain a position of 550*l.*

35,691. You state to the Commission here that the system which you object to—and one reason why you object to it is that a Class I. clerk will, after, at most, six or seven years be promoted to the position of a committee clerk—Do you really deliberately say that will happen in the case of a man who comes in now under that system? It has happened of late years because of the abnormal condition of things in the Inland Revenue, which has largely increased the number of people and the higher positions, and therefore there has been very rapid promotion. But what we have to consider is how is the system going to work in the future? Do you suggest that in the future a Class I. clerk coming in is going to be promoted to a position of 600*l.* to 800*l.* a year in six or seven years?—The section in our statement called "The relative position of lower grade clerks" must be taken not as setting out the principle and general working of a scheme for all offices, but as a descriptive note on the working of the scheme in the Inland Revenue Department.

35,692. You do not say so. What the Commission want to know is, how is the system going to work, and you tell us in so many words that the Class I. men are going to be promoted to 600*l.* or 800*l.* a year in six or seven years. Now that is not the case?—We distinctly state that the Class I. clerk "is promoted." It is now six months since this statement was made, and the process is still going on, and apparently is likely to go on.

35,693. There are two secretaries and four assistant secretaries above the committee clerks. You do not suggest those are going to be largely multiplied, or that the number of committee clerks is going to be largely multiplied. It has been already brought up to 17, when it used to be four in my time?—I do not sug-

\* The three tables as to salary, length of service, etc., included in the statement.—J. McC.



25 April 1913.] Mr. JOHN MCCALLUM. (Mr. ERNEST E. BEARE was in attendance.)

[Continued.]

gest that. Men always say there is no prospect of their being promoted, and yet you soon find that a man three or four down the list has been moved up.

35,694. (*Chairman.*) Be that as it may, it has reference to promotion in Class I. How do you say that it affects you? Assuming that this rapid promotion were to take place, do you say it would retard your promotion?—No; there are various criticisms—one on the ground of expense.

35,695. (*Sir Henry Primrose.*) Surely you are not responsible for the expense, but you are responsible for stating your own case. We do not want the opinion of the second division as to the cost of the Inland Revenue Department. We want to know what your grievance is, if any?—Obviously the case we put forward must be put forward with reference to its effect. Had I set out a case here which would have cost another 30,000*l.*, you would have said, "Look at the expense." We have to take that point into consideration as a matter of comparison.

35,696. (*Chairman.*) You must not look at it from that point of view. We want to know what your objections are, and how the existing state of things affects your class. A change, an administrative change, may have an important effect upon the higher class. But that is no reason, as far as you are concerned, why the change should not be carried out. You come here to represent your own case and the hardships which you say are being inflicted upon your division. What are these hardships? Let us see how your promotion is retarded, and if you claim, as I suppose you do, fuller and freer promotion into the higher division, tell us how you propose it should be made. These are the matters on which we wish to hear you. As regards the cost of administration generally, that is a matter which we need not consider at this time?—Our promotion is clearly retarded when a committee clerkship is given to a junior Class I. clerk rather than to a staff officer.

35,697. That is to say, you think the staff officer ought to be promoted into the higher grade?—Yes.

35,698. Very good; that is an intelligible proposition. Tell me why you support it?—Because the staff officer has been engaged in many cases on executive and organising work, perhaps less responsible in its nature, but still work which is essentially administrative, such as the chief examinations in the Claims Branch. Other staff officers are engaged on purely executive work—the making of orders, the consideration of cases and the initialling of draft letters to the public. That work is exactly the same as the work done by the committee clerks. We point out that the distinctions between one Branch and another are very frequently arbitrary and accidental. We say that those men of considerable experience who show that they are able to carry out this executive work, akin in its nature to the work which is being done by the committee clerks, should be made use of to a much larger extent than in the past.

35,699. (*Sir Henry Primrose.*) On page 7 of your memorandum there is a reference to the Department of the Special Commissioners. I want to test a little your representation of the case. Take the Department of the Special Commissioners which you deal with under three separate heads. Reading through that I do not think anybody who had no acquaintance with the Inland Revenue would realise that the branch which is described here is in a department which has at its head eight special commissioners with salaries going from 800*l.* to 1,000*l.*, or something of that kind, and below those eight special commissioners there are four committee clerks, and six first division clerks; that is to say, 18 men with high salaries who do the higher work. I do not know how it strikes other members of the Commission, but reading this through one would imagine that the lower grade clerks were the main body of the clerical staff in that department. I know a good deal about the work of the Inland Revenue, as you may suppose, and when I left the Inland Revenue there were three special commissioners, and there are now eight, because of the increase of work, and the special commissioners do an immense deal of work themselves. All responsible work is, and must be done, under the

law by the special commissioners. The amount of responsible work that subordinate people in the Special Commissioners' Office do is extremely small?—The difficulty of setting out a case for any branch, such as the special commissioners, is that the law demands that practically everything that goes out of the office should be signed, at least formally, by the special commissioners. The difficulty in stating the case is to try to represent what we regard as the essentially critical and discriminative work carried out on the papers apart from what may be a formal signature. Take the Foreign and Colonial Dividends Branch. We point out that the returns for the purpose of assessment are closely examined and then submitted for the formal assessment of the special commissioners. Now I insist that the insertion of that word "formal" in reference to the assessment of the special commissioners is justifiable, because of the fact that the assessment books containing these assessments are sent direct to the commissioners for signature without papers being attached.

35,700. But that particular work is very formal work?—That work I do not agree is formal work in any sense. I think the difficulty of keeping that duty up to its normal standard demands constant watchfulness and initiative, on the part of the officers, so that it cannot be called formal. In other parts of the special commissioner's office the work, is certainly more intricate and complex. In the special assessments branch the work carried out by the lower grade clerks is the examination of the returns. The lower grade clerks—men of wide experience—have those returns before them, and unless they raise points on the returns the special commissioners pass the papers as accepted. In this branch the papers are first of all sent up from the surveyors of taxes. The surveyor makes an assessment and states his figure; then the papers are sent up because a member of the public has asked that the assessment shall be made specially at headquarters. The papers are sent up by surveyors—our superior officers with wide outside experience—and if the lower grade clerk accepts the surveyor's figures the commissioners sign the papers formally. If the lower grade clerk disputes the case it goes through various channels. My point is, that this work is of exceptional responsibility, because, despite the fact that the surveyor has given his final figure, we find that the special commissioner's section collects an enormous amount of money every year. Twenty years ago there used to be a report sent to the Board from the special commissioners, but it has been dropped. Looking at that report I see the lower grade staff was complimented on the way in which it carried out the work. I find this year that a staff clerk in that section examining the returns from railways, which had been completely and finally examined by surveyors of taxes, has added to these assessments in one way and another amounts which will bring in duties exceeding 14,000*l.* The point of importance in that work is, that the surveyor has really made his final assessment, and that the points arising are exceedingly difficult and complex and require very wide knowledge.

35,701. Then it must be very different to what it was a very short time ago in respect of these special assessments, because the clerical staff under the special commissioners was comparatively small, and now it is very big. You have eight special commissioners and ten other men. Those 18 men with high salaries cannot do the rough work on the papers. They have to have the papers prepared for them, and that is what you do. There is the responsibility of doing your own work and you would be dismissed if you did not do it, but to say you are responsible for the assessment is absurd?—I certainly must protest against the expression of "rough work" in connection with the staff officers' work on railway companies' papers.

35,702. But the staff officers are highly-paid men?—The staff officers are lower grade men suffering from the grievance that we bring here.

35,703. (*Chairman.*) Do they not get special emoluments for their special work?—No, the salary is 550*l.* with no special emoluments.

35,704. That is higher than the pay in the grade to which you belong?—I am a second division clerk. The



25 April 1913.] Mr. JOHN MCCALLUM. (Mr. ERNEST E. BEARE was in attendance.)

[Continued.]

staff officer is also a member of the lower grade of the Inland Revenue Department.

35,705-6. (*Sir Henry Primrose.*) And gets 550*l.* a year?—Yes. May I say a word on another section of the special commissioners—the super-tax section?

35,707. I know perfectly well that the super tax has been kept very closely watched by the special commissioners themselves and by the committee clerks. It is very important work. Of course there is a very large amount of very rough work, so to speak, to do in classifying the incomes, and work of that kind, but the people who do that receive adequate salaries for that work?—As I happen to be in the super-tax section—in the non-liable branch—I am intimately acquainted with the responsibility thrown on to the second division clerks. In the middle of page 9 you will see it indicated that if a return shows 4,999*l.* the lower grade clerk makes inquiries, and then, on his own responsibility, may decide that there is no liability. That work has been exceedingly difficult because there has been an absence of precedents; there has been no technique; and again and again it has been emphasised by our chiefs that it is on us that the responsibility for the examination of these important returns rests. It is not rough work. It is work the importance of which I wish to emphasise for this reason—that our chairman, when he was here, indicated that, on the whole, the second division clerks in the super-tax section did registration work—the issuing of notices of charge and that sort of thing. We feel that he did not make clear the importance of this “non-liable” work. I do not wish to urge it on my own authority, but if I may I will read to you an extract from a memorandum sent to us by Mr. Fisher. “This branch of the work is most important as it affords the principal means of making good wastage, and yet, short of examination in detail of each case, no guarantee is possible either of the adequacy of particular returns for a given year, or of the potentialities of such returns for future years,” and “experience, discrimination and initiation on the part of the staff concerned must therefore be the chief factors; but, subject to these considerations, certain tests exist of general, though not universal, application.” Mr. Fisher closes by saying: “It is, however, most important to remember that in the last resort cases have to be considered on their own merits.”

35,708. That does not refer only to the lower grade?—That refers to the “non-liable branch,” who are second division clerks. I feel that unless this is made clear there will be a serious misapprehension. Mr. Fisher himself, I think, never disputed—in fact always recognised—the great importance of this work and the fact that it was very different from the work done by second division clerks elsewhere.

35,709. Do you suggest the work is not adequately paid?—I suggest the work is not in any sense akin to the work second division clerks are supposed to be doing. It is in no sense clerical; it is entirely different from registration and looking after papers.

35,710. (*Chairman.*) The clerks classed as “second division” do not do absolutely the same work in every department?—No.

35,711. (*Sir Henry Primrose.*) Besides, you have said yourself the registration work is unsuitable for a second division clerk, that it is not good enough?—I do not think we say that. The reference there is to the effect that second division clerks are in many cases unnecessarily skilled for registration work.

35,712. (*Chairman.*) The second division is the clerical division of the office, and that involves prac-

tically the whole of the office work, except administrative work, which is the work of the higher division. It is not for the second division to set limits to the work on which they are to be employed, provided it is generally clerical. Generally your work is purely clerical in its nature?—I beg to dispute that.

35,713. You dispute it here; but is it not the fact that to examine accounts and returns, to abstract them and see whether they comply with particular rules does not cease to be clerical work? You are dealing with papers laid before you; you are not originating plans; you are not discussing questions of principle; you are not considering great questions of administration; you are doing the clerical work of the office?—I admit that, but I also urge that committee clerks are doing exactly the same things in a different degree.

35,714. That may be. The committee clerks are a grade of the Service, and, in order to understand what the whole work of an office is, even the superior officers must in due time do clerical work. They must learn it. I must say I have no sympathy with the feeling which says, “We cannot do this work, because it is not the particular work for which we entered the Service.” “We require to be higher paid for this work.” The Government decides on the work each class of officer has to do?—The pay in any office, I take it, is based on the value of the work done, and if we hold that our work is of considerable value, it is only natural that we should follow it up.

35,715. (*Sir Henry Primrose.*) We are not here to settle that sort of question. All we have to do is to consider the general questions of organisation in so far as they call for improvement. If you consider that the Commissioners of Inland Revenue are putting upon you heavier work than they ought to, considering your salaries, it is to them you ought to go, and not to this Commission. We are not a committee of inquiry into the different departments of the Inland Revenue or any other office?—The reason for raising this point is, that we take it that such questions fall to be discussed under the conditions of service.

35,716. But you are making statements which I know as a matter of fact would be entirely repudiated by the heads of your office. I happen to know that?—I must protest against that suggestion, because this statement has been drawn up with the greatest of care after consultations among the members of the staff, and your statement is a reflection not on myself, but on the general lower grade staff of the department.

35,717. (*Chairman.*) I cannot permit you, Mr. McCallum, to take up that attitude. You have come here to make representations in regard to difficulties and hardships under which you say your fellow clerks suffer. One of those is raised by your desire to get promotion to the higher division. You say that the work that you perform is not second division work, and you claim promotion to the higher division because you say the work you perform is really higher division work. You have made your statement, and it is for us and for the Government to judge whether your work is “clerical” or not. Whether the rules of the Service should be modified so as to permit a larger proportion of second division men getting promotion into the higher division is another matter, but I see no use in allowing you to go on any further with the line of argument which you have taken up?—I can only adhere to the description in my statement that the differentiation in our office between clerical and administrative work does not hold, and that the work done is executive.

(*Chairman.*) We understand exactly what your position is, and I do not think there is any necessity for hearing you further.

# APPENDICES.

## TABLE OF CONTENTS.

	PAGE
APPENDIX LXXI.—( <i>Handed in by Mr. W. P. Herringham, M.D., F.R.C.P.</i> ):—	
University of London. Reply of the University to the Questions of the Royal Commission . . . . .	90
APPENDIX LXXII.	
Copy of a Letter addressed by the Royal Commission to the Commercial Witnesses . . . . .	95
APPENDIX LXXIII.—( <i>Handed in by Mr. E. M. Harvey</i> ):—	
Memorandum on the Health of the Women Clerks employed in the Bank of England . . . . .	95
APPENDIX LXXIV.—( <i>Handed in by Sir Charles Mathews, K.C.B.</i> ):—	
Memorandum regarding Status, as to Pension, of Two Officers in the Department of the Director of Public Prosecutions . . . . .	96
APPENDIX LXXV.—( <i>Handed in by Sir Charles Mathews, K.C.B.</i> ):—	
Department of the Director of Public Prosecutions. Estimate for Personal Allowance for Clerks for the Year 1912-3 . . . . .	96
APPENDIX LXXVI.—( <i>Handed in by Sir L. A. Selby-Bigge, K.C.B.</i> ):—	
Corrected Lists of the Inspectors of the Secondary Schools Branch, of the Technological Branch, of Schools of Art, and of the Medical Branch, employed under the Board of Education . . . . .	97
APPENDIX LXXVII.—( <i>Handed in by Sir L. A. Selby-Bigge, K.C.B.</i> ):—	
Age, Academic and other Qualifications, and Teaching Experience of the Sub-Inspectors in the service of the Board of Education in April 1913 . . . . .	99

## APPENDIX LXXI.

*(Handed in by Mr. W. P. Herringham, M.D., F.R.C.P.)*

Q. 33,099.

## UNIVERSITY OF LONDON.

## REPLY OF THE UNIVERSITY TO THE QUESTIONS OF THE ROYAL COMMISSION.

## STATEMENT A.

1. The questions contained in the letter from the Royal Commission cannot be satisfactorily answered so far as this University is concerned by direct replies, and the Senate therefore propose to answer in a more general way some of the matters therein raised which seem to affect this University. In doing so they avail themselves of the invitation of the Chairman of the Commission to express their views on "other questions falling within the scope of the terms of reference."

2. They may however remark, with regard to the first question, namely, "the relation between the highest education given at the Universities and the efficient discharge of their functions by members of the Civil Service," that they are of opinion that among those men who have received a liberal university education (not necessarily a specialised education) should be found in larger proportion than elsewhere those who are the most capable of undertaking important administrative duties. They do not, however, conceive that they are in a position to express any opinion as to the manner in which men possessing such qualifications do in fact discharge their functions.

*Admission to the Civil Service.*

3. In the opinion of the Senate the only practicable method of recruiting the Public Service from outside is in general by competitive examination, although they are prepared to admit that there may be exceptional cases in which special experience is desirable. They also consider that in certain cases the Universities might be asked to recommend as candidates for appointment persons who have had an exceptionally distinguished academic career of a sort to qualify them for candidature. The Senate are aware that certain appointments are now filled by limited competition. Generally speaking, they consider that the method of making appointments by nomination and patronage should be reduced to the lowest possible minimum.

4. They do not consider, however, that the present system, which precludes women from competing in the Class I. Examinations for admission to and promotion in the higher branches of the Civil Service, can be justified. To the University of London, which, as far back as 1878, threw open its doors to women upon the same conditions as to men, a system which does not allow women to prove their capacity, evinced in other quarters, to participate in important administrative and consultative work, cannot be considered as satisfactory or just. The Senate would urge that any positive sex disqualification should be removed, and that women should be appointed in suitable offices to positions for which they are qualified.

*Class I. Examination.*

5. The Senate wish in the first place to consider whether, assuming that the Civil Service Commissioners aim at obtaining the best products of each university, the present regulations permit that object to be obtained. They consider that such is not the case. They have been greatly impressed by the striking preponderance of successful candidates at the examination who are graduates of Oxford and Cambridge. The statistics published by the Royal Commission show that, of the 473 candidates who were successful at the Examinations held between 1906 and 1910 inclusive, 247\* were educated at

Oxford, 142\* at Cambridge, and only 5 were graduates of London.† They do not believe that this represents the proportion of London graduates qualified to enter Class I. of the Civil Service.

6. The Senate believe that a very high proportion of the London graduates who compete are successful in the Examination; that more do not compete is, in their opinion, due partly to the nature of the Examination, which not only in the range of certain individual subjects, but also in the allocation of marks to the subjects included in the present syllabus, is, in some respects, not suited to the training of a man preparing for a London degree.

7. If reference is made to the regulations governing admission to the Examination, it will be seen that a large number of marks is assigned to Classics and Mathematics, and relatively a small number to Science, Economics, Law, and allied subjects. Such an arrangement is not suited to the University of London, of whose students a large number graduate in the latter groups and a comparatively small number in Classics and Mathematics.

8. The Senate would call attention to the fact that many a man of a scientific bent cannot, unless he is prepared to submit himself for examination in several unrelated branches of Science (for each of which the maximum number of marks is only 600), obtain nearly as many marks as a mathematician (for whom the maximum marks are 1,200 in the higher and 1,200 in the lower branch), and that a maximum number of 600 marks only is obtainable in such important subjects as Geography, Political Economy, and a Modern Language, and 500 in Political Science, Roman Law, and English Law. Students either of Economics or of Law cannot, it would appear, obtain a sufficient number of marks unless they are prepared to take up other subjects which are related, if at all, only in a slight degree to their work.

9. More importance should be attached to securing that candidates should be able to express themselves clearly and intelligently in their native tongue. The Senate learn with some surprise that among the successful candidates there have apparently been men who have not been able to obtain any marks in English Composition.

10. The result of the present arrangement is that the State is practically deprived of the services of men who have not had a classical, a mathematical, or an historical training, and there is a comparative neglect of such subjects as Political Science, Law, and certain of the natural Sciences—subjects which may be of greater or at least of equal importance to persons about to undertake important administrative duties.

11. It is, however, in the character of the papers set even more than in the range of certain individual subjects and allocation of marks that the Senate think alterations might advantageously be introduced, and, without going into details, they would like in this connection to draw attention to the proposals of the Professorial Board of University College, which seem to them worthy of serious consideration, as coming from men of whom some have had experience in the teaching of candidates and also acted as examiners.

These proposals are as follows:—

The types of University training that would appear requisite for the selection of men of various ability for

\* Including 10 candidates who had also studied at other Universities, of whom none appears to have studied at the University of London.

† Including 12 candidates who had also studied at other Universities, of whom none appears to have studied at the University of London.

† The figures for 1911 and 1912 were 7 and 2 respectively.

the service may be roughly divided into four main groups:—

- (1) A classical training, in which emphasis is laid on the general aspects of Greek and Roman Culture.
- (2) A modern literary training, including Language; Literature, and a careful study of some large department of thought, such as History, or Philosophy, or Economics and Sociology, or Law.
- (3) A Mathematical training in both Pure and Applied Mathematics. Such a training requires to be supplemented by a slighter study of subjects in which the ideas receive expression in literary form, also by a general acquaintance with some Modern Literature.
- (4) A scientific training in some experimental or observational Sciences. Such a training requires supplementing in the same way as does Mathematics.

These types of training must not be distinguished too sharply. In particular, Groups (1) and (2) tend to coalesce, and so do Groups (3) and (4).

Also it must be remarked that in supplementing the special subjects of Groups (3) and (4), linguistic studies, conceived in the narrow sense as involving a capacity for translation (in both directions) and a knowledge of Grammar, are not all that is wanted; such a training may merely result in a double specialism.

The existing examination, while fairly satisfactory for the types of training analysed above in Groups (1) and (3), is gravely defective as regards Groups (2) and (4). This statement is substantiated by an analysis of the subjects taken by successful candidates in recent years.

It would, however, be unwise merely to raise the marks of the subjects under Groups (2) and (4) without at the same time taking precautions to exclude linguistic and scientific specialists of the type useless to the Civil Service.

The following Regulations appear to be adapted for the selection of the right type of ability:—

Candidates should be required to offer for examination:—

I. English Composition and one Foreign Language. (This should be a *modern* Foreign Language, except in the case of candidates presenting Modern Languages as their Principal Subject.)

II. One of the following:—

- (a) Economics;
- (b) Sociology;
- (c) Administration and Geography.

III. A branch or "School" of learning hereinafter called the "Principal Branch of Learning."

IV. Two Subsidiary Subjects selected from a list containing more headings than the list of Principal Branches, so that the range of each Subsidiary Subject is of smaller extent.

No candidate should be allowed to obtain a place in the Civil Service unless he obtains a substantial minimum in I., II., III., and IV.

In order to secure this, the papers set in the Principal Branch of Learning should be divided into two groups, namely:—

Group A.—Papers testing the fundamental knowledge requisite for various types of culture, *e.g.*, (i) purely linguistic papers, *i.e.*, Translation in both directions, Grammar, Philology; (ii) Mathematics; (iii) the Physical and Natural Sciences; (iv) Law.

Group B.—Papers testing breadth of outlook and acquaintance with the general ideas of the modern world; for example, (a) Ancient and Modern Literature; (b) Ancient and Modern Philosophy; (c) Ancient and Modern History; (d) History and General Aspects of Scientific Ideas; (e) Jurisprudence. (*Note.*—Questions involving translation would not be debarred from this group.)

The division of the papers into A and B would involve the remodelling of the examination in most of the subjects. The examination for classical candidates would, however, be practically unaltered.

The addition of papers on the history and general aspects of scientific ideas is to be specially emphasised.

12. Under the existing Regulations a high proportion of graduates—400 out of 473—supplement their degree work by extra instruction to ensure success in passing the examination. If the Regulations were reframed on the basis of a broad University education, this should not be necessary. If it be true that in some instances the necessary marks in such subjects can be obtained by instruction of only a few weeks or even days, these subjects are not receiving at the hands of the examiners the consideration which they deserve. If they were treated more adequately it would be as difficult for them to be "crammed" within a few weeks, or even days, as it is to "cram" Classics or Mathematics.

#### *Facilities for Persons of Slender Means.*

13. Among the questions upon which the Commission invites an expression of opinion is that of "the facilities which exist under present conditions to enable persons of slender means to obtain University education." As to this the Senate would point out that, although it is true that the older Universities are enabled by their endowments to offer substantial advantages in the way of scholarships, the University of London has been, and will probably continue to be, the "poor man's University"; not only are the fees charged relatively small, but the students whose circumstances do not allow of their attending at a resident university are enabled to pursue a course of university instruction and to obtain a university degree of a high standard.

#### *Post-Appointment Instruction.*

14. There is another aspect of the activities of the University of London to which attention may be invited. Apart altogether from the work of preparing candidates for admission to the Civil Service examinations, a great deal is being done by various schools of the University in training and instructing Civil Servants who have taken up appointments and who desire to follow an academic course—either to equip themselves better for promotion or to obtain the advantages of a university degree. Mention has been made to the Commission of the work done by the London School of Economics in providing a "business training" for Army officers, and information has been received from the same school regarding what may be termed "post-appointment instruction" to other State servants. There are in the present year 73 Civil Servants attending at the school, of whom 37 are working for a degree. 22 Civil Servants have already graduated—1 B.A., 2 M.A., 18 B.Sc. (Econ.), and 1 D.Sc. (Econ.).

15. In the opinion of the Senate this work could be extended with very great advantage if encouragement were given by the Government to the schools undertaking such work, and if, where possible, promotion were accorded to those Civil Servants who have, in the face of considerable difficulty, obtained a university qualification in this way. That there is room for great development admits of little doubt. London is the administrative as well as the political capital of the Empire; most Civil Servants at some time or other in their lives are employed in or about it; there are unrivalled facilities for receiving instruction in subjects which should be of especial value to Civil Servants; and it is a question whether the State should not require that any person engaged in administration should receive instruction in such subjects.

#### *Officers Training Corps.*

16. It appears to the Senate that some consideration should be shown to graduates who have taken an active part in the work of the Officers Training Corps, and that the subject of Military Science, which is now recognised by some of the universities for their

examinations, might also be included in the syllabus for the Higher Civil Service Examinations.

*Composition and Procedure of the Civil Service Commission.*

17. In conclusion, the Senate wish to submit some observations regarding the composition of the Civil Service Commission and the manner in which it discharges its functions.

18. It will be generally conceded that the aim of the Class I. Examination (and indeed of all the Civil Service Examinations) should be to test the attainments of the candidates in various branches of knowledge by an examination based upon the education which they have received. It is difficult to make the present Class I. Examination comply generally with this requirement. The effort to do so appears to have made it unduly favourable in this respect to the Oxford Classical candidate, but even in his case specialised coaching is generally necessary to ensure success, and for most candidates success in the Examination can be attained only by deflecting the normal course of education.

19. To ensure that the Examination shall be harmonised with the education of different university candidates, it is advisable in the opinion of the Senate that a permanent advisory body representative of all the universities in the United Kingdom should be appointed to assist the Civil Service Commissioners. The Senate desire to point out that there is not on that body any representative of the University of London, or of the Scotch, Irish, or newer provincial universities, and that they could not fail to benefit by the advice of a representative committee such as is suggested.

20. In 1903 a conference of the universities was held, at which the University of London was represented by the late Dr. R. D. Roberts. It does not appear that he was instructed to put forward any particular views, but this is doubtless due to the fact that the University was at that time undergoing re-organisation.

21. The names of the persons who act as Examiners for the Civil Service Commission are not published before the Examination. In order to prevent the possibility of some of the candidates gaining an undue advantage by ascertaining privately by whom they will be examined, and acquainting themselves with the examiner's works, the Senate consider that the practice followed by most universities in making public the names of the examiners should be adopted in the case of the Civil Service Examinations.

APPENDIX.

EXTRACT FROM THE REGULATIONS REGARDING OPEN COMPETITIVE EXAMINATIONS FOR THE CIVIL SERVICE OF INDIA, CLERKSHIPS (CLASS I.) IN THE HOME CIVIL SERVICE, AND EASTERN CADETSHIPS IN THE COLONIAL SERVICES. (Not reprinted.)

STATEMENT B.

*Statement prepared by the Professorial Board of University College for transmission to the Royal Commission on the Civil Service.*

1. The Professorial Board of University College are of the opinion that the various needs of the higher appointments in the Civil Service can only be met by a variety of methods of appointment. The three methods at present current appear to meet those needs effectively: they are (a) Open Competition, (b) Limited Competition, (c) Nomination. The Board have experience of these several methods.

2. In this section and the two that follow, the Board deal with the method of open competition. Many members of the Board have had considerable teaching experience in preparing students for the First Class Civil examinations, and many are, or have been, examiners for the Civil Service Commission. Many students of the College have been successful at the open competitive examination—a larger number some thirty years ago than now; during the twenty years

previous to the re-organisation of the University of London, owing partly to the lack of University organisation in London, as well as to a variety of circumstances, such as, for example, the large number of scholarships at the older Universities for students of classical attainments, many students of the College have, before presenting themselves for the competitive examination, migrated to one of the older Universities. But since the re-organisation of the University, followed as it has been by the planning of curricula, as distinct from mere examination syllabuses, there are indications showing that the College will again become the training place of a considerable number of candidates for the First Class Civil Competitive Examination. In order to meet this development a Censor of Higher Civil Service Studies was appointed in 1909. The Courses provided for candidates will occupy two years: they are framed on the assumption that a candidate is already either a graduate or has done the work equivalent to graduation. At the present time there are four students reading with a view to the First Class Civil Examination: there are seven undergraduates who have intimated their intention of competing for the First Class Civil in due course.

The College has possessed since 1855 an Indian School in which selected candidates for India pass their year of probation before proceeding to India. These Students have, during the last ten years, varied in number from eighteen to nine each year. They have been drawn to a large extent from Oxford and Cambridge and to some extent from Scotland, from Trinity College, Dublin, and from London.

Knowledge of the work of these men and of their careers after leaving College enables the Board to say with confidence that the selection of men for the Indian Civil Service by competitive examination has on the whole resulted in the appointment of men well fitted for their responsible tasks; they have proved themselves to be well educated men, men of adaptability and of quick perception.

3. Before making any suggestions for modification of the scheme of examination for the Civil Service, the Board would briefly indicate what kind of training should in their opinion be aimed at as fitting a man for a post concerned with the administration of this country or its dependencies. It would seem desirable, in the first place, that a liberal education should embrace, on the one hand, a knowledge of the properties of matter and the action of natural forces which determine a man's environment; on the other hand, a knowledge of the nature and behaviour of man himself as deduced from a study of his thoughts and actions in past times and recorded in literature and history. These two in general coincide with what are classed as scientific and literary studies. They should be included in the School training of all those who aspire to positions in the First Class Civil Service. The development of Science, both at the older Universities as well as at the more modern ones, proves that scientific studies, when properly grouped and worked out in well-arranged curricula, afford as good and as comprehensive a training for the Student of University age as the literary studies. It is, of course, admitted that for the servant of the State general capacity and adaptability are essential; the time spent in the acquisition of knowledge will have been wasted if a man has not thereby acquired the habit of concentration, powers of reasoning and facility of expression. The service of the State requires men of the highest ability, but not necessarily ability of the same type.

Accordingly, the general policy governing the Civil Service examination should be to select a proper variety of candidates, provided that (1) the requisite curricula in their main outlines are actually established in the national seats of learning, and (2) that due precaution is taken to exclude those deficient in the general literary culture essential to members of the Civil Service.

Judged by this standard, the present regulations seem unduly to confine the selection to candidates with certain special types of education, though at the time that the regulations were laid down, they were in their main lines probably the best possible. At

that time the two great "Schools" were the Classical and Mathematical Schools at Oxford and at Cambridge, and the present examination is undoubtedly favourable to those who have taken either of these curricula, and especially the Oxford Classical School. Although many may consider that this is the widest and completest "School" that exists in any University, it must be remembered that during the years which have elapsed since the drawing up of the Regulations, a new learning has grown up at the older Universities and has taken the most prominent place in the work of the newer Universities. Every year a larger number of the brightest boys take up some Science or Sciences, or the more modern studies, History and Economics, as their main subject of study, and there can be little doubt that the development of the study of Science as a mental discipline and preparation for future work in life would be still more rapid were it not for the fact that the chief rewards for learning, in the shape of Fellowships, Lectureships, and posts in the Civil Service, still fall to those who have attached themselves to the older disciplines.

To make the First Class appointments in the Civil Service as accessible to the man who has taken Modern Languages, or History, or some branch of Science as the chief subject of his University Course, would certainly tend to introduce into the Service a greater variety of ability than the State at present obtains. Although it can hardly be pretended that an exclusive training as a Chemist or Zoologist would be the best possible, or even a proper training, for a man whose main administrative work would probably be clerical, it is equally impossible to defend the present condition, under which the main avenue for selection as an administrator is a training which may leave the candidate ignorant of the whole of Modern Science, *i.e.*, of the factors which are almost solely responsible for the material welfare of the community.

The Board recognise that in selecting men for the posts in the Civil Service by competition every effort should be made to avoid encouraging pure specialising, whether it be on the linguistic or the scientific side, and would suggest that in any modification of the regulations regard should be had not only to the ever-increasing part played by scientific studies in the highest education of the University, but also to the necessity of ensuring that the candidate has not devoted his attention too exclusively to a narrow type of thought.

The types of University training that would appear requisite for the selection of men of various ability for the service may be roughly divided into four main groups:—

- (1) A classical training, in which emphasis is laid on the general aspects of Greek and Roman Culture.
- (2) A modern literary training, including Language, Literature, and a careful study of some large department of thought, such as History, or Philosophy, or Economics and Sociology, or Law.
- (3) A Mathematical training in both Pure and Applied Mathematics. Such a training requires to be supplemented by a slighter study of subjects in which the ideas receive expression in literary form, also by a general acquaintance with some modern literature.
- (4) A scientific training in some experimental or observational Sciences. Such a training requires supplementing in the same way as does Mathematics.

These types of training must not be distinguished too sharply. In particular, Groups (1) and (2) tend to coalesce, and so do Groups (3) and (4).

Also it must be remarked that in supplementing the special subjects of Groups (3) and (4), linguistic studies, conceived in the narrow sense as involving a capacity for translation (in both directions) and a knowledge of Grammar, are not all that is wanted; such a training may merely result in a double specialism.

The existing examination, while fairly satisfactory for the types of training analysed above in Groups (1)

and (3), is gravely defective as regards Groups (2) and (4). This statement is substantiated by an analysis of the subjects taken by successful candidates in recent years.

It would, however, be unwise merely to raise the marks of the subjects under Groups (2) and (4) without at the same time taking precautions to exclude linguistic and scientific specialists of the type useless to the Civil Service.

The following Regulations appear to be adapted for the selection of the right type of ability:—

Candidates should be required to offer for Examination:—

I. English Composition and one Foreign Language. (This should be a *modern* Foreign Language, except in the case of candidates presenting Modern Languages as their Principal Subject.)

II. One of the following:—

- (a) Economics;
- (b) Sociology;
- (c) Administration and Geography

III. A branch or "School" of learning hereinafter called the "Principal Branch of Learning."

IV. Two Subsidiary Subjects selected from a list containing more headings than the list of Principal Branches, so that the range of each Subsidiary Subject is of smaller extent.

No candidate should be allowed to obtain a place in the Civil Service unless he obtains a substantial minimum in I., II., III., and IV.

In order to secure the variety of types of ability necessary for the Civil Service, the Board are of the opinion that each of the Principal Branches of Learning should be put on a footing of equality; that the examination in each branch should be of an advanced type and so arranged as to test previous training and ability to an equal extent.

In order to secure this the papers set in the Principal Branch of Learning should be divided into two groups, namely:—

Group A.—Papers testing the fundamental knowledge requisite for various types of culture, *e.g.*, (i) purely linguistic papers, *i.e.*, Translation in both directions, Grammar, Philology; (ii) Mathematics; (iii) the Physical and Natural Sciences; (iv) Law.

Group B.—Papers testing breadth of outlook and acquaintance with the general ideas of the modern world; for example, (a) Ancient and Modern Literatures; (b) Ancient and Modern Philosophy; (c) Ancient and Modern History; (d) History and General Aspects of Scientific Ideas; (e) Jurisprudence. (*Note.*—Questions involving translation would not be debarred from this group.)

The division of the papers into A and B would involve the remodelling of the examination in most of the subjects. The examination for classical candidates would, however, be practically unaltered.

The addition of papers on the History and General Aspects of Scientific Ideas is to be specially emphasised.

This procedure would make it safe to equalise the total marks obtainable for each of the Principal Branches of Learning.

The essence of the scheme (so far as Principal Branches of Learning go) is the grouping of the *papers* rather than of the *subjects*; although all the papers of some subjects naturally fall into one or other of the two groups.

Appended is a Schedule suggesting the Principal Branches of Learning that might be accepted for this purpose, and showing the division into Groups A and B.

Keeping the maximum, as at present, 6,000, the marks might be allotted as follows:—

I. English and a Foreign Language	
300 each	600
II. Economics, or Sociology, or Administration and Geography	600
III. For the Principal Branch of Learning	3,600
IV. For the two Subsidiary Subjects	600
each	1,200
	6,000



Such a scheme could only be carried out by a much more elaborate system of examination than exists at present. For each division of subjects a Board of Examiners must be appointed, such Board to include men whose ability and training is sufficiently varied to enable them to treat their subjects in the fashion of Groups A and B given above. Each Board would be responsible for the paper in its own division.

3a. The development of Universities in London, and in the great centres of industry throughout England, the organisation of University education in Wales and in Ireland, coupled with the scholarship systems of the several local authorities, have greatly increased the facilities for University education. The fees at the Modern Universities vary from 10 guineas to about 30 guineas a year, and these, together with Maintenance Grants, are in many cases provided for by the scholarships of the local authorities, so that University education is now within the reach of the humblest and of those of slender means.

In view of this state of things, the Board are of the opinion that after, say, a period of five years' notice, all candidates for the First Class Civil Competitive Examination should be required to have had a University education and to have obtained a Degree. Not only would this be good for education, but it would simplify the task of the Examiners very much.

4. Speaking generally, the effect of the Civil Service Examinations upon the curricula of the "Schools" of the Universities has been small.

The Commissioners could probably exercise a considerable influence on the curricula of the Universities by adopting a scheme of examination on the lines of Groups A and B; by this means they would tend to widen and make of more general value "Schools" that have become excessively specialist.

5. In the opinion of the Board, even with the best conceivable organisation of the First Class Civil Examination, it will still be necessary to maintain the other methods of appointment. The other methods of appointment give freedom to meet specialised requirements, and also freedom to make appointments at a later age than would be possible if appointments depended exclusively upon competitive examination.

The system of limited competition in such cases as that of the British Museum seems to work well. The Board are, however, of the opinion that an intimation of all vacancies likely to occur in the British Museum should be sent as a matter of routine to all universities. The special training that is needed for such offices as those of the British Museum is to be found to a very large extent in students in the newer universities who have proceeded from the Bachelor's Degree to a higher degree. The development of this work for the higher degree is one of the most encouraging features in recent years in the newer universities. It would receive very considerable stimulus if these specialised posts in the Civil Service could be recruited mainly from Post-Graduate Students. The examinations in a limited competition should be conducted by a Board of Examiners with whom the Head or Heads of the appropriate Civil Service Departments should be associated.

6. For similar reasons the Board believe that for many offices it is desirable to maintain the method of nomination. There are offices within the Civil Service in which personal characteristics, together with the wider experience that may be possessed by a man of more mature years, are essential for the conduct of the work. While the Board agree that the system of nomination should be carefully exercised, so as to avoid any suspicion of mere patronage, they would regret any step that would prevent those departments in which nomination has worked so well (such as, for instance, the Board of Education) from recruiting their staffs in that method.

The question of the promotion of those who have entered the Civil Service in the Second Class to First Class positions is one of great difficulty.

The man who enters the Civil Service as a Second Class Clerk has received a general education lasting over a shorter period than the man who enters the First Class. Only in rare instances could this loss be made up. The existing regulations provide for it to some extent by allowing a Second Class Civil Servant to enter for the First Class examination at a later date. The Board doubt whether this scheme is a satisfactory one, as a man's power to cope with a competitive examination diminishes with advancing years. There ought, however, to be some method of promotion from the lower to the higher Class in rare cases. A Second Class Clerk who proves himself to be a good administrator, a man of tact and adaptability, and who, by the acquisition of a University Degree, or by some other approved method, proves that he possesses a wide and general education, ought, in the opinion of the Board, to be eligible for promotion.

In the opinion of the Board the University of London especially can afford assistance in this matter. There are already in attendance in connection with some of the Post-graduate Courses given by the University many Civil Servants, among them some Second Class Clerks. These men are enabled to obtain training in Administration and in History, and in other subjects which are of especial value to Civil Servants. This would appear to be the avenue by which Second Class Clerks ought to be able to obtain promotion to the higher ranks.

7. If the general principles set forth in this Report are acceptable, the Professorial Board would be glad to lend assistance in working out the scheme in detail, more particularly with regard to the division of papers into A and B for the Principal Branches of Learning, and also in regard to the list of Subsidiary Subjects.

*Schedule indicating the Principal Branches of Learning that might be prescribed, and showing the nature of the division into Groups A and B.*

Group A.

- (i) Classics (Linguistic).
- (ii) Mathematics.
- (iii) Two branches of Science.
- (iv) History (Ancient and Modern).
- (v) English and a Modern Language, or two Modern Languages.
- (vi) Law (English and Roman).
- (vii) Philosophy, Logic, Psychology.

Group B.

- Classics (Literary, Historical and Philosophical).  
 History and General Aspects of Scientific Ideas.  
 History and General Aspects of Scientific Ideas.  
 History (General Historical and Philosophical Ideas).  
 English and a Modern Language, or two Modern Languages (Literary, Historical and Philosophical).  
 Jurisprudence.  
 Philosophy, Logic, Psychology.

The relative importance of A and B in the different branches of learning would vary somewhat. In a branch of learning in which the requirements in B are lighter than those in another branch of learning, the requirements in A would be correspondingly heavier. For the purposes of the examination, the Principal Branch of Learning would be considered as a whole, but, in order to effect the aim suggested, a substantial minimum of marks in both A and B should be required.

## APPENDIX LXXII.

## COPY OF A LETTER ADDRESSED BY THE ROYAL COMMISSION TO THE COMMERCIAL WITNESSES.

SIR,

11th March, 1913.

I AM desired by the Chairman of this Commission to inform you that for the purposes of the inquiry entrusted to it he is anxious to obtain evidence on certain questions from representatives of some of the more important financial, industrial and commercial companies in the United Kingdom.

The principal questions on which information is desired are the following, viz. :—

- (1) The manner in which the clerical and administrative staff is recruited.
- (2) The organisation of that staff as seen in the various classes of employes, the rate of pay assigned to each, and the practice with regard to promotion from a lower to a higher class.
- (3) The extent to which these rates of pay have been modified in recent years to correspond with fluctuations in the cost of living.
- (4) How far the experience of those engaged in the more important commercial and industrial enterprises suggests criticisms of the business methods employed by public departments.
- (5) The suitability of women for employment on clerical work as distinct from the mechanical labour of typewriting, &c., and the advantage or

disadvantage of employing them in the same rooms with men.

- (6) The advantage or disadvantage of recruiting for the more difficult and responsible duties of business administration men who have received the highest education.

Lord MacDonnell would regard the opinion of such an important organisation as \* \* \* upon these questions as being of great value for the purposes of the Commission, and he desires me to express the hope that you (or some other gentleman deputed to speak for you) may find it possible to favour the Royal Commission by attending before it for the purpose of giving oral evidence on these questions, and upon any other questions within the scope of the terms of reference (a copy of which is enclosed) on which you may desire to make any representations.

If this course is agreeable to you, I am to say that at \* \* \* would be a convenient time to hear such evidence.

I have, &amp;c.,

S. ARMITAGE SMITH.

## APPENDIX LXXIII.

(Handed in by Mr. E. M. Harvey.)

Q. 33,688.

## MEMORANDUM on the HEALTH of the WOMEN CLERKS employed in the BANK OF ENGLAND.

The regulation requiring Women Clerks to pass renewed medical examination at the expiration of certain periods of service, and making further continuance in the Bank's employ contingent upon the results of such examinations, came into force in 1903 concurrently with the introduction of the arrangement under which the female staff is supplied with luncheon free of cost.

During the years 1901-2, when the total number of Women Clerks employed was 45, there were 15 cases in which clerks suffered from neuritis in the arm or some other form of nerve trouble, whereas complaints of this character are now very rare.

The daily average absence of Women Clerks from sickness of all kinds rose to 4.4 per cent. in 1902, that being the highest figure in any year except 1904, when there were numerous absences due to an epidemic of measles. Since 1904 the figure has only exceeded 3 per cent. in one year, and for the last two years it has been 1.3 per cent. and 1.9 per cent. respectively.

It is in regard to absences of less than a week's

duration, however, that improvement is most noticeable, as the following figures show :—

Period.	Average Total Days' Absence per Annum for whole Staff (short periods only).	Average Number of Staff.
1895-9	71.2	35.6
1900-4	103.4	44.4
1905-9	89.8	58.4
1910-2	77.6	59.3

Thus it will be seen that the total number of working days lost to the Bank in a year is almost the same now as when the employment of Women Clerks first commenced, although the number of clerks employed has increased meanwhile to the extent of nearly 70 per cent.

Bank of England,  
24th April 1913.

E. M. HARVEY,  
Deputy Chief Cashier.

### APPENDIX LXXIV.

*(Handed in by Sir Charles Mathews, K.C.B.)*

Q. 34,616.

#### MEMORANDUM REGARDING STATUS, AS TO PENSION, OF TWO OFFICERS IN THE DEPARTMENT OF THE DIRECTOR OF PUBLIC PROSECUTIONS.

In the case of the Principal Assistant, this Officer was first appointed a Personal Clerk in the Treasury Solicitor's Department in 1880, and, after passing a qualifying examination, became a Second Class Clerk in July 1887 under the provisions of Clause vii. of the Order in Council of the 4th June 1870. In existing circumstances, he does not count any of his back service for pension.

In the case of the Minor Staff Clerk, this Officer became a Civil Service Copyist in January 1881, and in the following December was transferred from the

Civil Service Commission to the Copying Staff of the Treasury Solicitor's Department. After passing a qualifying examination he became an Abstractor in July 1891 under the provisions of Clause vii. of the Order in Council of the 4th June 1870.

By virtue of a Treasury Minute dealing with this class of appointment, he will be allowed, under the provisions of Section 3 of the Superannuation Act of 1887, to count half his service as Civil Service Copyist in addition to his pension rights for service on the Establishment.

### APPENDIX LXXV.

*(Handed in by Sir Charles Mathews, K.C.B.)*

Q. 34,620.

#### DEPARTMENT OF THE DIRECTOR OF PUBLIC PROSECUTIONS.

##### ESTIMATE FOR PERSONAL ALLOWANCE FOR CLERKS FOR THE YEAR 1912-13, 6,070L.

	£	s.	d.		£	s.	d.
3 Chief Clerks				Margin for contingencies which in the present instance covers the appointment of one additional Professional Clerk who was engaged in January 1913, and the overtime payments to Shorthand Writers during the financial year			
3 Assistant Chief Clerks	2,025	0	0				
7 Clerks	1,290	0	0				
7 Non-Professional Clerks	1,505	0	0				
	1,074	8	0				
							175 12 0
					£6,070	0	0

## APPENDIX LXXVI.

(Handed in by Sir L. A. Selby-Bigge, K.C.B.)

Q. 35,187.

CORRECTED LISTS of the INSPECTORS of the SECONDARY SCHOOLS BRANCH, of the TECHNOLOGICAL BRANCH, of SCHOOLS OF ART, and of the MEDICAL BRANCH, employed under the BOARD OF EDUCATION (to be substituted for the Lists printed on pages 529 and 530 of the Appendix to the Second Report of the Royal Commission on the Civil Service [Cd. 6535].

## x.—INSPECTORS OF THE SECONDARY SCHOOLS BRANCH.

Reference Number.	Year of Appointment.	Academic Qualifications.	Years of Teaching.	Age at Appointment.
1	1904	2nd Wrangler. 1st Class Part II. Math. Tripos, Cambridge. Fellow of St. John's.	17	yrs. mths. 38 11
2	1904	1st Class Parts I. and II., Classical Tripos, Cambridge. Scholar and Fellow of King's. Prince Consort's Prize.	3	40 3
3	1904	18th Senior Optime Math. Tripos, Cambridge. Exhibitioner of King's. Le Bas and Members' Prizes. LL.D.	23	48 3
4	1904	2nd Class Mediæval and Modern Languages Tripos, Cambridge. B.A., London. Ph.D., Leipzig.	18	42 9
5	1908	1st Class, Parts I. and II., Nat. Sci. Tripos, Cambridge	10	35 7
6	1893	2nd Class Lit. Hum., Oxon. Scholar of Trinity	12	35
7	1894	1st Class, Parts I. and II., Nat. Sci. Tripos, Cambridge. Foundation Scholar and Fellow of Trinity. D.Sc., Lond. (Chemistry).	5	36 11
8	1894	Royal College of Science. Deputy Reader in Botany, Cambridge. Lecturer Yorkshire College and Victoria University. F.R.S.	9	32
9	1900	B.Sc., Lond. Civil Service Exams.	3	39 9
10	1900	1st Class Nat. Sci. Tripos, Cambridge. B.Sc., Lond.	4	35 1
11	1902	B.A., Lond. Classics, Maths., French. Inter. B.Sc. (Physics and Chemistry). Prizes in Maths. and Physics. Certificated Teacher.	Pupil Teacher and 9 years.	38
12	1903	2nd Class Math. Finals, Oxon. Oxford Diploma in Education (with Distinction).	2½	28 2
13	1903	1st Class Classical Tripos, Cambridge. Powis Medal	4	28 4
14	1903	1st Class Math. Finals, Oxon	10	35 4
15	1904	1st Class, Parts I. and II., Classical Tripos, Cambridge. Fellow of Pembroke.	8	35 1
16	1904	B.A., Lond.	11	39 1
17	1904	1st Class, Parts I. and II., Classical Tripos, Cambridge. Skeat Prize. Edinburgh Univ. Medal for Eng. Lit. M.A., Edin.	3	29 2
18	1905	9th Wrangler. 1st Class Nat. Sci. Tripos, Cambridge	1½	29
19	1905	1st Class, Parts I. and II., Classical Tripos, Cambridge. Fellow of Caius.	13	35 4
20	1905	1st in 1st Class London B.A. Honours in English	14	37 1
21	1905	Docteur, Paris	9	33 9
22	1905	M.A., Cambridge. Chancellor's English Medal	3½	29 1
23	1906	2nd Class Lit. Hum., Oxon	16	41 7
24	1906	1st Class, Parts I. and II., Classical Tripos, Cambridge. Scholar of King's	20	44 4
25	1910	M.A., B.Sc., Aberdeen. 7th Wrangler, 1st Class, Part II., Nat. Sci. Tripos, Cambridge.	7	31 3
26	1910	2nd Class Lit. Hum., Oxon	21	50 8
27	1911	B.A., B.Sc., Lond. Certificated Teacher	31	48 10
28	1912	4th Class Lit. Hum., Oxon	15½	41 3

## xi.—INSPECTORS OF THE TECHNOLOGICAL BRANCH.

1	1894	1st Class Nat. Sci., Oxon. Burdett Coutts Scholar. Scholar of Corpus. B.Sc., Lond. 1st Class, Science.	1	28
2	1894	D.Sc., Lond., 1st Class B.Sc. A.R.S. Mines.	13	33
3	1894	Captain Royal Engineers (passed in 7th)	—	35 7
4	1900	University College, London. F.I.C.	7	39 5
5	1900	B.A. Lond. 1st Div. Teacher's Certificate. F.C.S.	13	39 8
6	1912	Queen's College, Galway. Owens College, Manchester, M.A.	19	43 9
7	1912	6th Senior Optime, Cambridge	19	44
8	1912	A.M.I.C.E., M.I. Elect. E.	20	43 8
9	1901	Royal College of Science. 1st Class Certificated	16	35 1
10	1912	1st Class Lit. Hum., Oxon. Stanhope Historical Essay Prize. Scholar of New College.	7	33 8
11	1894	A.R. Coll. Sci. 1st Geology	1	27 2
12	1895	M.A., B.Sc. (Research). D.Sc., Oxon. A.R. Coll. Sci. 1st Chem. F.R.S. F.C.S. Lond. & Berliu.	8	30 7

xi.—INSPECTORS OF THE TECHNOLOGICAL BRANCH—*continued.*

Reference Number.	Year of Appointment.	Academic Qualifications.	Years of Teaching.	Age at Appointment.
				yrs. mths.
13	1905	4th Wrangler, Camb. Scholar and Fellow of St. John's	6½	37 5
14	1905	19th Wrangler. 2nd Class Nat. Sci. Tripos, Cambridge	7	34
15	1905	1st Class Science Certs. of Science and Art Department	5	31 2
16	1906	18th Wrangler. 1st Class Nat. Sci. Tripos, Cambridge	5	30
17	1907	1st Class Nat. Sci. Tripos, Cambridge. M.A., Oxon	8	35 2
18	1907	1st Class, Parts I. and II., Nat. Sci. Tripos, Cambridge. B.Sc., Lond. (1st Division).	4	31 5
19	1907	1st Class, Part I., and 2nd Class, Part II., Nat. Sci. Tripos, Cambridge. B.Sc., Lond.	2	29 8
20	1908	B.A., Royal University, Ireland. B.Sc., Lond.	11	40
21	1909	M.I.M.E., M.I.C.E. Whitworth Scholar	5	43 3
22	1910	B.Sc., Agriculture, Edinburgh.	10	42 1
23	1911	D.Sc., Lond. Engineering. A.R. Coll. Science. Senior Whitworth Scholar, National Scholarship.	13	40
24	1912	M.Sc. Tech., Manchester. 1st Principles of Mining (Queen's Medal). Wigan Mining School, Gold Medal. M.I.M.E.	19	41 10
25	1912	M.Sc. Engineering, Bristol. M.Sc. Tech., Manchester. Whitworth Exhibition and Scholarship. National Scholarship (1st place). A.M.I.C.E., M.I.E.E.	11	38 9
26	1912	Cardiff University College, Distinction in Civil Engineering and Geology. Distinction in Architecture R.C. Art.	15	43 2
27	1912	F.R.I.B.A. and Member of Board of Examinations	5	39 4
28	1912	B.A., Cambridge. B.Sc., Cardiff. Diploma in Electrical Engineering. A.M.I.C.E.	2½	26 5
29	1912	B.Sc., Victoria Univ. and Leeds. Fellow of Institute of Chemistry.	19	41
30	1912	M.Sc., Manchester. 1st Class Honours in Engineering and University Scholarship. Whitworth Exhibition.	12	36 2
31	1912	B.Sc., Lond. 2nd Class Honours in Engineering. 1st Class Associateship in Mechanics. R.C.S., Royal and Whitworth Exhibitions. Whitworth Scholarship.	6	27 4
32	1912	LL.B., D.Sc. (Economics), Lond. Board of Education Certificate.	13	40
33	1912	2nd Class Hist. Tripos, Cambridge. Members Prize and Harness Prize for English Essay.	7½	31 4

## xii.—INSPECTORS OF SCHOOLS OF ART.

1	1898	A.R. Coll. Art. Queen's Prize: Medal. F.R. Hist. Soc.	20	41 7
2	1900	A.R. Coll. Art. Art Master's Cert. Science Certs., Science and Art Department.	4	38 9
3	1905	Art Master's Certificate. Silver and Bronze Medals in Nat. Compn. R.C.A. Diploma.	16	44 3
4	1905	A.R. Coll. Art. Art Master's Cert. Gold, Silver, and Bronze Medals, Nat. Compn.	15½	40 10
5	1910	Art Master's Cert. A.K.C.	5	55 2
6	1912	Art Master's Cert. R.C.A. Diploma and Travelling Scholarship. Silver and Bronze Medals in Nat. Compn.	5	34 3

## iv.—INSPECTOR OF THE MEDICAL BRANCH.

1	1898	1st Class, Parts I. and II., Nat. Sci. Tripos, Cambridge. Fellow of Emmanuel. M.D.	7	28 4
---	------	--	---	------

## APPENDIX LXXVII.

(Handed in by Sir L. A. Selby-Bigge, K.C.B.)

Q. 35,188.

AGE, ACADEMIC AND OTHER QUALIFICATIONS, and TEACHING EXPERIENCE  
of the SUB-INSPECTORS in the SERVICE of the BOARD of EDUCATION in April, 1913.

## SUB-INSPECTORS FOR DRAWING AND HANDICRAFT.

Reference Number.	Age at Appointment.	School, University, and College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
1	Yrs. mths. 34 3	Private Schools. Lyme Regis, Nat. Sch. Battersea, Training Coll. London Univ.	Cert. (B. of E.). B.A. 1888, and B.Sc. 1884. Honours in English, 1888. "D" Cert., 1880.	19	5½
2	31 3		Art Master's Cert. 4 Medals and 2 Book Prizes in Nat. Compn. Clothworkers' Medal for Textile Design. N.A.T. Sch. Silver Medal. Several Science Adv. Certs.	7	—
3	26 1	Whaley Bridge Wesn. Schs. Westminster Training Coll. Charterhouse Sch. of Art. Royal Coll. of Art. Julian's Academy, Paris.	Cert. (B. of E.). F.R.G.S. Art Master's Cert. Certs. for Woodwork, Clay Modelling, Science, and Music.	8	7
4	35 0	London Univ. - - - -	B.A. 1886. 1st Cl. R.C.S. (Physics, Chem., Biology, Geology, &c.). F.C.S.	12½	—
5	27 8	National Art Training School and visits to Continental Schools.	Art Master, Sculptor, Exhibitor at Roy. Acad., Paris Salon, &c., Art Certs. and Silver and Bronze Medals. Queen's Prizes.	8½	—
6	31 9	Royal Coll. of Science - - -	1st Class Agriculture. 2nd Grade Certs. in Freehand and Geometry.	16	16
7	30 9	Royal Coll. of Art - - - -	Art Class Teacher's Cert. S.K. Art Certs. with Medals and Prizes. Cert. Teacher, 1881. "D" Certificate, 1880.	16½	—
8	29 1	Birmingham, P.E. Schs. Royal Coll. of Science. Royal Sch. of Mines.	A.R.C.S. and A.R.S.M., F.R.A.S. City and Guilds.—1st Class Hon. Iron and Steel Manufacture 5l. Prize and Medal. S. and A. Dept.—1st Class Hon. Pr. and Th. Metallurgy. 1st Class Hon. Physiography. E.C.S.—1st in 1st Class Mining and Assaying. 2 Art and over 40 Science Certs.	6	—

## SUB-INSPECTORS.

9	28 7	Lichfield, Nat. Sch. Saltley, Training Coll. London Univ.	Cert. (B. of E.). B.A. - - -	12½	12½
10	26 8	Winchester, St. Thomas' Nat. Sch. Winchester Training Coll.	Cert. (B. of E.). "D" Cert. Certs. for Science.	10½	6½
11	31 1	Bedford, Harrold C.E. Sch. Peterborough Trg. Coll.	Cert. (B. of E.). Advanced Science Certs. Certs. for Music and Drill. Full "D" Cert.	17	17
12	25 5	Penzance, Wesn. Sch. Westminster Trg. Coll.	Cert. (B. of E.) . - - - -	10½	10½
13	30 5	Eccleshill, Undercliffe Bd. Sch. Westminster Trg. Coll. Royal Coll. of Science. London University.	Cert. (B. of E.). Intermediate B.Sc. Sth. Ken. Science Special and Advanced Certs. "D" Cert. Tonic Sol-fa College Certs.	13	13



## SUB-INSPECTORS—continued.

Reference Number.	Age at Appointment.	School, University, and College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
14	Yrs. mths. 27 7	Duloe (Cornwall) Nat. Sch. Carmarthen Trg. Coll. Cambridge, Non-Coll.	Cert. (B. of E.). M.A., 1890, 1st in 1st Class Moral Science Special. Sth. Ken. Advanced Certs., Agric., Physiol., Physiography, Geom. Perspective and Freehand.	11½	11½
15	33 10	Birmingham, Islington Nat. Sch. Westminster Trg. Coll. London Univ.	Cert. (B. of E.). B.A. Certs. for Science, Drawing, and Music.	19	19
16	32 0	West Ham, Model Sch. London Univ.	Cert. (B. of E.). B.A., 1888. Honours in English (Inter. Arts). Certs. for Science, Music. "D" Cert.	19	19
17	31 8	Ross, Brit. and Foreign Sch. Ross Nat. Sch. Saltley Trg. Coll.	Cert. (B. of E.). Certs. in Science and Drawing.	15½	15½
18	27 3	Chaddleton (Staffs) Nat. Sch. Saltley Trg. Coll.	Cert. (B. of E.) - - - -	11½	11½
19	35 6	Llanely, Copper Works Sch. Bangor Trg. Coll. London Univ.	Cert. (B. of E.). Matric. Certs. for Science. "D" Cert.	18	18
20	28 8	Shirley (Hants) Nat. Sch. Winchester Trg. Coll. London Univ.	Cert. (B. of E.). B.A. - - -	12½	7
21	28 0	Leeds, Bewerley St. Bd. Sch. Leeds Gram. Sch. Borough Rd. Trg. Coll. London Univ.	Cert. (B. of E.). B.A. Sth. Ken. Advanced Science Certs. Music and Drawing ("D") Certs.	8	7
22	29 4	Borough Rd. Trg. Coll. London Univ.	Cert. (B. of E.). B.A. - - -	8½	8½
23	27 5	Reddish, Albert Schs. Borough Rd. Trg. Coll.	Cert. (B. of E.) - - - -	12	12
24	29 0	Liverpool, Windsor St. Wesn. Sch. Westminster Trg. Coll. London Univ.	Cert. (B. of E.) B.A. Teacher's Diploma, London. "D" Cert. Cert. for Music (both notations). 8 Science Certs.	14½	14½
25	26 9	Ilfracombe, Bd. Sch. Exeter Trg. Coll. Oxford.	Cert. (B. of E.). M.A., Testamur Hist. 4 Sth. Ken. Certificates in Science. "D" Cert. Barrister.	9½	9½
26	28 9	Guernsey, St. John's. Winchester Trg. Coll.	Cert. (B. of E.) - - - -	12½	12½
27	34 6	York, Thornton Denholme. Lodgegate Bd. Sch. Edinburgh, F.C. Trg. Coll. Royal Coll. of Science. Edinburgh Univ.	Cert. (B. of E.). A.R.C.S. (1st Class Chemistry). Passed Mathl. Dept. of M.A. Degree. F.C.S. "D" Cert.	14	10
28	33 6	Stockport, Portwood Wesn. Hr. Gr. Sch. Westminster Trg. Coll. Dublin R.U.I.	Cert. (B. of E.) B.A. Honours, History. Sth. Ken. Advanced Science Certs. "D" Cert. Cert. for Music.	18	18
29	31 10	Liverpool, St. Vincent de Paul R.C. Sch., Norfolk St. Hammersmith Trg. Coll.	Cert. (B. of E.) F.L.S., F.G.S. "D" Cert.	12	4
30	32 6	Shirley (Hants) Boys' Sch. Winchester Trg. Coll.	Cert. (B. of E.) - - - -	15	15
31	24 5	Bishops Castle (Salop) Nat. Sch. Saltley Trg. Coll.	Cert. (B. of E.) - - - -	9	9
32	28 1	Cheltenham Trg. Coll. - - -	Cert. (B. of E.) - - - -	6½	6½
33	31 4	Altarnum, Nat. Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). B.A. (English Language and Mixed Mathematics). Late F.R.G.S. Sth. Ken. Certs. Science. Physical Training Certificate. "D" Cert.	17	17
34	34 5	Chorley, Parochial Mixed School. Battersea Trg. Coll. Dublin, Trinity Coll.	Cert. (B. of E.). M.A. 6 Science and Full Art Certs. Certificated by Tonic Sol-fa Coll.	19½	19½
35	27 2	Manchester, St. Augustine's R.C. Sch. Hammersmith Trg. Coll.	Cert. (B. of E.). Science and "D" Certs.	10½	8½
36	35 0	Falmouth, Nat. Sch. Battersea Trg. Coll.	Cert. (B. of E.). Certs. for Science. "D" Cert.	18	18

SUB-INSPECTORS—*continued.*

Reference Number.	Age at Appointment.	School, University, or College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
37	Yrs. mths. 23 10	Rochester, St. Nicholas Nat. Sch. Peterborough Trg. Coll.	Cert. (B. of E.). Sth. Ken. Drawing and Science Certs.	7½	7½
38	27 0	Bodmin, Wesn. Sch. Westminster Trg. Coll.	Cert. (B. of E.). Interm. Cert. of Tonic Sol-fa Coll.	11	11
39	26 7	Waltham (Leics.) Nat. Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). B.A. (Mathematics).	10	6½
40	28 1	Peterborough Trg. Coll. Royal Coll. of Science.	Sth. Ken. Advanced Certs., Magnetism and Electricity, Physics, Agric., &c. Certs. for Art. R.C.S. (Biology and Geology, 1st Cl.).	9	9
41	25 8	Tortworth, Brit. Sch. Chelsea, St. Mark's Trg. Coll. London Univ.	Cert. (B. of E.). B.A. 1894	9½	9½
42	27 4	Cardiff, Pentyrch Works Nat. Sch. Bangor Trg. Coll. London Univ.	Cert. (B. of E.). Matric. (1st Cl.). Assoc. of Tonic Sol-fa Coll. Certs. in Science and Art.	10½	10½
43	30 9	Wirksworth, Brit. Sch. Homer-ton Trg. Coll.	Cert. (B. of E.). Certs. for Science, Music, and Drill. "D" Cert.	15	15
44	28 1	Salisbury, St. Martin's Nat. Sch. Winchester Trg. Coll.	Cert. (B. of E.). 4 Science Certs. "D" Cert. 1st place in First Division at the 3 Government Exams.	12½	12½
45	33 10	Llanbrynmair, Bd. Sch. Bangor Trg. Coll.	Cert. (B. of E.). F.L.S. 8 Sth. Ken. Certs. in Adv. Botany, Agric., Chem., &c. Cert. in Drawing.	17	17
46	26 1	Bristol and Trowbridge Private Schools. Bristol, Gram. Sch. Bristol, St. Mary Radcliffe N.S. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). B.A. Interm. Cert. Tonic Sol-fa Coll. Barrister-at-Law. F.R.H.S.	8½	6½
47	23 10	Leeds, Marshall's Factory School. Battersea Trg. Coll.	Cert. (B. of E.)	8	8
48	28 1	Camberwell, Boundary Lane Bd. Sch. Borough Road Trg. Coll. London Univ. Victoria Univ. Univ. of Bonn.	Cert. (B. of E.). M.A. 1903. Honours in English and French. Certs. for Science and Music. Was Examiner for Tonic Sol-fa Coll.	10½	4½
49	25 8	Long Marston, Nat. Sch. York Trg. Col.	Cert. (B. of E.)	10	10
50	35 3	Winchester, Trinity C.E. Sch. Winchester Trg. Coll. London Univ.	Cert. (B. of E.). Matric. (Honours). Advanced Certs. (Science). "D" Cert.	20	8½
51	29 11	Selton (Notts) Nat. Sch. Battersea Trg. Coll.	Cert. (B. of E.). 3 Advanced Science Certs. "D" Cert.	12	12
52	25 4	Hartley Witney (Hants) Nat. Sch. Winchester Trg. Coll.	Cert. (B. of E.)	8½	8½
53	26 8	Plymouth, St. Andrews Nat. Sch. Exeter Trg. Coll.	Cert. (B. of E.)	9½	9½
54	25 11	Manchester, Peter Street Schs. Manchester Central Bd. Royal Coll. of Science. London Univ.	Cert. (B. of E.). Cobden Prize for Political Economy. Intermediate B.Sc., Honours, Chemistry. A.R.C.S. (Chemistry). Half the Hatton and Murcheson Prizes of Books for Geology. Sth. Ken. Science Certs.	7	4
55	30 4	Altrincham and Bowden Bd. Sch. Borough Road Trg. Coll.	Cert. (B. of E.). Several Sth. Ken. Science Certs.	15½	15½
56	25 1	Manchester, Lower. Mosley Bd. Sch. Borough Road Trg. Coll.	Cert. (B. of E.)	11	11
57	29 0	Lynn, St. Johns. Peterborough Trg. Coll.	Cert. (B. of E.)	13	13
58	32 0	Northampton, All Saints Nat. Sch. Cheltenham Trg. Coll. London Univ.	Cert. (B. of E.). 1st Class in Matric. A.K.C. Certs. for Science, Art, Languages, and Music (Tonic Sol-fa).	15½	13
59	24 2	Lancaster Boys' Nat. Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). Intermediate B.A. Sth. Ken. Science Advanced Certs. "D" Cert.	10½	10½

## SUB-INSPECTORS—continued.

Reference No.	Age at Appointment.	School, University, and College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
60	Yrs. mths. 32 10	Hulme, St. John Bapt. Nat. Sch. Chelsea, St. Mark's Trg. Coll. London Univ.	Cert. (B. of E.). B.A., 1st Class, 1884, Intermediate B.Sc. Certs. for Science and Music. "D" Cert.	17½	15½
61	29 5	Plymouth, Treville Street Boys' Sch. Exeter Trg. Col. London Univ.	Cert. (B. of E.). Matric., 1st Class. Intermediate B.A. 7 Advanced Science and Art Certs.	15	15
62	26 7	Lymington Nat. Sch. Winchester Trg. Coll.	Cert. (B. of E.). 1st Class Advanced Science Certs. "D" Cert.	11½	11½
63	29 2	Bolton, Astley Bridge, St. Paul's Sch. Chelsea, St. Mark's Trg. Coll. London Univ.	Cert. (B. of E.). B.A., Hons. Matric., 1st Class Inter. Certs. for Science, Singing, and Drill. "D" Cert.	13	13
64	29 3	Cannington Nat. Sch. Culham Trg. Coll.	Cert. (B. of E.) - - - -	13½	13½
65	26 6	Wales, Univ. Coll. Birmingham, Mason Coll. London Univ.	Assoc. University Coll. Assoc. Mason Sci. Coll. B.Sc., Honours Zoology. Sth. Ken. Hous., Light, and Heat, and other Adv. Science Certs.	4	—
66	29 2	Bradford, Keelham Bd. Sch. Borough Road Trg. Coll. London Univ.	Cert. (B. of E.). B.A., Honours English, 1886. B.Sc., 1889. Intermediate LL.B. Sth. Ken. Advanced Science Certs. Teachers' Diploma, Lond. Univ. Certs. for Music and Drill. "D" Cert.	13	13
67	28 6	Leicester, Holy Trinity C.E. Private Sch. Culham Trg. Coll. Dublin, Trinity Coll.	Cert. (B. of E.). Certs. for Science. "D" Cert.	12	12
68	26 4	Newark, Ch. Ch. Boys' Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). B.A.	10½	10½
69	32 8	Llanelly, Felinfoel Bd. Sch. Bangor Trg. Coll. London Univ. Dublin Univ.	Cert. (B. of E.). M.A., Dublin, 1901. Matric. London, Sth. Ken. Advanced Science Certs. Certs. for Music and Drawing.	15½	15½
70	26 1	Norwich, Boys' Model Sch. Chelsea, St. Mark's Trg. Coll.	Cert. (B. of E.).	10½	10½
71	31 0	Trefonen School (Salop). Saltley Trg. Coll.	Cert. (B. of E.).	15½	15½
72	29 11	Aberdare, Brit. Sch. Borough Road Trg. Coll. London Univ.	Cert. (B. of E.). B.A. Sth. Ken. Advanced Certs., Math., Chemistry, Drawing, &c. "D" Cert.	13	13
73	30 1	Nottingham, St. Ann's Boys' Sch. Battersea Trg. Coll. Oxford. London Univ.	Cert. (B. of E.). M.A. 2nd Class Natural Science, Chemistry, 1895. Matric. and Inter. Arts. Certs. in Science and Drawing.	14½	14½
74	34 8	London Univ. - - - -	B.A. 1887, Intermediate B.Sc., (Maths.), Sth. Ken. Advanced Certs.: Freehand, Perspective, and Model Drawing; Chemistry, Magnetism, and Electricity, Physics, &c.	16	—
75	24 0	Charterhouse, St. Thomas Nat. Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). Intermediate B.A. Sth. Ken. Advanced Certs. Inter. Cert. of Tonic Sol-fa Coll.	8½	8½
76	30 7	Bath, Bathforum Brit. Sch. Borough Road Trg. Coll.	Cert. (B. of E.) - - - -	15	15
77	29 9	Wearmouth Colliery Boys' Sch. Durham Trg. Coll. London Univ.	Cert. (B. of E.). Matric. (Hons.), Inter. Exam. for B.A. Three Science Certs. "D" Cert. Inter. Tonic Sol-fa and Old Notation.	15	9
78	30 1	Northampton, All Saints. Battersea Trg. Coll. R.U.I.	Cert. (B. of E.). B.A., 1st Cl. Hist., Polit. Econ., and Jurisprudence, 1894. Sth. Kens. Certificates for Science and Drawing.	14	14
79	34 10	Catmarthen Trg. Coll. - - -	Cert. (B. of E.). Certs. for Science. "D" Cert.	18½	18½

## SUB-INSPECTORS—continued.

Reference Number.	Age at Appointment.	School, University, and College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
80	Yrs. mths. 29 11	Winchester Trg. Coll.	Cert. (B. of E.). Sth. Ken. Advanced Science Certs.	12½	12½
81	28 8	Manchester, Central Schs. Manchester, Owens Coll., Day Trg. Dept. Victoria Univ.	Cert. (B. of E.). B.A.	8	4
82	25 6	Walton-le-Dale, Nat. Sch. Chelsea, St. Mark's Trg. Coll. Dublin, Trinity Coll.	Cert. (B. of E.). Lect. Harris Inst., Preston, on English Literature.	9½	9½
83	28 7	Burslem, Hill Top Bd. Sch. Battersea Trg. Coll. London Univ.	Cert. (B. of E.). B.A. (Mathematics). Certs. for Science and Music. "D" Cert.	11	8
84	26 9	Warrington Parl. Sch. Chelsea, St. Mark's Trg. Coll.	Cert. (B. of E.).	8½	8½
85	31 5	Plymouth, St. Peter's Nat. Sch. Chelsea, St. Mark's Trg. Coll. London Univ.	Cert. (B. of E.). Matriculation. Certs. for Science and Music. "D" Cert.	14	14
86	30 3	Royal Coll. of Science	1st Class (Botany), R.C.S. Marshall Scholar (Botany), R.C.S. Science Certs.	6 months	—
87	33 3	Nantyglo, Bd. Sch. Westminster Trg. Coll.	Cert. (B. of E.). 7 Advanced Science Certs., including 1st Class in 3rd Stage Maths. 5 Advanced Arts Certs. Teachers' Music Cert. "D" Cert.	18	18
88	29 7	Bangor Trg. Coll.	Cert. (B. of E.). 5. Advanced Science Certs.	9½	9½
89	28 5	Birmingham, St. Clement's School. Culham Trg. Coll.	Cert. (B. of E.).	13	13
90	24 2	Huish (Somerset) Bd. Sch. Cheltenham Trg. Coll.	Cert. (B. of E.).	9	9
91	32 5	Exeter, St. Sidwell's Par. Sch. Battersea Trg. Coll.	Cert. (B. of E.). Sth. Ken. Certs. for Science and Drawing.	16½	16½
92	30 7	Paddington, Trinity Nat. Sch.	Cert. (B. of E.). Sth. Ken. Advanced Science Certs.	17	17
93	28 6	Spotland (Lancs), St. Clement's Sch. Chester Trg. Coll.	Cert. (B. of E.).	12	12
94	29 8	Uttoxeter Nat. Sch. Saltley Trg. Coll. London Univ.	Cert. (B. of E.). B.A. 6 Sth. Ken. Advanced Science Certs. "D" Cert.	14½	14½
95	26 5	Mirfield Wesn. Sch. Westminster Trg. Coll.	Cert. (B. of E.). Numerous Science and Art Certs.	11½	11½
96	26 3	Fremington, Bickington Nat. Sch. Exeter Trg. Coll. London Univ.	Cert. (B. of E.). B.A. 1891 (Hons. English). Certs. for Science and Music. "D" Cert.	10	7½
97	29 4	Atherton, Free Gram. Sch. Saltley Trg. Coll. Dublin, Trinity Coll.	Cert. (B. of E.). B.A. 1886. LL.D. 1894. Diploma of Associate of College of Preceptors.	13½	13½
98	26 4	Pakenham, Peterborough Trg. Coll. London Univ.	Cert. (B. of E.). Matric and Advanced Certs. in several Sciences.	7½	7½
99	31 10	Wolverhampton, St. Mark's Nat. Sch. Saltley Trg. Coll.	Cert. (B. of E.). Sth. Ken. Certs. for Magnetism and Electr. (1st Advanced); Physiology and Physical Geog. (2nd Advanced). "D" Cert.	14	14
100	29 11	Gray's Inn Rd. Holy Trin. Boys'. Chelsea, St. Mark's Trg. Coll. Oxford, Charsley's Hall.	Cert. (B. of E.). B.A. Certs. for Science. "D" Cert.	10½	10½
101	23 3	Feckenham Nat. Sch. (Worcester). Saltley Trg. Coll.	Cert. (B. of E.). "D" Cert. Advanced Science Certs.	9	8
102	33 3	Chelsea Trg. Coll.	Cert. (B. of E.).	18	18
103	27 2	Llanwnen, P.E.S. Lampeter Cribyn Brit. Sch. Carmarthen Trg. Coll. London Univ.	Cert. (B. of E.). B.A. 1892. "D" Cert. Certs. for Science, Divinity, Music, and Drill. F.L.S.	10½	10½
104	32 2	Oxford, St. Barnabas' Boys' Sch. Chelsea, St. Mark's Trg. Coll. Oxford, Unattached.	Cert. (B. of E.). M.A. 1884. Certs. for Science. "D" Cert.	17	17

SUB-INSPECTORS—*continued.*

Reference Number.	Age at Appointment.	School, University, and College.	Qualifications.	Years of Teaching.	Years of Teaching in Public Elementary Schools.
105	Yrs. mths. 28 0	Leeds, Green Lane Bd. Sch. Borough Rd. Trg. Coll. London Univ.	Cert. (B. of E.). B.A. (Hons. Matric.). 5 Sth. Ken. Advanced Certs. Cert. for Music. "D" Cert.	12½	12½
106	28 1	Middlesbrough, St. Paul's Nat. Sch. Durham Trg. Coll. London Univ.	Cert. (B. of E.). B.A. (Hons. English). Certs. for Science. Singing. "D" Certs.	12	7
107	26 0	Haverfordwest, Boys' Bd. Sch. Borough Rd. Trg. Coll.	Cert. (B. of E.). 6 Science Certs.	11	11
108	23 8	Newton, Holland St. London Univ.	Cert. (B. of E.). B.A. - - -	7	7
109	25 11	Brighton, Warwick St. C.E. Sch.	Cert. (B. of E.). Sth. Ken. Certs. (Drawing). Music (Matric. Cert.).	13	13
110	27 2	Louth, St. James' Nat. Sch. Chelsea, St. Mark's Trg. Coll.	Cert. (B. of E.). Sth. Ken. Advanced Certificate for Physiology.	9½	9½
111	24 2	Stratford-on-Avon, Nat. Sch. Peterborough Trg. Coll.	Cert. (B. of E.) - - - - -	8½	8½
112	28 11	Morley, Rehoboth Congl. Sch. Leeds, York St. Bd. Sch. Homerton Trg. Coll. London Univ.	Cert. (B. of E.). Matric. Certs. for Science, Drawing, and Music.	12½	9
113	28 5	Banbury, Cherwell Brit. Sch. Borough Rd. Trg. Coll. London Univ.	Cert. (B. of E.). B.A., 2nd Class Inter. B.Sc. Certs. for Science and Music. "D" Cert.	12	7½
114	28 4	Cambridge, Clare Coll. - - -	M.A., F.C.S. Parts I. and II. of Nat. Sci. Tripos. 4 Advanced Science Certs.	4	—
115	33 10	Dewsbury, Holy Innocents Sch. Thornhill, Lees Sch. Saltley Trg. Coll.	Cert. (B. of E.) 5 Science Certs. "D" Cert.	18½	18½
116	34 0	Earby, Wesn. Sch. Leeds, Yorkshire Coll. Royal Coll. of Science.	Cert. (B. of E.). A.R.C.S. - - -	17½	16½
117	27 1	Pentrepoth Bd. Sch. Bangor Trg. Coll.	Cert. (B. of E.). Sth. Ken. Certs. Animal Physiology, Botany, Phys. Geog., Freehand, &c., Drawing.	10	10
118	26 6	Birmingham, Montgomery St. Bd. Sch. Cambridge Univ., Day Trg. Coll. Cambridge.	Cert. (B. of E.). M.A. - - -	7	7
119	25 7	Brookfield (Midrx.), St. Anne's Nat. Sch. Battersea Trg. Coll.	Cert. (B. of E.) - - - - -	10½	10½

ROYAL COMMISSION ON THE CIVIL SERVICE.

---

**MINUTES OF EVIDENCE**

TAKEN BEFORE THE

**ROYAL COMMISSION**

ON THE

**CIVIL SERVICE**

---

29th April 1914—7th May 1914

WITH

**APPENDICES.**



LONDON:

PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE.  
By EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., 29, BREAMS BUILDINGS, FETTER LANE, E.C., and  
28, ABINGDON STREET, S.W., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

1914.

*Price Sevenpence.*



ROYAL COMMISSION ON THE CIVIL SERVICE.

---

TABLE OF CONTENTS.

---

	PAGE
LIST OF WITNESSES . . . . .	2
MINUTES OF EVIDENCE . . . . .	3
APPENDICES . . . . .	70

LIST OF WITNESSES.

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Ninetieth Day.	29th April 1914	The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., G.C.V.O., K.C.I.E.	Permanent Under-Secretary of State for Foreign Affairs.	36,551-36,835	3
" "	" "	Sir EYRE CROWE, K.C.M.G., C.B.	Assistant Under-Secretary of State for Foreign Affairs.	36,836-37,113	13
Ninety - first Day.	30th April 1914	Sir EYRE CROWE, K.C.M.G., C.B.	Assistant Under Secretary of State for Foreign Affairs.	37,114-37,237	22
" "	" "	Mr. J. A. C. TILLEY	Chief Clerk of the Foreign Office.	37,238-37,305	26
" "	" "	Mr. ALGERNON LAW, C.B.	Controller of Commercial and Consular Affairs, Foreign Office.	37,306-37,608	28
Ninety-second Day.	1st May 1914	Mr. D. A. LEAK	Staff Officer, Foreign Office.	37,609-37,836	41
" "	" "	Mr. C. S. NICOLL	Minor Staff Officer, Foreign Office.		
" "	" "	Mr. E. C. BLECH, C.M.G.	Librarian, Foreign Office.	37,837-38,008	49
" "	" "	Mr. W. L. BERROW, I.S.O.	Registrar, Foreign Office.		
" "	" "	Mr. E. PARKES	Assistant in the Librarian's Department, Foreign Office.		
Ninety - third Day.	7th May 1914	The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.	H.M. Ambassador at Vienna.	38,009-38,265	55
" "	" "	Mr. W. R. WALLIS	Staff Officer in the Chief Clerk's Department, Foreign Office.	38,266-38,306	68

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, Old Palace Yard, S.W.

NINETIETH DAY.

Wednesday, 29th April 1914.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.O.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss HALDANE.

Mr. N. E. BEHRENS (*Secretary*).

The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., G.C.V.O., K.C.I.E. (Permanent Under-Secretary of State for Foreign Office) called and examined. Sir EYRE CROWE, K.C.M.G., C.B. (Assistant Under-Secretary of State for Foreign Affairs) and Mr. J. A. O. TILLEY (Chief Clerk of the Foreign Office) were in attendance.

36,551. (*Chairman*). I understand, Sir Arthur, that before you joined the Foreign Office you had considerable experience in the Diplomatic Service?—Yes. I joined the Foreign Office in 1870, and I remained in it until the early part of February 1874, and then I went abroad. I was at Copenhagen; then Berlin; then Peking; then Berlin again; then Constantinople; then Athens; then Persia; then Budapest; then Constantinople again; then Sofia, Bulgaria; then Morocco; then Madrid; and then St. Peteraburg. That took me up to 1910—practically 36 years—and then I joined the Foreign Office again, succeeding Sir Charles (now Lord) Hardinge.

36,552. Should I be right in saying that the ground we have to cover is, in a broad sense, the Foreign Office, the Diplomatic Service, and the Consular Services?—Certainly.

36,553. And that, although all those three interconnect, still there are clear lines of distinction between them?—Yes; less, perhaps, between the Foreign Office and the Diplomatic Service than between the Consular Service and the others.

36,554. Should I be right in saying that the Foreign Office is very broadly divided into the political and non-political departments?—Yes, certainly.

36,555. That is a broad distinction?—Yes.

36,556. Should I be correct in saying that the political departments of the Foreign Office occasionally perform the functions which are attached more strictly to the diplomatic side of the Service?—Yes.

36,557. The diplomatic functions are exercised through your agents abroad, and partly through your establishment in London?—Yes. I should say that the diplomatic functions at home are limited more to the assistant under-secretaries.

36,558. But many of your discussions and negotiations are carried on with the Ministers of foreign countries here, and so far you act through the political

departments of the Foreign Office?—Precisely; and, of course, one or two of the political departments do have on occasions negotiations direct with the embassies here. For instance, at the present moment a member of the Eastern Department, Mr. Parker, is engaged in a very complicated and lengthy negotiation with a special delegate from the Turkish Government over here on questions of a large and wide kind.

36,559. Under your general control?—Of course, under general control.

36,560. The non-political department of the Foreign Office, into which we shall go in detail later on, either with you or with Sir Eyre Crowe, are ancillary, generally speaking, to the operations of the political departments?—Certainly.

36,561. I understand that you desire, on the whole, to confine your observations to the Diplomatic Service?—If the Commission would kindly let me I should prefer that, as I know it better than I do the Foreign Office.

36,562. Quite so. The other portions of our inquiry—that is the Foreign Office and the Consular Service—will be spoken to by some of your assistants?—Yes.

36,563. Will you tell us in your own way what you desire to say on the Diplomatic Service generally. Afterwards we shall put you some questions in respect of it?—I rather understand that the Commission is perhaps specially interested in the mode of entry into the Diplomatic Service.

36,564. That is one of the subjects of our reference?—On that I should like to say a few words. Of course, the net is thrown very wide for candidates who wish to come up for the Diplomatic Service. There is practically no restriction on people applying to be put on the list for nomination to coming up before the Selection Board. There is one restriction to which I will come later. Anybody who desires to come up for the Diplomatic Service has merely to apply. University

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

candidates send in their applications through the Universities Appointments Committee, and they have to be recommended, of course, by some person on whose judgment the Secretary of State can rely. It is essential that any person recommending a candidate should himself be personally acquainted with him. If the candidate has been employed in any business firm or Government office, recommendations from such firm or office would also be taken. That throws the net exceedingly wide as to those who can present themselves as candidates for future examination or nomination. There is the Selection Board which sits twice a year, in May and November, and which interviews personally intending candidates for the Diplomatic Service. I preside over it, and for the Consular Service one of the assistant under-secretaries presides. We have each candidate up before us, and he is asked as to his education, his antecedents, what he has done, and we generally look over him and have a sort of oral examination of him. Then we have in our hands all the reports from his schools or universities or tutors, so that we have a pretty fair knowledge of his capabilities. I should almost feel inclined to call the Selection Board an Exclusion Board. As a rule we always accept the people who present themselves unless there is any serious reason which would lead us to think that the individual in question would not make a very suitable man for the Diplomatic Service.

36,565. What is the constitution of that Board?—I preside over it. Then, if we can, we always get a diplomatist of senior rank who happens to be at home; and we have the head of a department and the private secretary and the assistant private secretary, who acts as secretary to the Board, so it really consists of four or five members.

36,566. All connected with the Foreign Office?—Connected with the Foreign Office or the Diplomatic Service.

36,567. Did it ever occur to you to introduce on to that Board an outside element, such, for instance, as one of the Civil Service Commissioners?—I have heard it proposed but quite recently. It has never occurred to me personally, but I have heard the suggestion made. I myself should not see the smallest objection to it.

36,568. May I ask whether the question of the exclusion of candidates for particular personal reasons is considered by the Board?—Yes. After the candidate has left the room we discuss matters between us, and decide to recommend or not to the Secretary of State whether he should be put on the list of candidates. They come up to the Selection Board usually a year or even two, before they are of the age for examination. I think that is fair, because if a boy is rejected it gives him time to go in for something else. They usually come up when they are 19, or even younger.

36,569. You, in fact, consider on that Board all questions which it would fall to the Secretary of State to consider before giving an applicant a nomination?—Precisely. Then there is the question as to the income limit which, I believe, has raised a little misapprehension. We do ask that the candidates shall be able to guarantee that they have as a minimum 400*l.* a year. That is not done at all with the object of limiting it to a certain monied class, but simply with the object that we shall be sure that the young man has the wherewithal to live. For the first two years when he goes abroad he gets no salary at all, and even for his early years as third and second secretary, his salary is very modest; and, especially as an attaché, he has to go to some of the bigger capitals, and living there is very expensive, and if one were not sure that he had a certain minimum to live upon, we should have a series of bankrupts dotted over Europe.

36,570. (*Mr. Holt.*) It should be added to his salary, that is really what it comes to?—Of course if the State would be willing that instead of the man, or his father, putting his hand in his pocket the taxpayer should do so, I have no objection whatever. It would be a largish sum, because even a 400*l.* a year minimum—that means his private income, or what his father is able to afford him—is a very small income. In most of

the big capitals in Europe it would be out of the question for him to be able to live upon that.

36,571. (*Chairman.*) We might, perhaps, go a little further into that matter. I notice in the Memorandum you have been good enough to send to us that you discuss the effect of that limitation, or that requirement of an income of 400*l.* a year. It has been held, as you are aware, that the effect of it is to exclude from the Diplomatic Service men of the mental calibre whom you are able to command for your Foreign Office establishment.—Yes.

36,572. That effect was brought prominently to notice by the Ridley Commission?—Yes.

36,573. Question 27,962 put by the Chairman of that Commission to Mr. (now Lord) Bryce, runs thus: "Do you mean that the men who enter the Diplomatic Service are not so strong intellectually as those who enter the Foreign Office?" The reply was: "Speaking generally, I do not think they are. I do not think our Diplomatic Service, taking it all in all, is so strong either in the way of intellect or of general knowledge or accomplishments as it ought to be, or as a country like this requires." Later on, in question 28,022, the Chairman asked: "Have you formed any opinion as to what were the causes of the superiority of the Foreign Office men over the Diplomatic men which you observed," and the answer was: "The field of choice is larger because a candidate for the Diplomatic Service at present must prove that he has got independent means sufficient to support him for the first two years, if I remember rightly, and there is no similar requirement in the case of the Foreign Office. The position in the Foreign Office is, on the whole, rather more attractive. It does not involve absence from England, the prospects of promotion seem to be thought rather better, and therefore, a somewhat abler class of men go in for the Foreign Office posts." Do you, Sir Arthur, think there is anything in all that?—With all respect, I must say I differ from it, because at the present moment the examinations for the Diplomatic Service and the Foreign Office are exactly the same; and I should think, though it is rather a personal question, that the mental calibre and intelligence in the Diplomatic Service is certainly as high as that in the Foreign Office at the present moment.

36,574. I have before me the Civil Service Examiners' marks for the Foreign Office Clerks at the Examination of August, 1913, and the examination of the attachés at the same time, and I find that the successful candidates for the Foreign Office received marks varying from 2,411 to 2,132 out of a total of 4,000; while the attachés got marks varying from a maximum of 2,261 to 1,241?—That may be for that special examination, but I think I could find you other examinations where the reverse would be the case. I remember that examination. It was the one held last year.

36,575. It is a matter which requires further inquiry, and perhaps we had better get from the Civil Service Commissioners the marks for, say, the past ten years, before we form a judgment?—Yes, and so strike an average.

36,576. But the marks for that particular year—of course it may be quite an exceptional year—would seem to indicate that you cannot command the same educated class of man for the Diplomatic Department as you do for the Foreign Office clerkships?—It may arise from that special examination, but really, taking it as a whole I should put the Diplomatic Service, as far as intellect goes, quite on the same level as the Foreign Office.

36,577. Have you had within your experience many transfers from the Foreign Office to the Diplomatic Service?—A good many. I am one myself. In the Foreign Office at the present moment we have certainly three or four permanently in the office who were originally in the Diplomatic Service, and I think *vice versa*. I am all for encouraging that.

36,578. Without intending any personal application by my question, may I ask you, how do the transferees from the Foreign Office to the Diplomatic Service

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. O. TILLEY were in attendance.)

compare with their colleagues whom they find in the Diplomatic Service?—I think very favourably.

36,579. Am I to infer that they are better?—No, I should not say that. There may be individual instances, but on the whole I should put them very much on the same level. I think, really, some of the diplomatists we now have working permanently in the Foreign Office are some of our ablest men, and Sir Eyre Crowe will, I think, bear me out. (*Sir Eyre Crowe.*) Yes.

36,580. (*To Sir A. Nicolson.*) So that on the whole you are of the opinion—to be verified by subsequent examination of figures—that at the present time too much stress need not be laid upon the evidence of Lord Bryce, given 25 years ago?—I think so; and, of course, since he gave that evidence the examination has been changed. I think when he gave that evidence the examination for diplomacy was considerably easier than the Foreign Office examination.

36,581. It was not the same then?—Not in those days, I think.

36,582. Is there then, no difference, at the present time, between the examinations for the Home Civil Service, the Indian Civil Service, and the Diplomatic and the Foreign Office?—No, there is none, except with regard to languages. For the Diplomatic Service we do require a high qualification in French and German.

36,583. You insist upon a fuller and better knowledge of languages?—Of those two languages, French and German.

36,584. You were dealing with the question of the interchange between the Foreign Office and the Diplomatic Service?—Personally, I am all in favour of extending the system of interchange as much as possible. I do not think you could go so far as absolute amalgamation, because I think in the Foreign Office you want men who have been for a long time there, and who have knowledge of the details of the working.

36,585. It has, I think, been already stated that there is greater necessity for a limitation in the matter of recruitment for the Diplomatic Service than for the Foreign Office, so that if you were to dispense with the limitation in the case of recruitment for the Foreign Office and to introduce complete open competition in respect of it, it would not follow that open competition would also be suitable for the Diplomatic Service?—No, and if you extend, as I hope you will, or at any rate maintain, at the present rate the exchanges, the reasons which to my mind are very strong for having a certain option of selection for the Diplomatic Service would also apply to the Foreign Office.

36,586. You mention in this Memorandum we have before us, certain reasons for being particularly careful in the choice of clerks for the Diplomatic Service which it would seem do not apply with the same force to the Foreign Office?—I think they do. I am strongly of opinion that the same system, if you like to call it so, of selection, or, at any rate, giving the Secretary of State the faculty of not accepting certain candidates, is equally necessary for the Foreign Office as for the Diplomatic Service. I have a very strong opinion on that subject.

36,587. (*Sir Kenneth Muir-Mackenzie.*) You say you do not draw any distinction, practically?—No distinction.

36,588. (*Chairman.*) You do not draw any practical distinction, but the question I am desirous of having answered is whether you think the necessity for selection is stronger in the case of the Diplomatic Service than in the case of the Foreign Office?—Yes, perhaps it would be stronger, but then if you have the exchanges I should think it would be equally strong for the Foreign Office.

36,589. The exchanges are altogether in your own hands, are they not?—Yes, that is quite true, but we encourage them as much as possible.

36,590. You make reference to the necessity of a diplomatic officer being a *persona grata* to the Foreign Court—a reason which would not exist in the case of the Foreign Office?—That is quite true, but then if you transfer them from the Foreign Office to diplomacy you would require the same conditions and qualifications.

36,591. But that transfer would be entirely in your own hands?—You mean, if we had not a very suitable man to transfer, we should not transfer him? No, that is true. But then it would restrict the transfers very much. I wish to extend the system of transfer as much as possible.

36,592. I infer from your memorandum that the limitation in the case of the Foreign Office appeals more to the idea of the trustworthiness of the individual, while the limitation in the case of the Diplomatic Service appeals, not only to that consideration, but also to considerations of acceptability to the Foreign Court to which the officer may be sent?—That is perfectly true. There I quite agree, but I should like the Foreign Office clerk who is to be transferred to carry with him the same qualifications which apply to and are considered essential in a diplomatist.

36,593. Still it rests with yourselves. If you found a Foreign Office clerk who possessed the necessary qualities, you might transfer him; the transfer would be a matter lying within your discretion and would not be within the option of the clerk?—No, but, as a rule, it is not a compulsory transfer; it is usually a voluntary one. I think I have explained that I am very anxious to see the Selection Board maintained. As regards the income limit, if the Commission thought fit to recommend that, instead of it being demanded that the individual himself should be able to give reasonable guarantees that he had a minimum income of 400*l.* a year, the State should be willing to make it up: first the State must remember that the 400*l.* a year derived from private sources represents a certain amount of capital either in the hands of his father or owned by himself. So that it would not be 400*l.* a year, but, I think, you would have to take at least a minimum of 500*l.* a year which the State would have to give to a boy on entering the Diplomatic Service; and that would not be restricted to the time when he was an unpaid attaché, but would have to go on as he went up, and it would be practically increasing everybody's salary by 500*l.* a year, which would be a pretty heavy charge on the Vote. Personally, I should be delighted to see it. I do not mind whether the State gives it, the father gives it, or the boy has it; but unless you increase very largely the salaries of the junior ranks of the Diplomatic Service, it would render it impossible for them to live in European posts on their salary at present. A third secretary only gets 150*l.* a year after he has been two years in the Service, and that is a very small sum.

36,594. Obviously that is not a living wage at all?—It is not, as I know, in the large capitals. In St. Petersburg, for instance, my last post, I was frequently asked by parents what was the minimum on which an attaché could live. I could lodge one or two at the Embassy, but if not lodged there I always told them that 700*l.* a year was the minimum to live on in St. Petersburg.

36,595. If the State were to take the payment of the 400*l.* a year on itself, would not that seriously interfere with transfers between the Foreign Office clerks and the diplomatic officers?—No, if you increase salaries it would facilitate the transfers.

36,596. Would you not have to increase the salaries of both classes of officers?—We would not have to take into consideration, so much as we have to do very often now, the case of a young married clerk established in London. It renders it almost impossible, from a financial point of view, for him to exchange if he wishes to go abroad. If he went abroad as second secretary and instead of getting 300*l.* a year he was paid 800*l.* he might find it feasible. It would no doubt facilitate transfers. It is a difficulty now, very often, for a Foreign Office clerk to go abroad.

36,597. In such cases, in order to make the transfer practicable should not the higher salaries be made to attach to the office and not to the officer? If a man in the Diplomatic Service having, say, 550*l.* a year, pay and private income, exchanges with a clerk in the Foreign office whose corresponding pay is 250*l.* a year, one of two things must happen: either the diplomat transferred to the Foreign Office would carry his 550*l.* a year with him or must leave part of it for the Foreign Office

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

clerk who exchanges for his diplomatic post?—When he comes home as a temporary transfer, as a rule he takes his diplomatic salary with him to the Foreign Office and the Foreign Office clerk takes with him his Foreign Office salary, which as a rule is higher.

36,598. Then the Foreign Office man's salary being *ex hypothesi* 250*l.* a year, he must have private means to enable him to exchange and live?—If he exchanges now, no doubt.

36,599. Then the exchange after all would not be on the basis of the Government salaries?—No, but if the State instead of the private individual is going to supply the minimum, which I consider should be 500*l.* a year, then the Foreign Office clerk would get that when he went abroad. If he went abroad as a second secretary he would get 800*l.* a year, or if he carried his Foreign Office salary with him he would get the 500*l.* too. I see you mean that the diplomatist coming home would drop the 500*l.*

36,600. May I repeat my question. You have a Foreign Office clerk, say of two years' service, drawing 250*l.* a year, and a third assistant in the Diplomatic Service having private means and official pay combined amounting to 550*l.* a year: these two would be on the same level?—Yes, as far as grade goes.

36,601. Very well. Say you want to transfer the third assistant to the place of the Foreign Office clerk and the Foreign Office clerk to the place of the third assistant. If the pay is personal the diplomat would carry it with him to the Foreign Office and excluding the idea of promotion would have 550*l.* a year, while in the Foreign Office. On the other hand the Foreign Office clerk would carry his 250*l.* pay to the diplomatic post. You cannot, in that case, effect an exchange unless the Foreign Office clerk happens to have private means?—That is so.

36,602. And if he has private means it is no longer a transfer on the basis of Government salary?—Quite so. It is not, because as exchanges are effected at present he takes the Foreign Office salary with him abroad, whatever it may be.

36,603. Therefore, you cannot effect these desirable transfers without increasing the salaries of the men you transfer from the Foreign Office, unless they are men of means?—Precisely; I see your point.

36,604. If private income is not to be taken into account, there must be a minimum increase of salary of 400*l.* a year, in addition to the salary of the clerk who is to be transferred to the diplomatic post. Is not that so?—Yes, that would be so, certainly.

36,605. (To Sir Eyre Crowe.) Do you see any defect in that reasoning?—I think that is logical. (Sir A. Nicolson.) Certainly it is.

36,606. (Mr. Holt.) Surely you could get over that difficulty by having a special allowance attached to the different posts which would be given up when the officers vacated the posts. You have a uniform scale of salary; you might say: "At St. Petersburg, you get an allowance of 500*l.* a year, or whatever the appropriate sum is, while at St. Petersburg; but if you go to a cheap place, for instance Norway, you get 300*l.* a year or 250*l.* while there; but if you come home all those allowances drop"—I see what you mean.

36,607. (Chairman.) Have you a system of special allowances owing to the dearness of living in different places?—In the Consular Service, yes. In the Diplomatic Service we have not, but I think the salaries are rather calculated on the expense of living. I am talking of the seniors, not the juniors. The juniors are always on the same scale, whether in an expensive place or in a cheap post. In the case of Ministers there is a large variety in the scales of salary according to the expense or otherwise of the post. But all the juniors are always on the same scale whether they are at an expensive post or one which may be cheaper.

36,608. But the salary is personal?—Yes, personal to the grade in which they happen to be.

36,609. 200*l.* to 500*l.* is the scale of a junior clerk in the Foreign Office?—Yes.

36,610. Then take the corresponding case of an attaché; when appointed he gets 100*l.* or 150*l.* a year?

—An attaché gets nothing at all for the first two years.

36,611. He gets nothing at all, but he has 400*l.* a year private means upon which he is supposed to live. If in the second year in the Foreign Office clerk's service, when he is drawing 220*l.* a year, it is decided to transfer him into the place of an attaché, he goes to it and the attaché goes to his place. When the attaché comes to the clerk's place he draws 220*l.* a year; when the Foreign Office clerk goes to the attaché's place he gets nothing at all; therefore in such a case as that there can be no transfer on the basis of official pay. It will be the same even if we take the case of the same men later on in this service. A diplomatic officer of, say, seven years' service is drawing, as a third secretary, 150*l.* a year?—If he were a third secretary he would get 150*l.* a year; if a second secretary 300*l.* a year.

36,612. And a Foreign Office clerk of seven years' service would be drawing probably 500*l.* a year?—(Sir Eyre Crowe.) No, it would be 340*l.* after seven years' service.

36,613. Take the two cases—a Foreign Office clerk drawing 340*l.* a year and a diplomatic officer drawing even 300*l.* a year; in such a case as that, if there be a transfer somebody must lose in respect of official salary?—(Sir A. Nicolson.) If he goes to St. Petersburg he takes with him the Foreign Office salary which he is enjoying at home.

36,614. (Mr. Philip Snowden.) But you have the guarantee of the private income also?—No, because he would not go if he could not afford it. At present the great check to the frequency of transfer which I should like to see carried out is the fact that a man cannot afford to go abroad.

36,615. (Chairman.) He must under present conditions have a private income to enable him to go?—Clearly.

36,616. Whether it is guaranteed, as in the case of the 400*l.* a year, or not, the private income must be there in order to render transfer at all practicable?—Precisely.

36,617. Therefore, I think I was correct in stating that if you want to abolish the necessity of a private income by paying the amount from State funds, you will have to guarantee to the man transferred from London the amount necessary to bring up his salary to the sum needed for living as a diplomatic officer of his grade should live abroad?—(Mr. Philip Snowden.) I do not at all see why it should not be paid to him as salary and why the sum paid to him should not be divided into salary and subsistence allowance. It is a very common practice in the public service to have a subsistence allowance varying according to the expense of the post?—We do it in the Consular Service, and, of course, in the case of the higher post of Minister, we calculate his salary having regard to the expense of the post, and also whether or not he has a house provided for him, or for other reasons. In the Argentine Republic the Minister gets pretty heavy pay, but it is an enormously expensive place to live in—one of the most expensive I think.

36,618. (Chairman.) If you were to pay a salary plus the extra cost of living in a particular place, the whole system of salaries for the Diplomatic Service would have to be changed?—Certainly, re-modelled. We should have to go into a very careful inquiry as to the amount of subsistence allowance to be given in various posts.

36,619. That would not be fixed for ever, but would have to vary?—As the cost of living increased in various posts; it rarely decreases, and it is a truism to say that the tendency is for it to increase everywhere.

36,620. And in such a case as that the extra cost of living would be a very difficult thing to define?—Very.

36,621. It would not depend merely on the butcher's or baker's bill?—No. Rent is one large item. I found really in my experience, talking of European posts, that practically the cost of living is about the same in each. Some articles may be cheaper, rent may be cheaper, but other articles dearer. Striking an average

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYBE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

I found the cost of living very much the same everywhere.

36,622. (*Mr. Philip Snowden.*) You would not have any difficulty in estimating it?—You would not have much difficulty about the subsistence allowance.

36,623. (*Chairman.*) Would not a diplomatic officer's cost of living be influenced by the style and status of the people with whom he consorts?—Of course it would be.

36,624. Would not it affect the efficiency of your officer if he was not able to live in the same style as the others of his class?—Very greatly; there is no doubt about that.

36,625. And to the mere butcher's and baker's bills you would have to add on something to provide for the style of living?—Yes, and the social cost, of course.

36,626. In what stage in the upward career of a diplomatist would that arrangement have to be introduced? When should the pay be fixed with the object of covering such expenses? Would it be when he reached the position of counsellor?—Yes; not earlier. Of course, if he is married even a counsellor's pay would not cover his cost of living very easily. It would in a post like Persia or Peking. I could live on my counsellor pay very fairly when I was in charge the whole time in Persia, but the conditions are quite different now, and even there I hear that the cost of living since my day has gone up enormously.

36,627. Is there any other matter you would like to mention in this connection?—No, I have nothing further to say on the subject.

36,628. Then briefly resuming what you have said, I take it to be this, that at the present time there is no difference between the examination admitting to the Foreign Office clerkships and the Diplomatic Service, and the examination admitting to the highest grade of the public service generally, save that a lower maximum of marks is provided in the former examination?—No, none whatever, I think, except, as I always say, the addition for diplomacy of a high qualification in French and German, which may bowl a man out if he does not reach that qualifying standard, however well he may have done in other subjects.

36,629. The examination is limited in this sense, that it is not an open competition, and before competing each applicant for employment in the Foreign Department has to pass the ordeal of a committee?—Yes, the Selection Board.

36,630. A committee which is at present composed of the officials of the Foreign Office?—Yes, with a diplomatist.

36,631. (*Duke of Devonshire.*) Does the selection committee meet twice a year?—Yes, in May and November.

36,632. It is a sort of standing committee?—What we call a Selection Board. An intending candidate for examination for the Diplomatic Service or the Foreign Office comes before that committee.

36,633. Is not that rather the same as the Admiralty Board?—Yes, more or less.

36,634. It is analogous to that?—Yes, that is the idea. There is also one for the Consular Service—a separate committee.

36,635. (*Chairman.*) In consequence of the existence of that committee, you require from the men whom you employ as clerks in the Foreign Office and in the Diplomatic Service something more than mere high educational acquirements?—Yes.

36,636. They must have some personal qualities which are not to be tested by an examination paper?—Yes.

36,637. These qualities being absolutely essential in the work they have to do?—Certainly.

36,638. And also having regard to the fact that these men are brought into contact with people in foreign States whose likes and dislikes you have to more or less respect?—Precisely.

36,639. At the present time, although you favour transfers between the Foreign Office and the Diplomatic Service, the practicability of transfers depends first on the likings of both persons, and secondly on

the possession by the Foreign Office clerk of sufficient means to go abroad?—Certainly.

36,640. (*Mr. Matheson.*) There is a difference in your case and that of the Admiralty. The Board of Admiralty is really a selecting Board and selects candidates for the Navy, and then they only have a qualifying examination. This Board you are speaking of is really a Board which excludes a certain number of candidates who are not considered fit, and those who remain are then examined competitively?—That is it.

36,641. (*Chairman.*) In regard to the constitution of the Board, I understood you to say that, while it is at present entirely a departmental Board, you would have no objection if an outside element of an altogether suitable character were introduced into it?—I should have no objection personally.

36,642. Would you have any objection to one of the Civil Service Commissioners being a member of the Board? It must be borne in mind that they have afterwards to examine the candidates?—I should not mind as long as he was more or less cognisant of the kind of qualifications we desire for our people going abroad.

36,643. (*Mr. Holt.*) Could you tell us what are the sort of reasons which would influence you in excluding a person? For instance, if you look at page 8 of the Memorandum No. 4, you will see: "The peculiar conditions in which diplomacy has to work make it particularly important to retain some safeguard against the admission of men who, however well equipped mentally, would for other reasons be unsuitable for the position of confidential agent of the Government in its direct relations with Foreign States." Apart from the questions you deal with later on, what are the sort of reasons, which in a young man of 22 or 23 would induce exclusion?—I think it depends a good deal on his personal suitability for the place—his social qualities. We cannot tell whether he is tactful or not by an oral examination, but I think one can generally, by conversation with a young man for a few minutes and seeing what he is like, and also having in one's hand the confidential reports from his tutors, schoolmasters, and the authorities of the university (if he has been there), form a pretty good idea as to whether he possesses those qualifications which I consider very essential.

36,644. Is it really purely a personal question?—Yes, it would be personal.

36,645. It would not have anything to do with the status or position of his parents?—Oh no, not a bit. It is purely the individual. That is a point I should like to bring out, that we never inquire, at least I myself do not, as to the status of the parents. I look at the individual and judge of him alone.

36,646. Supposing the boy's father had been mixed up in a very scandalous proceeding of any sort, would that influence you?—No, I do not think it would, unless it was of such notoriety that it might attach, however unjustly, a stigma to him.

36,647. A notorious scandal?—I should be very loath to exclude a man because his father may not have been all that was desired. In fact, I should not dream of allowing that to enter into one's judgment on the question a bit.

36,648. That would not affect your judgment?—No, not a bit.

36,649. (*Chairman.*) Might not that be unfair to the boy when he came to mix with men of other nations, and they came to know of this circumstance?—I said unless it was very striking or notorious—if his father had committed some offence of a serious character.

36,650. (*Mr. Holt.*) Take a man like Jabez Spencer Balfour: would circumstances such as those induce you to reject an applicant?—I should prefer not, but as Lord MacDonnell said, it might affect the boy hereafter abroad.

36,651. (*Chairman.*) It might affect his efficiency as a Government official?—It might.

36,652. (*Mr. Holt.*) I quite appreciate that?—But I was thinking you were asking me as to whether the



29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., G.B., and Mr. J. A. C. TILLEY were in attendance.)

social or other status of the parents at all influences our judgment in excluding the boy or not. It does not in the slightest, but if his father had been a notorious evil-doer, one would prefer that he should not go to represent England abroad.

36,653. Does the Secretary of State in this exclusion take anything but a formal part?—The decisions of the Selection Board are submitted to him by his private secretary with no reasons, and I imagine that he usually agrees with them; and, of course, the thing is final.

36,654. If the Secretary of State takes nothing but a formal part in the proceedings, there can be no suspicion of political pressure or influence?—There is no such question as that; it is merely formal. He goes merely by the decision of the Board unless he sees any strong reason for not doing so. He is at perfect liberty to ask for the reasons why the Board has come to such and such a decision, which would naturally be given to him. His private secretary submits them to him, and I think as a rule he is satisfied that the Selection Board has to the best of their judgment come to such a decision and he is willing to confirm it.

36,655. May we take it that it is impossible for a person, whom the Board thought unsuitable, by reason of political pressure, to get permission to compete?—Quite.

36,656. That is impossible?—I think so.

36,657. With regard to the question of the 400*l.* allowance, do we clearly understand that in your opinion it is purely a question of public economy?—Precisely.

36,658. That is to say, if the public would provide the money there is no reason whatever for maintaining the condition?—It is that. It is to see that the boy who goes abroad has the wherewithal to live decently owing to the very small salary the State gives him in the early part of his career. Although he ought to have 400*l.* a year privately, you ought to make it 500*l.* a year if the State makes the contribution.

36,659. But it is purely a question of economy?—Quite so.

36,660. When you ask for the 400*l.* a year do you ask for any condition that it shall go on for an indefinite period of time?—Yes, it is understood that it should go on. We always put the question to him: "You understand that you are to have from your father, or possess yourself, a minimum income of 400*l.* a year," and that is understood to go on. It is not to be withdrawn when he goes on higher, and we do not imagine that it would be.

36,661. It is 400*l.* a year for the whole of his natural life?—Yes.

36,662. It is not 400*l.* a year for him to tide over the initial five or six years?—No, it is not that. I have understood it as meaning 400*l.* a year on which he can count for the rest of his natural life.

36,663. What steps do you take to see that he has got it?—We have to take his word.

36,664. It is confined to that?—We do not inquire further than that. I do not think we have ever been deceived in that respect.

36,665. You say further in your memorandum: "It is of the essence of a suitable appointment that all causes for such prejudice, if of a nature that is known and can be predicted, are avoided." Is the question of the religion of the diplomatic representative a matter that has to be taken into consideration?—For certain posts it might have to be.

36,666. In choosing the entrants to the Diplomatic Service, does it become necessary to see that you get a fair selection from certain religions?—We have to take that, I perfectly own, into consideration to a certain extent, because it would be very awkward if you were not able to send your diplomatist to any post that you wished, or that you thought it was desirable he should go to.

36,667. Are there posts in general practice to which it is essential to send a diplomatist of a particular religion?—I should not say of a particular religion,

but I think there are certain posts where particular religions might be a bar and a hindrance to his efficiency.

36,668. An official of a particular religion would get on better; an official who professed the popular religion would probably be more efficient?—Yes, there are certain posts where I think a man belonging to a certain religion might find it inconvenient, and it would be a hindrance really to his efficiency and suitability.

36,669. (Chairman.) Does that at all influence the Board?—No, I should not say that.

36,670. But does that influence the competition?—I do not think so. I have not noticed that.

36,671. (Mr. Holt.) It would not occur to you to say, so to speak: "We are getting short of persons of the religion we require; we must get some more in"?—No, I have not found that difficulty.

36,672. Do I really understand that in your opinion it is in itself a good thing that an officer should have been both in the Diplomatic Service and in the Foreign Office?—Yes. I am very strongly of that opinion.

36,673. That in itself is a good thing?—Certainly.

36,674. Therefore, the interchangeability of the two Services would in itself be a good thing?—Yes.

36,675. (Sir Henry Primrose.) With reference to the question of the 400*l.* a year allowance, may not one say that the Diplomatic Service really differs from almost every other branch of the public service in this, that the social side and the official side are so closely combined that you cannot separate the one from the other?—I quite agree. It is very difficult.

36,676. Take almost any other branch of the public service; you pay a man for his official side only and you do not really care what happens on his social side?—No, once he has left his office, he is free to live as he likes, which is not the case in the other Service.

36,677. That being so, you have in the Diplomatic Service to find men who can adequately represent the official side and the social side of the life?—Yes.

36,678. Is not there something to be said for making him pay out of his private purse for the social part of it, while the public pay for the official part?—Yes, I think there is.

36,679. It avoids getting into very great difficulties as to how much a man ought to do on the social side, and so on?—Yes.

36,680. I rather calculate that supposing the 400*l.* a year which you require from private sources was to be replaced by an addition to the salary of 500*l.* a year, it would cost on the present establishment something like 50,000*l.* a year?—Yes, I have been told it would be between 50,000*l.* and 60,000*l.* a year on the Budget.

36,681. It looks like it. That would almost inevitably lead to this: that we should have to consider rather carefully whether certain legations and Ministers could not be dispensed with?—I do not know that there are any legations and embassies you could easily dispense with, really, in any way to cover up that 60,000*l.* a year which, I am told, would be the cost.

36,682. Supposing the question did arise, it would be a very difficult one in this way, that we cannot settle those things entirely according to our own minds?—No.

36,683. You have to consider what happens at the other end, as it were?—Very much so.

36,684. We might say that we could very well dispense with a Minister here or a Minister there, but unless that was acquiesced in more or less readily by the Power concerned, it would lead, or might lead, to very great embarrassment?—Very much so. It would almost be practically breaking off relations with that Power.

36,685. (Mr. Shipley.) I came here rather late, and did not hear all you said at first, but I gather that you do think the present system of preliminary nomination for the examination is working well?—Yes, very well indeed.

36,686. Giving you really a good class of candidate?—A very good class.

36,687. Do you think at all that the knowledge that this nomination is required keeps some able men out?—I do not think so, so far as I know.

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

36,688. There is no difficulty in getting the nomination?—None whatever.

36,689. You have not known of any case of hardship?—I have not heard of any.

36,690. Do you feel the same about the Eastern cadetships—Chinese, and so on—that nomination is advisable there?—I believe it was recommended. You mean for student interpreters for the Far East?

36,691. Yes?—I think it was recommended by the Walrond Committee in 1903.

36,692. We had a case at Cambridge two years ago of a boy who was declined a nomination, and we rather thought it was on racial grounds. Are nominations often declined in that way?—No, but, of course, we should not care to have as a diplomatist a man who was not a thorough Englishman.

36,693. But I recollect another case 16 years ago, where we had a man of the same race, who has done extremely well in the Far East?—I do not know the case you mention at all.

36,694. (Chairman.) What do you say the Walrond Committee recommended?—They said that admission into that service should be by limited competition.

36,695. Do you refer to paragraph 6, clause 3?—On page 13, memorandum No. 4.

36,696. That was not in regard to the Far East?—No, I see it was for the General Consular Service they recommended that.

36,697. (Mr. Shipley.) Perhaps I am in error in asking you about that Service?—You will have before you later, Mr. Law and others, whose knowledge is closer than mine. I do not, myself, as to the Far East, see any objection to open competition. When we established the student interpreters in Constantinople they were put under my charge there, and that was by open competition, I think.

36,698. (Chairman.) I think the competition for student interpreters in the Far East, and China and Japan, used to be open, if it is not now?—Yes, I think so. I, myself, do not see any objection to open competition.

36,699. (Mr. Shipley.) It is by nomination now?—Yes.

36,700. (Mr. Philip Snowden.) Your Board of Selection is going to meet on Tuesday?—Yes, on the 5th May.

36,701. Could you say how many applications for nominations you have already on your list?—I could not answer you off hand. I shall be very happy to send you the list. I must ask the private secretaries for it; they keep it. They let me know the day before how many are coming up. We are not quite sure that they all will come. Very often a great many do not appear before the Board of Selection. I shall be happy to tell you how many they expect.

36,702. Could you say how many prospective vacancies there are?—At present one in the Foreign Office and two in the Diplomatic Service.

36,703. And you will send on those selected, to the examination in August?—Yes, they go up in August.

36,704. As a general rule how many candidates do you have before you at this meeting?—It varies a great deal. Last time for the Foreign Office and Diplomatic Service about 30 appeared. If they come up before the Selection Board, say, on Tuesday next, it does not at all imply that they are even of the age to go up for examination in August. They often come up when they are 19 or 18 years of age, when the minimum age for examination is 22. I think it is a very good thing that they do, for the reasons that I gave, because they have an opportunity of going in for something else if by any chance they are excluded, as we let them know at once.

36,705. On an average, out of the 30 candidates that appear before the Selection Board, how many would be excluded?—One or two on the average.

36,706. Would all the others go forward to the examination then?—They would be able to go up for examination if they wished.

36,707. As a general rule how many candidates are there in the competitive examination for each post?—I should say the average would be about six or seven. If we have three vacancies I should think about 18

would go up for the examination, which is heavy competition.

36,708. And the papers they take are the same papers as taken by the candidates for Class I. examination?—Precisely.

36,709. But not so many subjects are taken?—No. 4,000 is the maximum number of marks I know. Then we have this qualification in French and German always, which may bowl a man out even if he has done very well in the other papers, if he did not reach that standard.

36,710. Is it your opinion that the candidates who sit for the Foreign Office and Diplomatic Service are educationally equal to the candidates for the Class I. examination?—Yes, I should think so; in fact, with all due deference, I should say better, because as a rule they have gone abroad to learn their languages, and I must say I think they have a wider outlook than I imagine those who go up for the ordinary Home Civil Service have.

36,711. After two years the attaché is put on a salary of 150*l.* a year?—Yes.

36,712. Can you explain why the salary is so small as that?—I think the Treasury will be able to give you better reasons for that. I do not know. I think it is far too small.

36,713. I find the person who is appointed to the Consular Service has an initial salary of 300*l.* rising to 500*l.* a year?—Yes.

36,714. You stated in reply to Mr. Holt that you could suggest no reason, except that of public economy, for keeping the young diplomat two years without salary and then giving him such a small initial salary as 150*l.* a year. Why could not the same reason operate in the Consular Service if that be the reason?—I presume that is because we have a personal income requirement for the Diplomatic Service. In the Consular Service no personal income is desired.

36,715. I am afraid that does not touch the point. Personal income is made a reason for the non-payment of a salary?—Yes.

36,716. You said the only reason that you could suggest why that plan was adopted was to save the public purse at the expense of the private purse?—Yes.

36,717. If it was found to work in the Diplomatic Service why should it not be applied to the Consular Service?—I do not think you would get sufficient candidates if you applied it to the Consular Service.

36,718. Could not there be some other reason for it?—Not that I know of.

36,719. Has it never occurred to you that possibly when the system was adopted it was in order to restrict the appointments to a very small class of people?—I do not think so. This 400*l.* a year minimum was adopted fairly recently. I have always understood it in the light that owing to these extremely meagre or modest salaries which he received as a young diplomatist, it was absolutely necessary to ensure that he had private means of his own; otherwise you certainly would have people in very great financial difficulties all over Europe and the world.

36,720. Do you know of any other post in the public service where a similar system is adopted—where no salary is paid, and where a man has to pay out of private means?—No, I do not.

36,721. (Chairman.) Do you not find an explanation in the character of the work and of the society they are brought into?—I think that has a great deal to do with it. I think the Diplomatic Service is quite different from any other service owing to the conditions under which it works and owing to having to live abroad. I think you will find that in the Foreign Diplomatic Services most of them have a financial limit.

36,722. (Mr. Philip Snowden.) Whether that were the intention or not, would you say that it has the effect of keeping these posts as a sort of preserve for a very small number of families?—No, I should not say so, really.

36,723. You said in reply to Mr. Holt that you expect this allowance of 400*l.* a year is going to be paid during the lifetime of the candidate?—Yes, that is understood.

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

36,724. That means that the parent must be fairly well off?—Yes, no doubt he must.

36,725. Supposing he has a family of five or six children and he wants to make a similar provision for each of them, that means that he must have an income of 2,000*l.* or 3,000*l.* a year at the least—probably more?—Precisely.

36,726. Are you aware that according to the super-tax returns there are only about 11,000 people—apparently that is not families, and there must be a similar number of families—who have an income of 5,000*l.* a year?—Yes. It is useless to close one's eyes to the fact that it does limit it to a certain class, but it is not done with the object of so limiting it. It is because your diplomatic salaries are so low and the cost of living in the Service is so heavy, that unless the State steps in and increases those salaries very largely, of necessity you do limit the entrance to it to a certain class. I do not wish to limit it to a certain class, as I say, but by the force of circumstances it is limited. If, of course, the State is willing to come forward and say: "Very well, we are ready to increase the cost of the diplomatic body by 60,000*l.* or 70,000*l.* a year, or whatever it may be, to be able to extend the field from which to select candidates," I, personally, should be delighted to see it done.

36,727. You do not think that by extending the area of selection you would lessen the quality of the candidates who attend?—Until it has been tried I should not like to express an opinion upon it.

36,728. I find that the examination for the Consular Service is a very simple one. I only want to draw a comparison between it and the Diplomatic Service, and yet the salary begins at 300*l.* and rises to 500*l.*—Yes.

36,729. Do you think that that salary has been fixed so high because of the expense of maintaining the position in some foreign countries?—Yes, I should think it has.

36,730. Then do you see any reason why the same plan should not be adopted in regard to the Diplomatic Service?—No, and I have raised no objection to the raising of the salaries in the Diplomatic Service—none whatever.

36,731. Sir Henry Primrose put to you what he described as the two sides—the social side and the official side—of diplomatic work?—Yes.

36,732. As a matter of fact is not the social side almost as important a part, and as necessary a part, of a diplomatist's work as what might be more strictly called the official side of his work?—Certainly.

36,733. Then why should not he be paid for that if it be necessary, just as he is paid for doing his strictly official work?—I am not objecting to it. I do not see any objection to it at all.

36,734. We had a return furnished by the Civil Service Commissioners of the antecedents and the social position of the clerks who were appointed to the second division of the Home Civil Service. Would there be any objection to your furnishing a similar return in regard to the persons appointed to the Foreign Office and the Diplomatic Service?—None whatever.

(*Mr. Clynes.*) I have no question to ask.

36,735. (*Mr. Boutwood.*) Does the Board of Selection which you speak of apply to both the Foreign Office and the Diplomatic Service?—We hold the meetings on the same day; in fact they are taken together.

36,736. Is there any way of getting into the Diplomatic Service otherwise than by that competitive examination?—As you know, we have had instances of transfers. For instance, consuls have become diplomatists. Our present Minister at Pekin was formerly in the Consular Service.

36,737. I was not thinking of that?—You mean entering as a junior. They must go through that gate.

36,738. Every one must go through that competitive gate now?—Yes, must go through it.

36,739. I do not know what paper it was in, but somewhere I saw a reference to honorary attachés. What are they?—They are young gentlemen who probably have not much to do at home, and whose parents

wish them to go and spend two or three years abroad, and we attach them to a legation or embassy, as the case may be. They receive no pay, and they are carefully told before they go that they are not to take it as entitling them to subsequent entry into the Diplomatic Service. It is a very good thing for a young fellow not having much to do at home, that he should go and live abroad. It costs the country nothing. He goes out on the understanding that it gives him no claim to entering the Diplomatic Service later. If he did enter he would have to go through the same procedure as everybody else; he cannot slip in.

36,740. It is not like the unestablished service we have heard so much of in some of the home establishments where you get on in that temporary way and then drift on to the establishment?—No.

36,741. Did I understand you to say that there is a lower maximum of marks for the Foreign Office and Diplomatic Service than for the Home Civil Service?—Yes, there is a qualifying standard.

36,742. Why is the maximum lower?—They are only allowed to take subjects up to 4,000 marks.

(*Mr. Tilley.*) It is partly to give greater advantage to French and German. You must make a certain proportion of marks for French and German. (*Sir A. Nicolson.*) He cannot take the total subjects on which the maximum is more than 4,000.

36,743. But that is lower than for the Home Civil Service?—I do not know the object of that. (*Mr. Tilley.*) It is in order to give more weight to French and German.

36,744. (*Mr. Boutwood.*) What are "chancellors"? One paper that we have before us makes rather frequent use of the term?—It is really a translation, though a bad one, of the word *chancelier*. He is a clerk.

36,745. What does he do?—He keeps the registers and the papers, and I suppose probably does some of the very routine work.

36,746. He is not a member of the diplomatic staff?—He is a member of the embassy, but is not what foreigners would call a member of the diplomatic staff.

36,747. He does not come in through the scheme we have been talking of?—No, he has a qualifying examination; but he is always an Englishman, probably a local man, and there he begins and ends.

36,748. One paper that has been submitted to us is virtually a long argument for the amalgamation of the Foreign Office Staff with the Diplomatic Service, and this passage occurs in it: "But the frequent interchange between the two Services necessary to effect complete amalgamation is dependent on several other necessary changes." Four are mentioned, and two of them are these: "A reduction of numbers in the Diplomatic Service, and a systematic employment of chancellors in foreign missions." That conveys nothing to my mind. Can you explain that?—I have not seen this paper.

36,749. It is in Mr. Ponsonby's memorandum on page 5?—I do not agree with him at all there.

36,750. What does he mean?—I imagine he means this: Supposing you have a staff of an embassy, say, of three secretaries with a chancellor, I imagine he means if you appoint two chancellors you can reduce your number of secretaries.

36,751. What bearing has that on the amalgamation of the two services?—I do not see any bearing whatever.

36,752. It puzzled me what bearing that had on the argument?—I had not seen this paper.

36,753. I understood from what you said just now that there are occasional transfers from the Consular to the Diplomatic Service?—I mean that we have appointed fairly often to diplomatic posts men who have served their time in the Consular Service. For instance, our present Minister at Pekin was in the Consular Service. Our Minister at Panama was in the Consular Service, and our representatives in Abyssinia, Bolivia, and Mexico.

36,754. Is it exceptional, or does it take place frequently?—It is fairly exceptional. One of our most

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
 G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B. and Mr. J. A. C. TILLEY were in attendance.)

distinguished Ambassadors I know served all his time in the Consular Service.

36,755. Does it take place often?—No, they are exceptions, certainly.

36,756. There is a passage I noted in the Memoirs of Sir Robert Morier. He was in the Diplomatic Service, I believe?—Yes.

36,757. I will read it and ask your opinion about it. It is in a letter he wrote in 1870 to Mr. Arthur Russell, then M.P. for Tavistock. I think he had a grievance about his own position in the Service, and was grumbling, and he said: "The following may be considered a fair average picture. In the first ten years of his professional life a diplomatist costs his father from 300*l.* to 400*l.* a year. Probably at from thirty-five to forty he will come into possession of his fortune, whatever that may be, probably for a man who remains in the career from 800*l.* to 1,000*l.* a year. With this, and a first secretaryship of legation, he will (having the certainty within a certain number of years of deriving much more from his profession) marry, i.e., he would marry on from 1,200*l.* to 1,500*l.* a year; and with a prospective margin before him, he would be justified in doing so. What I mean is this, he would, except at St. Petersburg, perhaps, be able to live on 1,500*l.* a year as long as he had no children, or only very little ones, but he could not provide for extraordinary expenses, such as the break-up of his establishment on change of post, etc., except by borrowing. He looks forward to the time when he is secretary of embassy (when his income has got up to 2,000*l.* a year, and under favourable circumstances a chargé d'affaireship to 2,000*l.* or 3,000*l.* a year), to pay the borrowed money back. If he can't manage it, then he will be able to manage it when he becomes Minister, i.e., he will then live on his official income and pay the debts he has contracted out of his private income. This, I strongly suspect, is the natural course of things in nine cases out of ten in married diplomatists. I should very much doubt if amongst the present married secretaries of legation any could be found who had not at least 2,000*l.* or 3,000*l.* of debt which they considered themselves certain to be able to pay off before their death by merely living on sufficiently long to step into their predecessor's shoes." That suggests that the Diplomatic Service is buried in debt?—Yes, it is a dismal picture. From my own personal experience I should not subscribe to his accuracy; but there is no doubt that it is not a remunerative profession.

36,758. Is there really anything in what that passage contains?—I think there may be individual cases. He may have had one in his mind—it may be his own, but I do not know. I should not take it as a picture of the general condition of the Diplomatic Service, or I should be sorry to think it. I do not think they are all in debt; at least, I hope not.

36,759. (*Duke of Devonshire.*) This method of selection by a committee, or examination by a committee, only applies to the first division, I understand, and not to the second?—That is so, not to the second.

36,760. Is there any avenue from the second to the first division?—Not at present. It is not actually barred. There is no reason, supposing there was a second division clerk who showed signs of being exceptionally talented and able, why he should not be moved into the first division; but you see the second division examinations are quite different from the first division examinations. Their work is different, and there might be a little hardship occasionally on the first division by getting a man put in there.

36,761. Do you think that in fact there being practically no avenue from the second division to the first division has any deteriorating effect upon the quality of the men who come up to you in the second division?—I should not think so. I have hardly enough experience in the office to say. That would apply to every public office, not alone to the Foreign Office.

36,762. The recruiting for your second division follows the ordinary Civil Service lines?—Precisely.

36,763. I notice in the first paragraph on page 14 of the annex to your report, you mention the Appointments Board of heads of colleges. Have you had any

candidates applying to come before your Board from other universities, such as provincial universities?—You mean besides Oxford and Cambridge? I remember one or two cases—people at Durham and elsewhere, and one or two from Trinity College, Dublin, and I think even a Colonial one.

36,764. And even the newer universities such as Leeds, and so on?—I think we have had one or two cases, but I should not like to be too positive.

36,765. Is any notice given publicly to candidates of what their powers are of coming before you?—No.

36,766. Is there anything known except what happens to be known to parents or friends of candidates? Generally, throughout the country, is there fair notification?—That there is to be an examination, or that they can come up? I think the universities and schools know it. I do not know of any public announcement in the newspapers, for instance.

36,767. (*Chairman.*) There would be no objection to putting a notification in the newspapers occasionally?—None whatever that I can see.

36,768. (*Duke of Devonshire.*) I see you can take recommendations from other Government offices. Do you have many candidates coming from other Government offices?—No, I do not remember such a case since I have been on the Selection Board.

36,769. (*Chairman.*) There have been some transfers?—There have, but I think from us rather than to us.

36,770. (*Duke of Devonshire.*) When a man gets on to the list, whatever means may be taken to get him on, at what age do you have to interview him?—It varies. As a rule they come up at 19 to 20.

36,771. You do not make any special rule about it?—No. I believe they are given to understand that the earlier they come the better—after 18 or so—because in case you do exclude them, then they have an opportunity of going in for something else. If they delay to the last moment, when they are 22, it is rather late.

36,772. Is the interview that takes place the only interview, or if the man fails to satisfy you, and you do not think him suitable, do you give him another opportunity?—No, he does not return again.

36,773. Have you ever heard of a candidate who has been excluded by you rising to distinction and a high position in some other career?—No; the Selection Board is of rather recent date, so one would hardly have had an opportunity. I have heard of people failing in the examination rising to distinction.

36,774. That is not the point. I mean a man you had barred from going into the examination who had afterwards risen to distinction?—No, I have not heard of any.

36,775. If a candidate fails, how does he ascertain that? Do you inform him of that, or does he know in a negative way that his name is not in the list?—He is informed by the private secretary.

36,776. Do you give any reason?—No.

36,777. Have you had any trouble as to that?—No, I have not since I have been on the Selection Board.

36,778. No angry parents have written for an explanation?—No.

36,779. When a candidate has got through he goes forward to the Civil Service examination in the ordinary way. Do you have any communication with the Commissioners as to the character of the papers to be set at the examination?—No, none whatever—that is left entirely to the Civil Service Commissioners.

36,780. You never see the papers at all?—No, not before the examination.

36,781. Then you would have no means of expressing an opinion as to whether the character of the papers which are set is such as to find the best candidates for the work to be done?—No, we must leave that entirely to the Civil Service Commissioners.

36,782. I have some recollection that the Treasury have an over-riding power over these papers?—That I do not know.

36,783. But nothing is ever sent from the Treasury to the Foreign Office as to the character of the papers?—No, never.

29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

36,784. A question has been raised as to emoluments generally, can you say how the emoluments of a young man joining the Foreign Office compare with those of a subaltern joining the Army?—I should think in the case of the Foreign Office they would compare favourably, but not in the Diplomatic Service.

36,785. Compare with those of a young man of similar age joining the Army?—Yes, I should think they would compare favourably.

36,786. (*Mr. Matheson.*)—Does the quality of your candidates vary much, in your experience, from year to year?—Yes, I think it does rather. I think you have your good years and your feeble ones. I have noticed that some examinations produce on some occasions a better class. I think that is pure chance.

36,787. On the whole are you satisfied with the quality of the men you are getting?—Quite.

36,788. Have you any instance of men in the Foreign Office whom you would like to have sent abroad, but whom you had to exclude because they had not means to go?—Personally, I do not know of any, but I have been at the Foreign Office only three years.

36,789. There must have been some cases, I imagine?—Probably.

36,790. Do you know, or does Sir Eyre Crowe know, of an instance of a Foreign Office man receiving any extra pay in order to enable him to go abroad? Has there been any exception made in that rule of 400*l.* a year?—No, I do not think so.

36,791. That is really an absolute rule?—It is an absolute rule, except for anything like the Hague Commission, but that is quite exceptional.

36,792. I am speaking of the ordinary cases. Supposing something like the allowance system which was mentioned were introduced, should you see any objection then to making the scale of pay in the Foreign Office and in the Diplomatic Service pretty much the same?—I do not see any objection at first sight.

36,793. What is the initial salary in the Foreign Office?—200*l.* a year.

36,794. (*Miss Haldane.*)—I suppose most of your candidates coming before the Nomination Board are in process of working at the Universities?—Yes, working for the special Civil Service examination.

36,795. And I suppose they are going to take Honours?—Yes, they mostly take Honours, and as a rule they go abroad to learn their languages. You cannot learn them thoroughly at home.

36,796. You said languages were extra. Do you mean that languages are taken in addition to other subjects?—No, but in French and German they must reach a certain qualifying standard for diplomacy, which is pretty high, and if they do not reach that qualifying standard, however well they had done in the other subjects, that would bowl them out.

36,797. But are they extra, so to speak?—French and German are obligatory subjects.

36,798. Are they in lieu of some other subjects in the ordinary Class I. examination, so to speak?—No, they form part of the 4,000 marks. A candidate can take up any subjects in the Class I. examination that he likes, but he must take up French and German.

36,799. And therefore they form part of the number of marks he can obtain?—Precisely.

36,800. I suppose any Scotchmen who come up probably come up through Oxford or Cambridge?—I think we have had one or two from Edinburgh and Glasgow or St. Andrews.

36,801. You consider that it would be useful to a young man to have a year or two in the Foreign Office before he goes into diplomacy?—Out of his two years as attaché he has to pass six months at the Foreign Office. This time we have begun by sending them abroad first, and shall probably bring them back, before they complete their two years, to the Foreign Office. They used to start in the Foreign Office before going abroad. The change is only for this year. It may become a regular rule. We had three or four coming into the Foreign Office, and there happened to be a number of vacancies both in diplomacy and in the Foreign Office. To have had seven or eight new men at the same time in the office was rather too much for

us, so we sent the attachés straight away abroad and before they complete their two years they will come back to do their six months at the Foreign Office.

36,802. Do you consider that six months at the Foreign Office is sufficient?—Yes.

36,803. They learn there what is the routine of office work, and so on?—Yes.

36,804. Do they learn when they come first to the Foreign Office about the country to which they are presumably going?—They do not always know what country they will be sent to. We try to put them into a department which deals with the country to which they would be likely to be sent; and, if they come back, or transfer, we like taking a man who has been, say, in Turkey, into the Eastern Department, where his knowledge of the conditions and the situation would be of use.

36,805. Is it not correct to say that in France the Foreign Diplomatic Service is identical with the Foreign Office Service, and that men pass from one to the other?—That is so, very largely.

36,806. Is their Consular Service also the same?—No. I was asking a member of the French Embassy about that. The examination is the same, but when they have passed they bifurcate and do not re-unite until they become Consul-General. Occasionally they appoint a Consul-General as Minister, usually to an Eastern or South American post; but they are perfectly distinct services from the commencement until the end of their career, when they do rejoin. It not often happens that a Consul-General becomes an Ambassador.

36,807. You think it might be occasionally a good thing to transfer from the Consular to the Diplomatic Service?—If you find an exceptionally talented consular officer I should not bar it at all; in fact we have taken advantage of it fairly often.

36,808. Are there not special allowances given to secretaries for special points?—If he passes his International Law he gets 100*l.* more while he is third secretary. Then at certain posts like Turkey, and one or two others, if he passes an examination in Turkish or Persian, as the case may be, he gets 100*l.* a year as long as he is at that post. When he leaves that post that disappears again.

36,809. I suppose he is always encouraged to learn the language of the country in which he is?—Yes; that is the inducement we give him. If he passes that examination he gets 100*l.* a year as long as he is at that post, not afterwards.

36,810. Are they also encouraged to have a considerable knowledge of the social conditions of the country?—Yes.

36,811. One has heard criticisms made by travellers that they do not know a great deal about them. I do not know whether those criticisms are justified or not?—They ought to know them.

36,812. One has heard that criticism passed?—I dare say some of them do not know them.

36,813. Do you consider that they are encouraged to learn all those things?—Certainly. It depends a very great deal upon their chief—the Ambassador or Minister as the case may be. Some of my chiefs used to insist upon it.

36,814. Is it only Ambassadors who are in very exceptional circumstances brought in from outside to the Diplomatic Service?—Yes. I do not know of any cases in the junior ranks. In days gone by there may have been cases.

36,815. (*Chairman.*) The maximum number of marks that the Foreign Office clerk or the Diplomatic clerk can secure in the examination is 4,000?—Yes.

36,816. For the Home and the other services the candidate can secure up to 6,000 marks?—Yes.

36,817. Is that an indication that the men who go into the Home and the Indian service are educationally more advanced than those who come to you?—Certainly I do not know the reason of that 4,000 maximum.

36,818. If a Foreign Office clerk knows that he cannot secure more than 4,000 marks he will concentrate himself naturally upon fewer subjects. The other man



29 April 1914.] The Right Hon. Sir ARTHUR NICOLSON, Bart., G.C.B., G.C.M.G., [Continued.  
G.C.V.O., K.C.I.E. (Sir EYRE CROWE, K.C.M.G., C.B., and Mr. J. A. C. TILLEY were in attendance.)

who has to secure 6,000 marks has to take up a greater number of subjects?—Yes.

36,819. Provided those subjects are not merely crammed, the inference would be that he was the abler man?—I do not know. I prefer myself a man who has more intensive knowledge of a few subjects than a man who has a superficial knowledge of many.

36,820. That may be arguable, but by the general public a man who scored high in Latin, Greek, mathematics, French, German, and philosophy would be considered to be better equipped for the struggle of life than a man who concentrated his attention on fewer subjects?—I do not really know the reason of those 4,000 marks as a maximum.

36,821. One of my colleagues suggested that it might be possible to equalise the pay in the Foreign Office and in the Diplomatic Service. Is it possible for a man in the Diplomatic Service to live on the pay which would be adequate for his living in England?—No.

36,822. If there is to be facilitation of transfers between the two departments it is not equal pay that would facilitate it; there must be differential pay?—There must be differential pay, no doubt.

36,823. It would be more expensive to live abroad than to live in England?—After all, a man in the Foreign Office can live pretty well where and how he likes; you cannot abroad. If you are a secretary in Berlin you must live perhaps in more expensive quarters than would be necessary in London.

36,824. With regard to the leave rules of the Foreign Office clerks and diplomatists, are you quite satisfied with them as they are?—Yes. I do not think they are generous, but they are adequate.

36,825. What leave does a Foreign Office clerk get in a year?—In the junior ranks he gets 36 days.

36,826. Is it a graduated scale as in the Civil Service?—Yes.

36,827. What does he get ultimately?—Two months. (Sir Eyre Crowe.) Including Sundays it amounts to

two months. It is 48 week-days. It is the ordinary Order-in-Council scale.

36,828. (To Sir A. Nicolson.) With regard to those chancellors, have you ever tried promoting a second division clerk or staff clerk to a chancellorship abroad?—I think at present we have a second division clerk at Constantinople.

36,829. Is it in contemplation, if it succeeds, to extend that system?—If they are willing to go I should be delighted, because they would have had a good training at the Foreign Office. Mr. Tilley wisely observes that it does not attract them because they are probably getting equal, if not better, pay at home.

36,830. Is a knowledge of the language of the country necessary for that post?—I do not think it is, though of course it would be desirable; but as a rule we get a local man—an Englishman who is there.

36,831. What is the pay of a chancellor of an embassy?—I think it is small—200*l.* to 250*l.* I think 300*l.* is the maximum.

36,832. Does the same rule regarding the preservation of the right of rejection or limitation, in the case of persons who are to compete for these appointments, prevail in foreign countries also?—Yes, under different forms.

36,833. Is the effect in foreign countries to really limit the diplomatic appointments to persons of good high social status?—Yes, I should think our doors are wider open than in the case of most of the foreign Diplomatic Services.

36,834. Does that prevail with regard to all European countries?—Yes, I think all the principal ones, and even in the United States, too. It is pure patronage there, I think.

36,835. Is there an income limit imposed there?—No, but I suppose it is understood. It is the President who has that patronage. They have a Selection Board, I see, whose duty it is to determine the qualifications of persons designated by the President for examination, and to determine their fitness for possible appointment as secretaries.

SIR EYRE CROWE, K.C.M.G., C.B. (Assistant Under-Secretary of State for Foreign Affairs), called and examined. Mr. J. A. C. TILLEY (Chief Clerk of the Foreign Office) was in attendance.

36,836. (Chairman.) I propose to examine you with regard to the Foreign Office. As an introductory remark, and not in continuation of what we have been saying, do you yourself see any great advantage in the system of examination which restricts candidates in the case of the Foreign Office to 4,000 marks. Do you see any objection to assimilating the examination for the Foreign Office to that for the Home and Indian Civil Service in all respects?—I understand that the scheme drawn up by the Civil Service Commissioners had for its object that candidates should go in very seriously for the two languages, and that, if you had say 6,000 marks with only 800 marks for languages, it would not induce candidates to give as much time as they ought to to the languages. That was the object of the Commissioners. How far that works out in practice I feel rather diffident in saying. It was done, I think, from the Commissioners' point of view, and as far as I know it was their suggestion. Of course, if you had the 6,000 marks with the languages outside, that would be in a certain sense an ideal arrangement, only it would make the qualifications very high, higher than in the case of all the other offices.

36,837. It would impose on candidates a great burden?—Of course a high qualification in French and German, I think, does imply a great intellectual effort.

36,838. Do you find that the young men you get have a perfect knowledge of French and German, or merely a knowledge of reading and writing the languages. Can they speak them well?—They vary, of course. Some of them are exceedingly good; others are not so good; but they are better than they used to be. Since we have had this examination we have got a higher standard.

36,839. I have not compared the exact figures, but my remembrance is that in the examination for the

Civil Services you do find men whose marks in French and German are as good as those I see in these papers before me?—But I do not think the test is the same. It would rather depend upon the papers set, would it not? I imagine they would set higher papers for this examination than for the ordinary examination.

36,840. (Mr. Philip Snowden.) Are not the papers precisely the same?—Are they the same? Then I speak under correction.

36,841. (Chairman.) The colloquial standard may be different, but we can find that out from the Civil Service Commissioners?—Yes.

36,842. At the head of the Foreign Office is the Secretary of State, and immediately under him is the Permanent Under-Secretary of State?—That is so.

36,843. The existence of the Parliamentary Under-Secretary may be disregarded as regards the establishment of the office?—He is not a member of the permanent service.

36,844. Then, as I understand, you have seven great departments?—Yes.

36,845. That is to say you have four political departments which deal with (1) Eastern and (2) Western Europe, (3) the Far East (China, etc.), and (4) America?—Yes, four.

36,846. Then you have the Consular department?—Yes, the Consular, the Commercial and the Treaty departments. Then we have other departments—the Accountant's department, which we call the Chief Clerk's department—and the Librarian's department; and a small offshoot called the Parliamentary department, which is not fully manned and has not a senior clerk.

36,847. Are the seven departments manned by the political establishment?—Yes.



29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

36,848. Does the second division enter into any of these departments?—Only into the Treaty department do they enter in a very slight degree.

36,849. Then the seven departments are manned exclusively, we may say—the Treaty department we will consider later—by the Diplomatic establishment, that is the Foreign Office clerks?—Yes.

36,850. Outside the seven departments we have the Legal department, which is a consultative department?—There is no real department. Papers and cases are referred from each department to the Legal Adviser for an opinion.

36,851. There is the chief clerk, Mr. Tilley's department, which deals with finance?—Yes.

36,852. Then there is the library and the registry?—Yes, the registry is a sub-department of the library really—a branch of the library which deals with the registration and custody of papers.

36,853. And it makes over its documents to the library, but so long as the stage is not reached when documents are made over to the library, is the registry subordinate to the library?—Yes.

36,854. May the librarian go into the registry, and of his own initiative look into how things are done?—Yes, they are inspected periodically—the indexes and the registers.

36,855. (To Mr. Tilley.) I will begin with the chief clerk's department. You are a member of the Diplomatic staff?—Yes.

36,856. Have you any member of the Diplomatic staff under you?—No.

36,857. Are all the officers under you then of the second division?—All except one. One remains of the old supplementary class, but otherwise they are all of the second division.

36,858. How long has the second division been operating in your office. When did you introduce it?—Between 30 and 40 years ago was the first beginning of it. They began in my department—in the financial department—before they began in most of the rest of the office. They were introduced rather early into the financial department.

36,859. At all events they have been working in your office from the time the last inquiry by the Ridley Commission was made, the report of which was in 1890, I think?—Yes.

36,860. At what pay do they come in?—They come in on the ordinary terms of the second division.

36,861. And they go up now to 300*l.* a year?—Up to 300*l.*, and the staff posts go up to 400*l.* and 450*l.*, but in my particular department we keep them separate from the other second division clerks in the Foreign Office. They go into the chief clerk's department and they remain there their whole lives, because they require a certain amount of technical knowledge of book-keeping, and they do really, I should say, a higher grade of work than the other second division clerks—a certain amount of administrative work.

36,862. In what way do they come to deal with administrative work?—They have to interpret the regulations which govern the Foreign Office and the Diplomatic and Consular services, and have to exercise a certain amount of discretion in these matters, and they make suggestions.

36,863. Make suggestions as to action to be taken?—Yes.

36,864. But no action is taken on their suggestions without your *visé*?—No.

36,865. They are, in point of fact, of the accountant class?—Yes, but I think they do rather more than that class does in most offices in the way of suggesting administrative action, because they have to do with consuls in all parts of the world, and they have to suggest how they should be treated, and what exceptions should be made, and that sort of thing.

36,866. How many have you in your department?—Thirteen.

36,867. That is the assistant, four staff officers and nine second division clerks; and the whole work of your department is done by these men?—Yes.

36,868. Consequently they must note on papers and make suggestions which come before you, and action is taken upon them?—Quite so.

36,869. Do you communicate direct with Consular officers abroad?—Only in regard to their accounts.

36,870. In regard to the matters with which your branch deals?—Yes, queries on their accounts.

36,871. You do the same thing with regard to Embassies, do you not?—Yes, in regard to the actual accounts they render, we query them.

36,872. And you do that directly without the matter passing through any other branch of the office?—Yes.

36,873. But if you come to a difficulty, if your interpretation is questioned, and so on, then you refer it, I suppose, to one of the Under-Secretaries?—I should refer it to Sir Arthur Nicolson.

36,874. You communicate direct with Sir Arthur Nicolson?—Yes.

36,875. You say when the second division clerk comes in he sticks in your office?—Yes.

36,876. He is not transferred?—No, he remains in the chief clerk's department.

36,877. Has any transfer ever taken place from your office, to the library for instance?—I do not think ever. I cannot remember any case.

36,878. Your clerks have sent to us a memorial, or rather a dissent from a memorial, or an expression of difference of opinion from a memorial, that was sent up from the second division clerks. They seem to indicate that their position is not *in pari materia* with that of the other clerks?—Quite so.

36,879. As I understand them, they say they look forward to treatment of the same character as has been accorded to the staff of the Auditor-General?—Yes. We actually asked the Treasury not long ago to agree to put them into the old intermediate class, but any decision about that was postponed by the Treasury.

36,880. What is the highest pay which a staff clerk in your office now draws? What does your assistant, Mr. Fraser, draw?—He draws 550*l.* to 750*l.*

36,881. And the four staff officers under him?—One draws 500*l.*; the others go up to 450*l.*, or 400*l.*

36,882. So 750*l.* is the highest pay drawn at present in your office, excepting by yourself?—Yes.

36,883. Do you think that pay is adequate?—I think the assistant's minimum of 550*l.* is too low, I think he might begin at rather a higher minimum, and might well begin at 600*l.* or 650*l.* perhaps.

36,884. You think the maximum is adequate?—I think the maximum is adequate. It is nearly the same as the pay of other assistants in the office, which is 800*l.* Perhaps it would be fair that he should have a little less than they.

36,885. With regard to the maximum of the other assistants, what other assistants are there in the office?—They are assistants in the political department who get 700*l.* to 800*l.* a year.

36,886. But they are on the political staff?—Yes.

36,887. Would you give pay to an officer of the second division so as to bring him up to the political scale?—It would be a little lower; instead of going to 800*l.* he would go to 750*l.* I think that it is fair that the assistant in my department should be paid nearly the same.

36,888. In regard to the four staff officers, do you consider their pay adequate?—I think they might very well go up to 500*l.* There are three main branches in my department—four in fact—one dealing with the Foreign Office and the Diplomatic Service, two with the Consular Service and the China Consular Service, and one with the book-keeping.

36,889. Would the extension to your office of this Commission's recommendation with regard to the second division—the "Senior Clerical Division" as it is called in our Report—meet the requirements of the case, do you think? The salary on entry is 85*l.* a year, rising by increments to 350*l.* a year and with staff appointments, some of which may reach 500*l.* a year?—I think we might have one or two posts above that. That would not cover my assistant. He certainly ought to have more than 500*l.*; and perhaps one other man might go to 550*l.*; otherwise it would about meet the case.

36,890. Do you say that your assistant would not be covered by reason of his history, he having come from the supplementary class?—I do not mean the present

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

assistant, but the future assistants, whatever class they come from. I think they ought to have higher pay than 500*l.* or 550*l.*

36,891. What is your pay?—1,000*l.*, rising to 1,200*l.*

36,892. And you think you ought to have one staff officer under you with a higher pay than 500*l.*?—I think so. That is besides my assistant who, when I am away, represents me in every respect, practically.

36,893. But in other respects you think that the new proposal for a senior clerical class would suit your office?—Yes, but the proposal is strictly limited to 500*l.* We should have preferred one or two going a little higher than that, to 550*l.* I think in the Paymaster-General's office there are examiners who go to 550*l.*, and their work about corresponds to what my staff officers do.

36,894. (To Sir Eyre Crowe.) Do you think there is absolute necessity to maintain a strict rule of exclusion whereby the second division cannot hope to get into the diplomatic establishment?—I do not think there is any strict rule to prevent it.

36,895. Can you imagine cases in which such promotion might with advantage to the public service be practised?—I think the cases must be so exceptional that it is very difficult to imagine that they can arise at all frequently. It must be a very exceptional case where such promotion would be an advantage to the Service, but if that case arose there is no objection to it.

36,896. From what part of your office which now employs second division clerks should you expect to get men suitable for promotion—from Mr. Tilley's department or from the library?—Not from Mr. Tilley's department, but from the librarian's department.

36,897. Why do you think you could look with most chance of finding them in the librarian's department?—I think the chief clerk's department is practically excluded because they are entirely limited to financial questions and their training in that department would in no way fit them, and perhaps would disqualify them, for political work; whereas in the library it is conceivable that a man who works under the librarian and is engaged in making précis or memoranda on past political questions, and getting out precedents where he sometimes cannot help expressing opinions or, anyhow, where he can show ability, is a man well qualified; but I think it must be very exceptional.

36,898. You have in the librarian's department two assistants, two staff officers, and nine second division clerks?—Yes.

36,899. Amongst their duties there is the duty of preparing these memoranda?—Yes; of course the memoranda are very largely drawn by the librarian himself.

36,900. Are these memoranda ever prepared by the political staff?—Very largely, but there is no hard-and-fast division between the memoranda prepared by the one or the other. It is a matter of expediency. If the papers are readily accessible to the department, or if a man of the political department has dealt with the case for a very long time and is familiar with it, he writes his own memorandum, but if the Secretary of State says he wants to know what happened in 1792 with reference to a question, it would go to the librarian to search for the papers and deal with the subject.

36,901. There was a suggestion by the Ridley Commission that all these memoranda ought to be prepared by members of the political staff?—Yes, but I am not quite certain that the Commissioners understood what was involved in that recommendation. It would interfere with the political department to such an extent that if you made it the rule you would have to re-arrange the departments and have a research branch in every department. To a certain extent it is done, and always has been done.

36,902. (Mr. Boutwood.) When those memoranda are prepared by political men, are they members of the librarian's staff or of the other branches of the office?—It may be either. It rather depends upon the date of the papers to be consulted. The papers for two years—the current papers—are kept apart, and anything relating to those papers, which are practically

under our hands, is most readily dealt with by a man in the department having the correspondence to conduct.

36,903. Have you political men in the librarian's department?—Not on the diplomatic establishment.

36,904. (Chairman.) Am I to understand that these memoranda can only be prepared by members of the librarian's staff or by members of the political establishment?—Yes.

36,905. And by nobody else?—There may be memoranda on a small technical question which have to be prepared by the Treaty Department, where it might be done by one of the second division clerks working in that department, but that is exceptional.

36,906. But no memoranda are ever prepared by members of the registrar's department?—No, never.

36,907. How many second division clerks have you in the Treaty Department?—Three, including the passport clerk, who is a man dealing especially with the issue of passports, a matter which is also under the Treaty Department. There are three altogether, one staff officer and two second division clerks.

36,908. Does the one staff officer in the Treaty Department work within the department?—He and one other clerk of the second division have a room attached to the Treaty Department.

36,909. What character of work do these two men do?—It is very largely routine of a particular kind. There is a great deal of ceremonial work connected with treaties, with Royal letters, and with Royal Commissions and appointments; also with the formalities of extradition; the issue of passports, and questions of that kind are really the work of these second division clerks.

36,910. Do they ever consider the bearing of documents that come in and make suggestions as to the action to be taken on such documents?—They do in the Treaty Department on their own technical points. For instance, a question will arise as to the proper mode of ratifying or acceding to a certain convention, and what are the formalities to be observed here; then the man who has dealt with that in the Treaty Department would give an opinion and suggest that certain things should be done.

36,911. Are these men employed on work of a character which would suggest to you that you might look to them for possible candidates for promotion?—Yes, the question has actually arisen with regard to one or two of these men.

36,912. These, and the members of the librarian's department?—The higher members of the librarian's department.

36,913. They are, therefore, in your opinion, the only source from which you might possibly get men for promotion?—Yes.

36,914. That would make altogether eleven at the outside, possibly less?—Yes. May I mention as regards the librarian's department that it is only quite recently (within the last month or two) that we have ceased employing the last men of the old class of supplementary clerks. The two assistants in the librarian's department hold posts which were until recently held by supplementary clerks.

36,915. Let us go to the registry and trace a letter that comes in. From my visit to the registry office I carried away the idea that a letter addressed to the Foreign Office was received first by the registrar?—Yes.

36,916. He sits in a room by himself, and he has a certain number of clerks attending him?—Yes, boys.

36,917. These are boy clerks, whose sole duty is that of attending on the registrar, writing in a book a serial number which the registrar gives each letter, its subject, and the date of receipt; and then distributing the letters to the sub-registries?—Yes. They have a second duty, which is peculiar to our office, and that is to manage, to distribute, and put by a very vast printed correspondence.

36,918. That is purely mechanical work?—Purely mechanical, the whole of it.

36,919. To enter in the register is scarcely more than mechanical, but these are boy clerks, and under our proposals would disappear?—I am very glad to hear it.

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

We strongly protested against the employment of boy clerks when they were first imposed upon us.

36,920. So you are pleased with our proposal?—Yes.

36,921. How will you have that work done, then, in future?—That is a question which is, perhaps, a little difficult to answer. At the time when the boy clerks were forced upon us by the Treasury we were of opinion that it would be very much better to use the youngest of the second division clerks for a time in doing that work, and we thought it would do them no harm, and then draft them on to ordinary work.

36,922. That seems to me quite right, so long as you do not employ them longer than is necessary for the purpose of instruction?—No, say six months or so.

36,923. You will not be able to keep them much longer than that. Then, when that somewhat mechanical process is gone through, the letters are distributed to sub-registries?—Yes.

36,924. All the departments of your office are grouped under three sub-registries?—Yes, corresponding with the three floors of the building.

36,925. When the papers reach each of these sub-registries, the registrar having marked upon each paper the sub-registry to which it is to go, they are then dealt with in the sub-registry and a much more careful process of registration is gone through?—Yes.

36,926. Will you explain to the Commission what that process is?—It is this: The central registry—the preliminary registry—having put each letter that arrives into a docket or covering sheet, this docket is filled up according to certain rules by an analysis of the contents of the paper, which requires a certain amount of care. That is done in the sub-registry. They put the heading, they summarise the paper, and write eight or nine, or sometimes two or three, lines to indicate what the paper is. Then that entry is copied into a register book in its appropriate place. In that register book there will be found, or placed if necessary, the reference to previous correspondence which is arranged in a certain manner. The clerk will then get out that previous correspondence and put with the newly arrived paper such of the old correspondence as he thinks is necessary in order that the questions may be properly dealt with in the department. That is where his discretion comes in.

36,927. He gets out the old correspondence. Is he restricted to the two years which are in the registry or may he go into the library to get the older correspondence?—If the correspondence goes back far, then the paper goes to the library and they get out the correspondence there.

36,928. When the sub-registry exhaust their information, they go to the library for further correspondence?—Yes, if necessary. It is not as a rule required at that stage. They would often leave it to the head of the department to say he wants the back papers; but, if wanted at once, it is turned over at once to the library and the library get out that paper.

36,929. Have they in the registry any index showing the correspondence for the period of two years that they keep the papers themselves?—Yes, they have a card index.

36,930. Do they prepare that?—Yes.

36,931. Do they prepare it as they register each document?—It is made at a subsequent stage—generally when the paper comes back to them from the departments. The paper, having been completed in the registry with the previous correspondence annexed, goes to the head of the department, who then either deals with it or sends it to the Secretary of State, and it would come back with certain directions written on it. If they are of the kind which require the writing of letters in the department itself, where the drafts will be prepared, then the letters with the drafts prepared, all attached together, will go back to the registry, and it is the business of the registry to see that the drafts are written out and sent for signature; the papers are then indexed, together with all the minutes that have been written upon them, and filed away.

36,932. The letter goes from the central registry to the sub-registry, the sub-registry then proceeds to enter

the various particulars in their registry; then they get together all the relevant papers and materials, which their branch supplies, and they send them on to the department?—That is so.

36,933. It passes the boundary line into the political department?—Yes.

36,934. The political department proceeds to deal with it, and if they want more back papers they send for them to the library?—Yes, and ask for them.

36,935. Then the department deals with the case; orders are passed and perhaps a letter drafted, and then it is so returned in that stage to the sub-registry from whence it came?—Yes.

36,936. Then the sub-registry carry out the orders, fair-copy the letter, submit the letter for signature to the department, issue the letter, proceed to fill up the card index and deposit the papers with themselves for two years?—That is right.

36,937. At the end of two years what happens to the papers?—The papers are then bodily transferred to the library.

36,938. With the card index?—With the card index; and there being three sets from the three sub-registries the library have to dove-tail them together.

36,939. While they are in the registry for those two years are any of those papers printed?—A great many. A very large amount of our papers are printed.

36,940. Who determines whether the papers shall be printed or not?—The head of the department, subject to the direction of the Under-Secretary of State.

36,941. He orders them to be printed?—Yes.

36,942. Therefore it comes to pass that nearly all the important papers are printed and kept for two years in the hands of a sub-registry?—Yes.

36,943. Therefore the second division clerks in that sub-registry have access to all these papers?—Quite so.

36,944. They know, or may know, practically nine-tenths of what goes on in the Foreign Office?—These printed papers are not delivered to the sub-registry, but to the central registry where the boys are. These printed papers are under the personal care of the registrar himself. The boys distribute them to all our embassies and legations abroad.

36,945. Is not a copy of the printed paper put with the file?—One copy, yes.

36,946. Which is deposited in the sub-registry and is available to the clerks of the sub-registry?—Yes, and the paper itself, of course, is too.

36,947. What proportion of correspondence which comes into the Foreign Office is dealt with in that way?—Nearly all the correspondence.

36,948. Are the most confidential papers so dealt with?—No.

36,949. In your own experience of the second division have you come across many men or any man whose promotion would be justified on the ground of exceptional ability?—No, I have not in our office; but I should add that our experience is rather a limited one. We had second division clerks formerly only in particular departments, and it was not until 1906 that we introduced the registry. Up to that time we had no second division clerks at all dealing with our papers, but we dealt with them all ourselves, so we have not had much experience of them. I have had to consider this very question, but I have not found among the men now in the office any one who I think could be recommended for promotion.

36,950. Do you transfer your men among the various departments?—Yes, frequently.

36,951. I understood you to say that there are no transfers to Mr. Tilley's department?—Are you speaking of second division clerks?

36,952. No, I am now speaking of the political establishment. You have seven departments: do you transfer your men between the departments?—Yes, frequently.

36,953. Is it considered a desirable thing to let a young clerk have experience of various departments?—That is exactly the reason why it is done. There are transfers, especially from the political to non-political departments and *vice-versa*. I mean by the non-political departments the Consular, Commercial and Treaty Departments.

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

36,954. What conditions indicate to you the desirability of transferring men from the Foreign Office to the Diplomatic Service, and *vice versa*?—It is largely left to the initiative of the men themselves. It is, in certain cases, difficult to suggest it very strongly, owing, as Sir Arthur Nicolson explained this morning, to financial considerations; but the men who realise that it is to their own advantage to exchange, are all keen to do so, and, if they are, our difficulty is sometimes to arrange it. It is difficult because you must have men more or less of the same standing, and you cannot allow the office to be over-run by too many men coming from outside, because it depletes the departments of experienced clerks.

36,955. In arranging the transfers, should I be justified in thinking that the money difficulty is the chief one?—The money difficulty and the case of the young married man, which is perhaps connected with the same difficulty.

36,956. The two run into each other?—Sometimes a man recently married, even if well off, does not like to exchange.

36,957. Are you, in effecting an exchange, limited, in practice, to the men on the home staff who have money of their own independently of their official pay?—Yes.

36,958. You think that is a general rule?—Yes.

36,959. You are quite certain that transfers are desirable and should be effected as far as possible?—Yes.

36,960. I think I asked Sir Arthur Nicolson the question, but up to what time in a man's service are transfers desirable?—We have had transfers at all stages of a man's career, but they are of the greatest advantage in the younger years. They are made more difficult in the case of the senior appointments, but they have taken place in their case too.

36,961. (*Miss Haldane.*) With regard to the copying staff, the nine typists, the superintendent and chief superintendent—are the superintendents women?—Yes.

36,962. So there are altogether 11 women?—That is right.

36,963. Are they employed generally throughout the office or only in particular departments?—All copying for all parts of the office is practically done by them, although a certain amount of casual copying or typing is done by the younger men in the political department themselves. If a thing is wanted in a hurry they take their own typewriter and do it.

36,964. The typing is done in the department?—Yes; we encourage all our young men to do typing, and they nearly all type, and if a thing is wanted in a hurry it is often done in the department itself without troubling the ladies, who otherwise do all the copying work.

36,965. And, I suppose, they are paid at the same rate as the ordinary typists in the Service?—I understand that is the case.

36,966. Do they have to know foreign languages?—They must know French—there is a great deal of French typing to do—but no other language.

36,967. They type in French?—Yes.

36,968. Do they get any extra pay for that?—No.

36,969. Do they serve in any other department like the librarian's, and so on?—No; they have a little establishment with rooms to themselves, and the work is sent up to them from any department.

36,970. The women employed in typing are not employed in any other department, like the librarian's?—No, we do not employ them in the library.

36,971. Is the housekeeper a woman?—(*Mr. Tilley.*) The housekeeper is a man.

36,972. So practically the only women in the office are the typists?—(*Sir Eyre Crowe.*) Yes.

36,973. Is the promotion in the office entirely by seniority or by selection?—Very much by selection, especially after the initial stages.

36,974. (*Chairman.*) That does not merely apply to typists?—No, I mean throughout the office.

36,975. (*Mr. Hoare.*) When you transfer a clerk, is it usually for a short time or what is the average time?—The usual period is for two years, but it varies a good deal—sometimes for only one year; sometimes for an

extended period of years. We have had cases of as much as seven or eight years.

36,976. Do any formalities have to be gone through or is it merely an informal interchange?—It is an interchange which must be sanctioned by the Secretary of State, because the man who leaves the office must be appointed to a definite post.

36,977. Do you allow for the expense of moving?—Not in the case of Foreign Office clerks exchanging. Diplomats moving from place to place come under certain regulations as to outfit allowances, but those are not given to Foreign Office clerks.

36,978. Have you ever considered the advisability of allowing grants for this purpose?—I do not think we have considered that. It really opens up the much larger question, whether or not the whole scales of salaries should be equalised. The diversity of salary is so great that I think the outfit allowance would not make so much difference.

36,979. It would make a difference in the case you mentioned just now of the young married clerk?—(*Mr. Tilley.*) We are considering at this moment the question of giving outfit allowances to the first and second secretaries of the Diplomatic Service. Hitherto the first two classes, the Ministers and the Counsellors, have had allowances. Now when a married first or second secretary—if the Treasury agree to what we propose—is transferred from one post to another he will get the travelling expenses of himself and family and a small outfit allowance as well.

36,980. Is there any reason for restricting it to first and second secretaries?—It is restricted at present to married men. (*Sir Eyre Crowe.*) Their travelling expenses are paid in any case.

36,981. But with regard to these clerks that you do transfer, I suppose several of them do not go as first and second secretaries but as attachés?—(*Mr. Tilley.*) They might go as third secretaries and then they would probably be unmarried men and would not require any special outfit allowance beyond their travelling expenses.

36,982. That is assuming they are unmarried men, but if they are married men is there any reason for giving a grant to the first and second secretaries and not to the third secretaries?—We stop at the second secretaries because we are not very anxious that people should marry as soon as they come into the Service, or for the first few years of their career.

36,983. Do most of these clerks who are transferred act as third secretaries?—No, most as first and second secretaries.

36,984. (*Mr. Matheson.*) I see there are seven senior clerks in the Foreign Office. How many of those have been abroad? Several of them I happen to know have been abroad?—Mr. Spicer, Mr. Alston, Mr. Sperling, Mr. Clerk, Lord Dufferin, and Mr. Tufton have all been abroad.

36,985. They have practically all been abroad?—Yes.

36,986. The distribution of men if you send them abroad is ultimately settled by the head of the office; but have you any committee for consulting as to the destination of the men?—(*Sir Eyre Crowe.*) There is no committee. The Secretary of State consults largely his private secretary and the head of the office.

36,987. I think I understood from an answer you gave just now that in the case of clerks being sent abroad the initiative generally comes from the clerk himself?—Or from a diplomat; anyhow, it comes from the men who wish to exchange. They generally write to each other first. You have to get men of the same standing, and then you let them settle between themselves and you find out whether it is convenient and can be arranged.

36,988. You do not bring a man in from abroad unless you have a place for him?—It is done every now and then.

36,989. An exchange is the more frequent plan?—Yes, the other can only be done when there is a vacancy.

36,990. Is the legal adviser there all the time?—Yes.

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

36,991. He is a full-time officer?—Yes, he is a very busy officer indeed; and there is an assistant too who is kept equally busy.

36,992. (Sir Henry Primrose.) In what shape do you keep your papers—in the old fashion?—No, that has been abolished. We keep our papers like everybody else.

36,993. How long since that has been altered?—Since 1906 when the registry was introduced.

36,994. To what extent do you type? Is a dispatch from the Secretary of State typed?—Yes, practically everything is typed.

36,995. I see in the regulations for the examinations that candidates who have been nominated by the Secretary of State, and have to attend at the usual First Division examination may, if they like, be also examined in the general open competition?—Yes.

36,996. As a matter of fact, do most of the men enter for that as well as for the Foreign Office examination?—I do not know any case where a man has succeeded. I have several times myself urged candidates to do so, but I cannot say to what extent it is done.

36,997. But you can answer to that extent, that, whether they have done so or not, nobody nominated by the Secretary of State has come within the number of places that have been allocated for the particular examination to the Service at large?—I am not aware of any case.

36,998. As regards those who are nominated and who sit at that particular examination, the papers that they do take are precisely the same as the papers given for the general body of candidates?—So I understand.

36,999. Only the total number of marks is limited to 4,000 instead of 6,000?—Yes.

37,000. Does the Foreign Office fix a minimum number of marks. Supposing you have four vacancies and three men pass a very good examination and the fourth is rather a long way off, would he be passed because he was fourth, or would he be excluded as not having come up to the particular standard?—There is a qualifying standard, and if the candidate has reached the qualifying standard and there is a vacancy I take it he must be appointed.

37,001. Is that qualifying standard fairly high?—I think it varies in different subjects, but I think it is fairly high in languages. It is 50 per cent. I think.

37,002. Have you noticed at all how the marks given to Foreign Office candidates compare with the marks obtained by the successful candidates in the general examination?—No, I have not studied that.

37,003. I suppose in languages, at any rate, they would probably hold their own?—We exact a very high standard in French and German.

37,004. There are compulsory subjects like French and German, and probably one other language?—No. I think French and German are the only subjects in which qualification is absolutely necessary; the rest they can choose.

37,005. But do they not, as a rule, choose one other modern language?—I do not know that it is so customary as it used to be. (Mr. Tilley.) Not now.

37,006. What proportion of them take Greek and Latin do you think, a large number?—(Sir Eyre Crowe.) A fair proportion, I think, but I am not certain. This scheme of examination is comparatively new. It was only introduced in 1907, and our experience of it is not very large. We have had good classical men. The subjects they mostly go in for are history, political economy, and more modern subjects, and English.

37,007. I noticed in the matter of examinations that nominations do not seem to be required for the Levant Consular Service?—Yes. They used not to be required for the China Consular Service, but they were made general for all branches some time ago, largely owing to the report of the Walrond Committee.

37,008. In paper Q, at the top of page 3, paragraph 4, it says, "Candidates for the Consular Service in the Ottoman Dominions, Persia, Greece, and Morocco are selected by open competition"?—I think this must be an old instruction.

37,009. When was that change made? In the next paper, R, issued by the Civil Service Commission, it says, "The following regulations apply to

"persons who may be nominated by the Secretary of State"?—It is undoubtedly nomination. I do not understand where this other statement comes from. I cannot at the moment explain the discrepancy; I will examine into it, but it is not accurate at present.

37,010. Do you think it was accurate at the time when this was printed?—I should be sorry to say it was not accurate.

37,011. It would be interesting to know, if there had been open competition, why it was abandoned for the Levant Consular Service?—Yes, it was the result of the recommendations made by the Committee presented over by Sir William Walrond in 1903.

37,012. Yes; they say, "The Committee find that the British Consular Service in the Levant," and so on, "also by means of open competition"?—Then that Committee recommended for the general Consular Service that the examination system should be introduced, and it was in that connection it was made uniform. That was in 1903. I cannot tell you the exact year in which the change was made, but I can find it out.

37,013. Evidently it was in consequence of that recommendation?—Yes.

37,014. I do not remember that they gave any reasons for that. However, speaking from your experience do you think the change has been an improvement?—Yes.

37,015. Are you on the whole getting better men?—Yes.

37,016. In the case of appointments such as the Foreign Office appointments, I suppose the nomination is merely a process of excluding undesirable people?—Yes.

37,017. (Chairman.) Looking at these two papers of the Civil Service Commissioners' marking for the year 1913, I notice that none of the Foreign Office clerks took Greek or Latin, and that in the examination for the attachés—that is the Diplomatic Service—they also abstained from taking Greek and Latin. They took the English groups, Italian, Spanish, French, and German, natural science, English history, and so on, political economy, political science, handwriting, and mathematics?—I think they can take any of the subjects in the Class A list.

37,018. Provided they do not get over the 4,000 marks?—Yes.

37,019. None of them took Greek and Latin on this occasion, or mathematics?—I see that.

37,020. We can get information on that from the Civil Service Commissioners?—Yes.

37,021. (Sir Henry Primrose.) Have you many men in the Foreign Office who have taken their degree at the university?—Yes, a good many men.

37,022. And men who have taken honours?—Yes.

37,023. (Chairman.) How do you count the two years during which papers are kept in the sub-registry?—From 1st January to 1st January—the calendar years.

37,024. (Mr. Graham Wallas.) Some of the work done in the Foreign Office is rather closely akin to the work done in the Board of Trade, is it not?—They deal, of course, with trade in various countries through our consuls, yes.

37,025. But sometimes it is your duty to work in close conjunction with the Board of Trade?—We always do that, but there is a certain division of work.

37,026. And some of the work of the Board of Trade is very closely akin to work done by the Consular Service?—Quite so.

37,027. Has it ever happened that a man has been transferred from the Board of Trade to the Foreign Office or the Consular or Diplomatic Service?—I do not remember any instance.

37,028. Nor from the Diplomatic or Foreign Office Service to the Board of Trade?—No, I do not remember an instance of it.

37,029. In the case of the Diplomatic Service the financial difficulty would stand in the way?—Transfers to the Diplomatic Service are really unknown except from the Foreign Office itself by way of exchanges. I do not think from any other office people ever have been transferred to the Diplomatic Service.



29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

37,030. Supposing the financial difficulties were got over, do you think it would in certain cases be an advantage that there should be men in the Foreign Office and the Diplomatic Service or Consular Service who had experience of the Board of Trade and *vice versa*?—Yes; but it would be very necessary that the men who had experience in the Board of Trade should also have very large diplomatic experience. I think merely to go out with commercial experience would be hardly sufficient.

37,031. Cannot you call to mind cases in which it would be to the advantage of both services that there should be a certain amount of common experience; that is to say, that there should be men in each service who had some experience of the other?—Our commercial work is very largely done by the commercial attachés, who work for a time in the Board of Trade and who are closely connected with it.

37,032. That is to say, they are seconded to the Board of Trade while remaining attachés?—Yes.

37,033. But on the other hand no person who starts at the Board of Trade can afterwards become an attaché?—It has never been done; but there is no rule against it.

37,034. Some of your work again is rather closely allied to some of the work done in the Colonial Office?—I should say not so closely allied. We deal with questions which may occupy the attention of any Government office. Any question of foreign relations of which the subject is a colony naturally engages the attention of the Colonial Office, but the Colonial Office deals largely with administering territories, and those are questions we do not deal with.

37,035. You actually transferred a large lot of work in Protectorates to the Colonial Office?—That is because we were doing work which was not ours.

37,036. That is to say, it was work on the edge; you were doing work which was akin to theirs?—It was, and that is why we got rid of it.

37,037. Has there been any exchange of personnel in connection with the Colonial Office?—In connection with the transfer of Protectorates several of our men were, I think, transferred from our office to the Colonial Office.

37,038. But no men transferred from the Colonial Office to the Foreign Office or the Diplomatic Service or the Consular Service?—No.

37,039. Then to shift to the internal arrangements of the office, I understand that in these various departments of the political service there are no subordinate officials. The department consists entirely of higher officials?—They are subordinate in years and rank, of course, but they belong to the upper division.

37,040. But the subordinate and routine work is done in these political departments by members of the registry, or the library, or copying staff?—To the extent of keeping registers and indexing.

37,041. In the case of registry and indexing, while they are supposed to be part of a general registry service, in fact a good many of the men are assigned, under the name of a sub-registry, to some one or other of the political departments?—That is accidental. The sub-registry is worked by floors; we have one on each floor. The object of the sub-registries when instituted was to promote dispatch and to avoid delay, and therefore they were placed on the separate floors, and whatever departments are on one floor deal with that sub-registry. We from time to time change the location of the departments according as they grow or dwindle. At present the lower floor is entirely occupied by the political department, but that is an accident, it may change to-morrow.

37,042. But there will be no difference except in name if these persons who are called members of the staff of the sub-registry attached to, say, the Far Eastern Department become subordinate officers in the Far Eastern Department?—They are not attached to any department.

37,043. But in the sub-registry they work for the department?—They may have the papers of all the departments on that floor, and there are generally three or four departments.

37,044. The Ridley Commission criticised very severely a number of the more mechanical sides of your arrangements. It took two years to bind the papers and they disappeared for the two years during which they were being bound; but that is all old history now?—Yes; the binding has been abolished. There was a good deal to be said for the old system, and nobody has yet known how to overcome the difficulty when the time will come to bind them. It will have to be done some day when these papers go to the Record Office. The difficulty has been shelved at present.

37,045. Invention may have gone so far that it takes less than two years to bind them?—It never took two years to bind them.

37,046. (Chairman.) Have you ever consulted the method which they have of dealing with these papers in the Treasury?—Yes, I, myself, examined carefully into the registries of all the Government departments before the system we have now was introduced.

37,047. (Mr. Graham Wallas.) Then, except on your own initiative, do you receive suggestions from the Treasury or from the Stationery Office as to methods of filing and dealing with documents—labour-saving apparatus?—No.

37,048. At present it depends upon whether it appears advisable to you to try and find out what is being done?—Yes.

37,049. There is no organised arrangement by which the Government suggest to you that there is some new method or invention which has been made to help you?—None.

37,050. In your department labour-saving apparatus—if I may so call it—is very important, because you very often have to use very highly paid work for routine purposes?—I should say not, unless you think the second division clerks are too highly paid for the work they do.

37,051. No. For instance, in the old days a Foreign Office clerk used to have to copy documents in his own hand?—But that has all been altered.

37,052. Now you make him copy by typewriter?—Rarely. It is nearly all done by the lady typists.

37,053. How are your lady typists selected?—I think they are personally selected.

37,054. I know, but there are 5,000,000 persons in London only. What steps are taken to ascertain that you get the right persons?—I must inquire about that; I cannot tell you; I do not know. (Mr. Tilley.) The private secretary to the Secretary of State has a list of candidates, and I think they pass a qualifying examination.

37,055. How do people get on to the list of candidates?—I do not know how.

37,056. (Chairman.) You may send us a memorandum upon that?—(Sir Eyre Crowe.) Yes, I will find out.\*

37,057. (Mr. Graham Wallas.) Do your typists act also as shorthand typists?—(Mr. Tilley.) Two or three of them do.

37,058. Do they attend on high officials to take down documents in shorthand sometimes?—Yes, chiefly the Permanent Under-Secretary of State.

37,059. They are paid at the ordinary rate of shorthand typists?—Yes, the ordinary rate.

37,060. Have you ever received a request from them that when they are, in fact, for many years doing important secretarial work of that type they should be paid at a clerical rate rather than the typists' rate?—I do not think so. We have only two qualified shorthand writers, and they have not been working very long, only a few years, so I do not think the question has arisen.

37,061. (To Sir Eyre Crowe.) You said in each subject in the examination for the Foreign Office there are qualifying marks?—Yes.

37,062. You mentioned half-marks; do you mean that failure to get the qualifying marks in any single

\* The lady typists are recruited from a list of applicants kept by the private secretary to the Secretary of State. When there is a vacancy the Secretary of State nominates four or five candidates who pass a competitive examination. No special steps are taken to obtain candidates, but they must produce satisfactory recommendations.—E.C.



29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

subject disqualifies a candidate absolutely at the examination?—That is so as regards French and German, but it is really a technical question for the Civil Service Commission.

37,063. (*Mr. Boutwood.*) I am not quite clear on the question of transfers between the Foreign Office and the Diplomatic Service. You spoke at one time of transferring a man from the Diplomatic Service to the Foreign Office when there is a vacancy in the Foreign Office. When that happens is he transferred permanently?—I was referring to permanent transfers, and if you want a permanent transfer without an exchange you can only do it when there is a vacancy which you can fill.

37,064. Do you have permanent transfers from the Foreign Office to the Diplomatic Service?—Yes, they are rare, but they happen in both cases.

37,065. Who are the commercial attachés? Are they the ordinary diplomatic men, assigned to commercial work, or a different class?—They are a different class. They are generally recruited from the Consular Service, but they are special appointments. They may be recruited from almost anywhere, but generally they are taken from the Consular Service—sometimes a Foreign Office clerk is appointed.

37,066. Is there any special examination?—No special examination for that post.

37,067. (*Chairman.*) They must have passed into the Consular Service?—Yes, or been Diplomatic or Foreign Office clerks—we have had some from each branch.

37,068. (*Mr. Boutwood.*) There is one term here that rather puzzles me because I am not conversant with your organisation. I see the Foreign Office assistant mentioned once or twice. For instance, in the paper submitted from the second division clerks they talk about some posts in the Treaty Department being given to the Foreign Office assistants?—The “assistant” is a designation of rank and position. We have three classes of clerk on the diplomatic establishment—senior clerks, assistant clerks, and junior clerks. They are three grades.

37,069. They are grades in your higher division?—Yes. The word “assistant” is also used in its ordinary and non-technical sense in the case of other appointments, such as the second in command in any department, whether belonging to the higher division or not.

37,070. So this particular complaint of the second division means that the posts they were looking forward to have been filled by higher division men?—Yes.

37,071. I thought it meant that; but when you go to the Report of the Ridley Commission there must be some other kind of “assistant,” because they recommended the abolition of supplementary clerks. In the first place—it is only ancient history, but I should like to know, who were those supplementary clerks?—They were clerks who passed generally a high examination, but they were a different class and differently recruited, and had an examination of their own. In our office they were partly also subject to nomination.

37,072. Comparable with what?—They were a class of their own, something intermediate between what is now the upper division and the second division. When the extension of the second division was made it was recommended that they should be abolished.

37,073. And then it is said, “the Foreign Office accepted that recommendation except in the case of ‘assistants.’” That is another sort of assistant. That does not mean a grade in your higher division?—I do not quite understand the allusion.

37,074. The Ridley Commission recommended virtually the abolition of the supplementary grade, and then the Foreign Office accepted that recommendation, “except in the case of assistants”?—Where does that statement occur? We agreed—as all the offices did—to the abolition of supplementary clerks. As a matter of fact, we have one left who is now the assistant in the chief clerk’s department. I do not know whether that throws any light upon it.

37,075. Perhaps it does?—But there was no question of not accepting the recommendation—on the contrary, we made all preparations to fill their places with second division clerks. (*Mr. Tilley.*) We promised to

promote second division clerks, but not to be “assistants” in the Treaty Department or in the Library. We promised to fill posts which had been held by what is called first class clerks in the Treaty Department and Library by the second division, but not the post of “assistant” in Library, or “assistant” in the Treaty Department. That is what is meant.

37,076. Going back to your registry, it must be a rather complicated process. How long does it take before a letter reaches the man who has to deal with it?—(*Sir Eyre Crowe.*) It depends a little upon the previous correspondence to be consulted, and also upon whether the paper is considered to be urgent or not. I think we deal with our papers more rapidly than any other department, as far as my experience goes. A very large part of our correspondence is telegraphic, and in the case of that correspondence we often get the paper in and an answer sent off in three or four hours, including the time necessary for reference to the Secretary of State.

37,077. The Chairman asked you about the abolition of boy clerks, and the consequence of it, and you spoke of employing junior second division men on that work; but could you really ensure a constant flow away in the course of about six months? Would not it inevitably mean that, against your will perhaps, they would stick at that work somewhat indefinitely?—We have only four such clerks.

37,078. And you think you could work them off into other branches?—We should probably have a certain number of vacancies every year, but, of course, a chapter of accidents might land us with having to keep a man for longer. It could not always be avoided, but then a man might take his turn and come back to it after six months.

37,079. I see in your legal branch there does not seem to be anybody but the legal adviser and the assistant legal adviser?—Yes, we have no legal department proper. Each department works its own legal cases. We get an opinion from our legal adviser, and the correspondence is dealt with in the respective departments.

37,080. So you have not a system of personal clerks to your legal advisers?—No.

37,081. (*Mr. Philip Snowden.*) Are your second division clerks sent to you in the ordinary course by the Civil Service Commissioners?—Yes.

37,082. They do not specially select them on account of what is described as the sense of the greater responsibility of the work in your office?—No, I am sorry they do not. We specify that we want a man who has a knowledge of French, and they pick out men who have done well in French. That is all they consent to do. We made an endeavour when starting the registry to get a principle of selection accepted, but it was ruled out as being contrary to the general rule of the second division service. We must take the men who are assigned to us.

37,083. You think the work of the second division clerks in the Foreign Office is more responsible than that of the second division clerks in the other departments?—Only in the sense that we are dealing with confidential papers—not otherwise.

37,084. But I think Mr. Tilley suggested that they might be paid at a higher scale than the second division clerks in other offices?—(*Mr. Tilley.*) I was speaking of those clerks in my own branch—the Accountant’s Branch—because they do a rather higher class of work than the other second division clerks in the Foreign Office for the reason that they make suggestions and criticisms and do a certain amount of administrative work of that kind.

37,085. They have been recruited in the ordinary second division method?—Yes.

37,086. If they were placed upon a higher scale of salary, is it not possible that there might be some protest from the second division clerks in other Government departments?—I should not suggest that they should be paid higher than the second division clerks in other departments necessarily. I think in the Paymaster-General’s Office, and one or two other offices—the Audit Office—they have posts open to second divi-

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

sion clerks which are more highly paid than the ordinary second division clerks can hope for.

37,087. You suggested that there should be an intermediate grade?—We have practically asked the Treasury to put them into an intermediate grade.

37,088. And you would promote the existing second division clerks into the intermediate grade?—Yes.

37,089. All of them?—Yes. That is what we asked might be done—all the clerks in the financial department.

37,090. (To Sir Eyre Crowe.) With regard to the antecedents of certain members of your staff, and their official history, I take it that all the assistant under-secretaries are men who entered the Foreign Office service in the way that has been described to us this morning?—Yes. Some have entered the Diplomatic Service and some have entered the Foreign Office.

37,091. (To Mr. Tilley.) Are you officially described as "controller of Commercial and Consular affairs"?—(Sir Eyre Crowe.) That is Mr. Law. (Mr. Tilley.) No, I am described as chief clerk. Mine is a financial department.

37,092. I do not know whether you are under the Permanent Under-Secretary of State or the Assistant Under-Secretary of State. There is the Superintendent of the Treaty Department and then there is nobody with more than 700*l.* a year. Where do you come in?—I come in just above the senior clerks, as chief clerk of the Foreign Office. In 1912 my predecessor was one of the senior clerks who was in charge of the financial department.

37,093. What has been your history in the Foreign Office?—I have been on the diplomatic establishment always, in the ordinary political divisions of the Foreign Office, and abroad.

37,094. And now you are at the head of what one might call the financial department?—Yes, financial, general discipline and regulations, and that sort of thing.

37,095. Did you go straight into that department in this position?—Yes. Up to six months ago I was head of a political department.

37,096. Is not the work upon which you are engaged now different in its nature from that which you have been previously engaged in in your service?—Yes, it is certainly different, except that at one time of my life I was in the Consular Department, and my present work is very much connected with the Consular Service. A great deal of my present work is connected with the office allowances, the local allowances, and the general arrangements of the Consular Service.

37,097. Is not yours a post that might very well be filled by a competent man who had served his time, as it were, in the office?—You mean a second division clerk?

37,098. Yes?—I should say not. I have to exercise a certain amount of control over members of the Diplomatic Service, the Foreign Office and the Consular Service, because questions are constantly arising about their leave, their privileges and their behaviour, and that sort of thing, and I am to a certain extent responsible for all those sort of questions. I have to deal with Ambassadors and Ministers in the way of querying their accounts, their proceedings, and their leave.

37,099. But you told us that the ordinary second division clerk has to do a certain amount of administrative work?—Yes. He makes suggestions as to these things. If an Ambassador wants more leave, or to know whether he can have so much leave on full pay, or whether his salary can be increased, and that sort of thing, he comes to me. There are a number of questions of that sort.

37,100. If the second division clerk of more than ordinary capacity had had 20 years' experience in that department with progressive responsibility, might not he be quite competent to fill that post which you now occupy?—It is rather difficult for me to say perhaps.

37,101. May I say this, that experience of the other departments of the Foreign Office or the Diplomatic Service is not essential?—Yes, I must say it is essential certainly.

37,102. Who holds the position of librarian now?—(Sir Eyre Crowe.) We have quite recently appointed

Mr. Blech to this position, who has up to now been in the Consular Service. He was Consul-General at Port Said. We have had great difficulty about this post. It was one of those filled hitherto by a supplementary clerk, and the librarian resigned, and it was very difficult to know what to do with this post. It was not originally contemplated to appoint a second division clerk to it; nevertheless it was considered whether there was anybody who could fill it from the second division, but it was found not. Nor was there anybody on the diplomatic establishment of the office whom the Secretary of State considered to be possessed of the special qualifications required. It is a peculiar post. The question of bringing in a total outsider was also considered but had to be rejected; for while some of our librarian's work is like that of an ordinary librarian, his principal work is very different, because it really means dealing with Foreign Office papers for Foreign Office purposes. It was then decided to offer the post to Mr. Blech, who appeared to have the necessary qualifications. He has done a good deal of historical research work for himself. He has a good pen and has written for the Cambridge Modern History. He distinguished himself when at the head of the Archives of the Embassy at Constantinople, which is a very big place, rather like a small Foreign Office. All that taken together decided the Secretary of State to offer him the appointment, which he has taken, and I feel confident he will be successful.

37,103. Some part of the work of the librarian will be similar to that of the registrar?—No.

37,104. Is it not a sort of glorified registrarship?—No. The librarian is responsible for the whole of the library, which, of course, includes the registry. He has to decide all questions as to the manner of preserving the archives and making them accessible for use; but his chief duty is himself to use the archives and advise on the matters contained in the papers.

37,105. Is the assistant to the librarian a man who entered by this Foreign Office scheme?—The assistant librarian was hitherto a supplementary clerk. When the vacancy occurred it was decided to promote a second division clerk. In fact, the library has grown so much that it was decided to create two assistants, and both of these assistantships have been given to second division clerks specially selected, who, I think, will do very well. The appointments have only just been made—two months ago.

37,106. There is a deputy marshal of the ceremonies with a salary of 350*l.* a year?—That is a special appointment, and is held by an officer who is a survival of the supplementary clerks. He is an official go-between, between the Lord Chamberlain's Department and the Diplomatic Corps. His functions are largely connected with the ceremonial etiquette of the Court.

37,107. Is that a post to which a second division clerk may hope to aspire?—I think that would be very difficult. I do not know what will happen to the post when the present holder is no longer there. We have not considered it. It is quite possible that the appointment may be merged into some Court post.

37,108. The number of staff posts open to second division clerks seems to bear a fairly large proportion to the total number. You have in Mr. Tilley's department four staff officers and nine second division clerks?—(Mr. Tilley.) And the assistant, I might say. (Sir Eyre Crowe.) The assistant belongs to the class of supplementary clerks, and when he goes (which may be next year under the age limit) his post will probably be given to a second division clerk.

37,109. But in the Treaty Department you have a staff officer and two second division clerks?—The staff officer is specially selected for the Treaty Department, and deals with technical questions arising in connection with formalities of treaty making, ratification, the application of Orders in Council, ceremonial, and similar questions, etc., and a certain amount of mechanical work connected with writing Royal letters.

37,110. (To Mr. Tilley.) You cannot be engaged in superintending the work of ordinary second division clerks, because you could not very well have one man to superintend the work and two others to be overlooked in that work?—My department is roughly

29 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

divided into three main branches, and there is a staff officer at the head of each. One deals with the Foreign Office and the Diplomatic Service, one with the Consular Service, and one with the service in the Far East. Each of those staff officers has one, or in some cases two, under-studies, who assist him. The other staff officer is the head of the book-keeping department.

37,111. Is the difference between the work of the staff officers and of the ordinary second division clerks so great as to justify the difference in the pay of the two?—The staff officers are practically at the head of their particular branches, and the others are young men

working under them, who may have just come in; they are juniors.

37,112. But all the second division clerks cannot be new recruits?—No, they are not all new recruits, but they have a varying number of years' experience.

37,113. Would one be justified in assuming that the staff posts are being created in order to, in a sort of way, satisfy the desires for promotion on the part of the second division clerks?—No, I do not think it would be fair to say that. You do require one responsible man at the head of each of these branches dealing with accounts.

## NINETY-FIRST DAY.

Thursday, 30th April 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.  
The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.  
Mr. ARTHUR BOUTWOOD.  
Mr. JOHN ROBERT CLYNES, M.P.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.  
Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. PHILIP SNOWDEN, M.P.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.

Mr. N. E. BEHRENS (*Secretary*).

Sir EYRE CROWE, K.C.M.G., C.B., recalled and further examined. Mr. J. A. C. TILLEY was in attendance.

(*Witness.*) Would you allow me to make a few remarks on one or two points which arise directly out of the evidence given yesterday?

37,114. (*Chairman.*) In addition to, or in modification of what you have said?—In explanation.

37,115. Certainly. You will also be able to make corrections in the proof of your evidence, which will be supplied to you?—A question yesterday related to two papers which were furnished being contradictory. One was an extract from our general Consular Instructions speaking of the Levant Consular Service as being entered through open competition, and another paper spoke of it being limited competition. The fact is that the last edition of the Consular Instructions, as printed, is dated 1907, and the change of introductory nominations in the case of the Levant Consular Service was made in 1909. This chapter of Consular Instructions was furnished for other purposes than this one particular point which occurs in it.

37,116. I think Mr. Tilley said something to the effect that we were referring to instructions which had become obsolete?—It was an extract from the book of Consular Instructions printed in 1907 and not reprinted since. The further point is one of greater difficulty. Sir Arthur Nicolson yesterday readily fell in with a suggestion made by one of the Commissioners that we should furnish an account of the antecedents and the parentage of all the members of the Diplomatic Service.

37,117. Only those who had passed by the open competition. Mr. Snowden asked the question, I think?—The limited competition?

37,118. Those who have been examined by the Civil Service Commission and passed in in that way?—The matter has been referred to Sir Edward Grey, and he says he is in a difficult position. He, and other Secretaries of State before him, have made it a point not to inquire into the parentage of candidates, except as regards their nationality, for obvious reasons. He consequently does not possess the information desired, which, therefore, he could only obtain by issuing a circular of instruction to all diplomats abroad, and it would take some time to get the information, and it is open to misconstruction. It might appear that he wanted to institute a system of investigating what a man's father is in order to decide whether he should

have a nomination or not, and that has been particularly avoided hitherto. Perhaps the Civil Service Commission has the information. If, however, the Commission desire the Secretary of State to issue such a circular, Sir Edward Grey would be glad to be fortified by some official statement on their part in the form of an official letter.

37,119. We do not want to get from Sir Edward Grey anything contrary to the rules of the department so long as we know the rules?—If the Civil Service Commission could supply the information Sir Edward would have no objection.

37,120. We have asked them to supply it; if they can do so, no difficulty arises, and if they cannot do so we will consider your statement?—And then, perhaps, you will address Sir Edward Grey officially. He is willing to act as desired, but he wishes for some authority.

37,121. If the Commission consider it desirable we will address him?—Thank you.

37,122. (*Mr. Graham Wallas.*) You have been kind enough to give us a memorandum respecting the nomination system, and if you turn to page 9 of the memorandum you will find it stated: "It is therefore on the one hand manifestly desirable that there should be some means of excluding from the Diplomatic Service individual persons whose circumstances of birth, parentage, or upbringing are such as would in all probability condemn them to official sterility, or make their employment in some of the more important countries a practical impossibility?"—As I said just now, the only cases where we do require information as to parentage is where the statement is not furnished by the candidate that his parents were both of them born in the United Kingdom, or where there is a *prima facie* presumption of foreign extraction.

37,123. This statement in paragraph No. 25 has to be limited by what you say?—Yes, it has. You will find it is limited by the connection in which it appears, namely, in connection with nationality chiefly.

37,124. If the man is of British nationality?—British nationality alone, no. We require him to say that both his parents were born in the United Kingdom. If that is stated then we do not generally inquire.

30 April 1914.] SIR EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

37,125. You get no further information about his birth, parentage or upbringing?—His upbringing, yes, but not his birth or parentage.

37,126. (Sir Kenneth Muir-Mackenzie.) Do you mean that when an application is made to the Secretary of State for nomination of a young man, the Secretary of State does not know who his father is?—No.

37,127. (Mr. Boutwood.) He does not know what his father is?—The information may be available, because it may be that the father applies for the nomination. No doubt that sometimes happens.

37,128. (Chairman.) But on such an application would the Secretary of State not make inquiries?—No.

37,129. None at all?—No.

37,130. Then when the boy goes before the Selection Committee would the Selection Committee make inquiries on the point?—No; apart from the question of nationality they would not inquire as to the status of his father. They go entirely by their personal impression of the candidate.

37,131. (Mr. Graham Wallas.) Even if his name is obviously a foreign name, if his parents were both born in England, do you make no further inquiry?—If it is obviously foreign I think inquiry might be made.

37,132. Then you judge in that case from the name?—Yes.

37,133. (Chairman.) The Civil Service Commissioners have to examine him?—Yes, when he has got his nomination.

37,134. Then do not the Civil Service Commission issue to him any paper to be filled up by him whereby they may be informed as to his parentage and upbringing, as is done, I believe, in connection with the ordinary Civil Service examinations?—I am sorry I cannot say.

37,135. We will find that out from the Civil Service Commission?—They are not papers which are furnished to us.

37,136. At the moment it seems to me an extraordinary degree of abstinence on the part of the Foreign Office?—I have not myself sat on the Selection Board, but this is the information given me by Sir Edward Grey's private secretary that a particular point is made of refraining from inquiring into the antecedents of candidates.

37,137. I think there must be some misunderstanding?—It was very explicit. The Selection Board mainly limit themselves to personal impressions of the candidate himself.

37,138. When a candidate desires to apply for an appointment, is the candidate furnished with any form from your office on which the application is to be made?—I believe there is no prescribed form. He is told that an application or a recommendation must be made by somebody who is known to the Secretary of State.

37,139. No form on which the application is to be made giving certain information and certain details regarding the candidate?—I am not sure that there is. I believe almost any statement is accepted, but candidates are required to give certain particulars as to upbringing, as to schools and certificates of masters.

37,140. You can only give this information second-hand?—Yes. I never have sat on a Selection Board.

37,141. Who can give information first-hand?—Sir Arthur Nicolson sits on the Selection Board.

37,142. I did not ask him the question?—He presides over it, in fact.

37,143. Who deals with these applications for nomination?—The private secretary.

37,144. Would not the private secretary be the proper person to inform us?—Certainly.

37,145. I think we must ask Sir William Tyrrell to come here. At the moment I, myself, cannot see any objection to requiring a candidate applying for a nomination to state what his father's profession was, what schools he was educated at, and so forth?—Information as to the schools we insist upon, but I understand the reason for refraining from asking the former question is the desire to avoid any idea of nominations being refused on account of a man's parentage.

37,146. Has that self-denying ordinance been long in force?—That I cannot say. I am told it is the established rule.

37,147. We shall get it from the private secretary?—Yes.

37,148. In the meantime we will get from the Civil Service Commission what information they have?—Quite so.

37,149. With reference to the question of pay which we discussed at some length yesterday, it occurs to me to put to you some questions regarding the appointment and the emoluments of the naval and military attachés. Are they appointed by the Board of Admiralty and the War Office?—The Secretary of State appoints them, but the appointments are made on the proposition of the Secretary of State for War or the First Lord of the Admiralty. Their salaries are borne on the War Office or Admiralty Votes. We do not meddle with their salaries at all.

37,150. Are they given any allowance beyond their regimental or staff pay?—I believe they are given a fixed rate of pay whilst they are attachés. (Mr. Tilley.) They have a special salary.

37,151. Does that salary vary with the place at which they are stationed?—Yes, I think it does. (Sir Eyre Crowe.) The pay is not given in our lists, as it does not figure in our estimates at all. We could find out from the Admiralty or the War Office.

37,152. Is the appointment for a limited period?—Yes, generally, I think, for four years.

37,153. It may be extended, I suppose?—Yes, or it may be shorter.

37,154. They are proposed by the War Office or the Admiralty, as the case may be, and the appointment is made by the Secretary of State?—Yes.

37,155. Is any regard at all paid to the existence of private means?—I believe it plays a large part in the selection which the Army and Navy make for the posts. I understand there is often considerable difficulty on that score.

37,156. Shall we get that information from the Admiralty and the War Office?—Yes.

37,157. You could not furnish it?—It would not be authoritative.

37,158. But the naval and military attachés form part of the life of the embassy?—Yes they are part of the regular staff of the embassy. They report to the Ambassador, and take their instructions from the Secretary of State for Foreign Affairs.

37,159. (Mr. Boutwood.) Is the same true of the commercial attaché?—Yes, except that he is selected as well as formally appointed by the Foreign Office.

37,160. (Chairman.) So that if there was any definite rule introduced in regard to the emoluments of the Diplomatic Service it would also, in order to ensure equitable life in the embassy, have to apply to the naval and military attachés?—It would, equitably.

37,161. (Mr. Shipley.) I was away yesterday and may ask questions which you have already answered. The ordinary first class clerks in the Foreign Office pass in exactly like the Treasury or other clerks, or do they have to know special French and German?—It is the same as for the Diplomatic Service.

37,162. You have officers going to Ceylon, and so on. Are they taken from the same examination?—No. Those are Colonial Office appointments.

37,163. The Consular Service is a different examination?—Yes.

37,164. The Levant Service is also a different examination, and they are paid when they pass in until they qualify?—There are different systems. The Levant Service is differently arranged from the China Service. In the one case they receive their pay and go direct to their posts where they are trained—that is in China. In the Levant Service, owing to a change made many years ago, they receive the first part of their training at Oxford or Cambridge, and receive their pay whilst there, and from that pay certain deductions are made for university fees.

37,165. Is that considered to work well?—Yes.

37,166. When they once get in you do not think there is a tendency for them to say: "The Government has spent so much money on me; I need not work

30 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

"very hard" P—I have not heard that. The Government on its part takes security that the man shall really work satisfactorily, and makes the candidates enter into some surety that they will repay the expense incurred by the Government in regard to their training if they do not continue.

37,167. Do you get reports as to their work P—Not by any system of confidential reports, but during their period of training we get reports.

37,168. I gather that you would be in favour of exchanging from the Diplomatic Service into the Foreign Office and *vice versa* rather more than is done at present P—It is done very much at present. Whether it could be still further extended I do not know, but it is very common now.

37,169. Do you think also that the Consular Service could be interchanged with the other with advantage to the Service P—Not with advantage to the Service.

37,170. There have been wonderful cases—Sir William White started as a consul P—There have been cases where consuls have been appointed to diplomatic posts with great success—quite a number in the Service now were originally in the Consular Service, but that is not a regular system. Those are exceptional appointments.

37,171. Exceptional men P—Yes.

37,172. In France are not all these three branches one P—No, not in fact. The Consular Service in France is entered by the same examination as the Diplomatic Service, but after passing the examination the men are appointed to either one or the other.

37,173. How are the translators at your office paid P—We have three translators, and they receive a fixed allowance in addition to their pay of about 100*l.* a year. They are expected to translate documents from practically any except Oriental languages, which we refer to the British Museum. No French documents are translated, and a certain number of German documents are not translated, but other documents have to be translated unless they reach us translated from the embassies and legations abroad; a large number of translations are made there.

37,174. You do not call in outside help P—Sometimes, if there is special pressure—a Royal Commission might ask for a translation of a long law of Denmark, which would take a very long time to translate, and in such a case we should get special permission from the Treasury to employ outside translators.

37,175. Is the accommodation at the Foreign Office adequate for the staff P—It is just adequate. We have expanded a great deal, and if we are going to expand very much more we may become cramped, but at present we have sufficient room.

37,176. (Chairman.) Do the translators work under the librarian P—No, in the departments. They do the translation work out of office hours.

37,177. (Mr. Hoare.) What kind of officials are they P—Junior clerks on the diplomatic establishment.

37,178. Do they get the appointment by examination P—Yes, competitive examination.

37,179. With an extra allowance P—Yes; they draw an allowance in addition to their pay, and the work is done out of office hours.

37,180. The number is limited P—To three.

37,181. (Chairman.) They are on the ordinary diplomatic staff, and specialise in a particular language P—Yes.

37,182. (Mr. Matheson.) You have one or two clerks in residence P—Four.

37,183. Do they draw extra pay P—They draw an allowance of 50*l.* a year and quarters. They do night duty chiefly.

37,184. They have to deal with anything that comes in when nobody else is there P—They come on duty as soon as the departments close and remain on duty until the departments open, and I may say their work consists mostly in dealing with telegrams, of which we have an enormous number. They have to get every telegram ready and decipher it and send it out in such shape that the Secretary of State can deal with it.

37,185. (Chairman.) Then they have night work P—Yes.

37,186. Are the four on duty every night P—No, they are on duty in turns. One is on duty for a week and he gets a couple of hours off in the day from his ordinary work to give him a rest. Sometimes the work is very heavy. Sometimes the other men in residence help him, but we have periods in which we have to tell off junior clerks to go and work at night with the resident clerks and give assistance.

37,187. (Mr. Matheson.) How long would that appointment last P—They hold it up to the rank of assistant or until they marry.

37,188. It might go on for some years P—Yes.

37,189. (Chairman.) Have you found out whether that has any injurious effect upon their health P—No, I have myself been a resident clerk for 13 years. At times the work is heavy.

37,190. It may keep you up all night P—Sometimes, but that is rare.

37,191. Then it is only by amicable arrangement among the clerks that they are able to have any rest during the day P—During the rest of the day the resident clerk is entitled to two hours off, either to lie down or to take exercise.

37,192. Are the office hours the same as generally—seven hours P—Yes, except that in reality they are a good deal longer. The resident clerk does not come on duty until seven or half-past seven in the evening instead of six, but meanwhile he works in the department during the day.

37,193. When does the office open P—At eleven. The registry is open at half-past ten, but the rest of the staff arrives at eleven.

37,194. (Mr. Matheson.) Supposing some very urgent business has to be dealt with in the morning before the general office work has begun, would one of the resident clerks do that P—He would if he could do it himself. That must be rare. As a rule he would see that it was at once referred to the proper authority at his private house by sending a messenger with it.

37,195. (Chairman.) Have the four clerks quarters in the Foreign Office P—Yes.

37,196. As each of them takes alternate duty for one week; each one is on duty once a month P—Yes.

37,197. If the work is particularly heavy during one night, is it open to the man on duty to call on any of the others to help him P—They must arrange it between themselves. He is responsible.

37,198. But he is not given any power to call upon them; they must arrange between themselves P—That is so.

37,199. (Miss Haldane.) What about Sundays P—He is on duty all Sunday, of course.

37,200. (Sir Kenneth Muir-Mackenzie.) Does he actually sit up in his clothes all night P—He does at times.

37,201. (Mr. Boutwood.) Can you tell me about the assistant in the Treaty Department P There seems to be some sort of grievance that it was given to one of the Foreign Office clerks. What was the reason of that P—The Treaty Department was formerly staffed by the supplementary clerks who were as a class abolished on the recommendation of the Ridley Commission. The Ridley Commission recommended that the lower appointments in the Treaty Department might very well be staffed by second division clerks in future, when the supplementary clerks disappeared. That recommendation did not commend itself to the Secretary of State, chiefly for the reason that since the time that the Ridley Commission made its recommendation, the Treaty Department has been enormously extended and was to be still further strengthened as soon as the supplementary clerks left. The two last of the supplementary clerks resigned last year, and it was therefore necessary to deal with this question practically. There seems to be no doubt that the second division clerks had got it firmly into their heads that they would obtain those posts. But as a matter of fact it became necessary to strengthen rather than run the risk of weakening the Treaty Department, because the work of the Treaty Department has very much increased, largely owing to



30 April 1914.] Sir EYRE CROWE, K.C.M.G., C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

the Peace Conferences, Hague Conventions and arbitration work.

37,202. What do they do in the Treaty Department?—They have a very large number of subjects to deal with. They are much occupied with questions of form and ceremonial—the formalities connected with the conclusion of treaties, the ratification of treaties, the obtaining of the Royal Assent, the King's signature to Royal Commissions, the drafting and actual writing out by hand of Royal letters that pass between the Sovereign and the heads of other States. They also deal with the technical side of various routine legal matters. Extraditions are ultimately decided by the Home Office, but many questions in connection with them have to be discussed in our office; the question of consular marriages now has been transferred to the Treaty Department in view of the staff being strengthened. There is a good deal of routine work to be done as to the application of Orders in Council, the Foreign Marriages Act, rules on nationality and the issue of passports. In addition this is the department which deals with general questions of international law, and that is a matter which has grown immensely in recent years. It was found during the former organisation of supplementary clerks that some of this work had to be kept out of the department because they could not cope with it, and it was considered desirable that in future, as these questions grew more complicated and important, the Treaty Department should take them in hand, and not only deal with the question but actually conduct the personal discussions and undertake the negotiations that were necessary at the Hague, and so on. From this point of view there was no one among the second division clerks really qualified to undertake work of that kind. It was, therefore, decided, with Treasury concurrence, to put the Treaty Department on the same footing as the other departments in the office instead of depressing it to the level of the second division clerks.

37,203. From what Sir Arthur Nicolson said yesterday, I gather really that the progress that a young diplomatist makes in the studies and experience that are supposed to be required of him, depends very largely on his immediate chief—the head of the legation or embassy?—To a certain extent it must depend upon him.

37,204. But does the Foreign Office look after that immediately at all?—Yes, they look after the selection of chiefs.

37,205. But it is virtually left to the chiefs?—Yes, the chief has great authority. I think you might compare it with the effect that a colonel has on the subalterns of his regiment.

37,206. (Chairman.) The chief of a department?—The chief of a mission abroad, either Ambassador or Minister, must have a great influence on the way the work is done by the juniors.

37,207. But you have only three officers on the establishment in the Treaty Department?—The Treaty Department consists now of three of the upper establishment, and we hope that will suffice for a time, but the work is constantly growing.

37,208. (Mr. Graham Wallas.) I understand there are two Boards of Selection in the office, which deal on the one hand with admissions to the Foreign Office and Diplomatic Service and on the other hand with admission to the Consular Service?—Yes.

37,209. I want to consider the methods of appointment for those posts, if there are any, which do not come before these Boards of Selection, and therefore I will ask you with regard to two or three posts whether they do come before the Boards of Selection. I will begin by asking you about the judges. The Foreign Office is responsible for the appointment of four extra-territorial judges?—Yes.

37,210. Does the appointment of those judges come before the Board of Selection?—No. The Secretary of State appoints those largely on the advice of his own legal advisers, but very often he takes the advice of the Lord Chancellor. They are appointments which have to be filled by professionally qualified men.

37,211. Is there a waiting list of applicants for such appointments?—I think there is.

37,212. The word "attaché" apparently has three meanings; a man may be a naval or military attaché, an attaché pure and simple, or an honorary attaché?—Yes, or a commercial attaché.

37,213. The commercial attaché is one of the ordinary staff of the embassy having special commercial duties?—He becomes a member of the ordinary staff of the embassy on his appointment. He is generally chosen from the Consular Service.

37,214. Is he chosen by this Committee of Selection?—No, that is a question of the Secretary of State promoting a man out of the Consular Service, or any body else, to a particular post.

37,215. The military and naval attachés are appointed on the recommendation of the War Office or the Admiralty?—Yes.

37,216. How is the attaché pure and simple appointed?—The attaché pure and simple is the first appointment of a man entering the Diplomatic Service in the ordinary way. It is the lowest grade of the Diplomatic Service.

37,217. The honorary attaché is appointed how?—By pure patronage.

37,218. Again, is there a waiting list of persons desiring to become honorary attachés?—I believe that is a matter of personal communication with the Secretary of State as a rule.

37,219. (Chairman.) He is unpaid?—He is unpaid, and not a member of the Civil Service at all.

37,220. (Mr. Graham Wallas.) On page 5 of the Foreign Office list there is half a page of chaplains—some honorary, and others paid. Take the paid chaplains?—Those are all patronage appointments.

37,221. But they do not come before the Board of Selection?—No.

37,222. Is there a waiting list in that case?—I cannot tell you exactly how that is. The Secretary of State, of course, consults the episcopal authorities. Some of the honorary chaplains are often recommended locally by the Ambassador or Minister on the spot. The Bishops of Gibraltar and for North-Eastern Europe have special visiting power over chaplains, and make recommendations to the Secretary of State for appointments.

37,223. Have you a list of those posts which are honorary and those which are paid, or may a post which is at one time held by a paid official be held at another time by an honorary official?—No, that is fixed in the estimates laid before Parliament. There are only certain paid posts, and the others are unpaid and honorary.

37,224. On what principle is it decided whether a post of chaplaincy shall be paid or honorary?—I believe certain paid posts are survivors. They have been from time to time diminishing owing to parliamentary and other pressure, and those posts where they are paid are special, there being special circumstances which militate in favour of keeping up a paid chaplain. At Constantinople, for instance, there is a chaplain. There there is a large British community, and the embassy holds a very special position.

37,225. Take Madrid?—At Madrid the chaplain has a very small salary.

37,226. The paid chaplain of Alexandria belongs to the Scotch Church. Why was that particular religion taken?—(Mr. Law.) That dates from about the year 1830. It is a survival of the old consular chaplains, of whom only two survive still.

37,227. On what principle is it decided that the chaplain at Alexandria should belong to the Scotch Church, and the one at Constantinople should belong to the Church of England?—There were found a certain number of Presbyterians ready to subscribe a sufficient fund towards the payment of a chaplain, and under an Act of 1834, or some such date, power was given to the Secretary of State by the Treasury in that case to supplement the salary by an equal amount up to a level of 500*l.* a year. There is another one in Brazil.

37,228. Then you have a number of typists in the office. Those, I understand, are not chosen by the Committee of Selection, but are patronage appointments?—



30 April 1914.] Sir EYRE CROWE, K.C.M.G.; C.B. (Mr. J. A. C. TILLEY was in attendance.) [Continued.]

(*Sir Eyre Crowe.*) Yes, made from a list. I have handed in to-day a short note in accordance with what I undertook yesterday. The lady typists are appointed by the nomination of the Secretary of State, and then pass a competitive examination.

37,229. And the ten office-keepers, and so on, are appointed in the same way by patronage without the help of the Committee of Selection?—Yes.

37,230. It must happen from time to time both in the Foreign Office and the Diplomatic Service that some special question—you instanced international law—becomes of recognised increasing importance. Does the Foreign Office ever take steps to secure that some existing officer shall have special opportunities of studying such subjects?—We encourage the study of international law in the office indirectly by giving allowances to junior members of the Diplomatic Service if they pass a certain examination which the Civil Service Commission have established; and as many of our men exchange, it is quite customary for clerks in the Foreign Office themselves to pass that examination.

37,231. What examination do they, in fact, take?—A special examination in international law, and if they

pass they receive an allowance during the time they are, or act as, third secretaries in the Diplomatic Service.

27,232. Is that examination held by the Civil Service Commission?—Yes.

37,233. What other examinations of that type are open to members of the Foreign Office or Diplomatic Service by the Civil Service Commission?—Only languages of certain Oriental countries.

37,234. Languages and international law?—Yes.

37,235. Supposing some question of geography became of great importance, as might happen when a country only lately surveyed became a matter of diplomatic action; do you ever second a man for that special study?—We do not find that necessary. We would expect whoever deals with that matter to acquire that knowledge; it would be his business to do so.

37,236. It is only in the case of international law and purely international law? You never ask a man to study Roman Dutch law?—No, our legal adviser would be ready to give an opinion on that.

37,237. (*Chairman.*) We have no further questions to ask you, Sir Eyre, and we thank you for your evidence?—Thank you.

Mr. J. A. C. TILLEY called and examined.

(*Witness.*) Might I supplement something I previously said to Mr. Snowden? He asked about the duties of the staff clerks in my department. I ought, perhaps, to explain that they do a good deal besides examination of accounts. For instance, all questions which involve the expenditure of public money are referred to them, and all applications for increases of allowance, the consuls' local allowances covering the cost of living, or office allowances to cover office expenses. Therefore these staff clerks have to make suggestions on those subjects which require a great deal more than knowledge of accounts. They have to consider the conditions of life in different parts of the world, and really exercise a good deal of administrative ability in those directions. I am afraid I did not quite explain that they are not by any means only examiners of accounts.

37,238. (*Mr. Philip Snowden.*) Yes, I think we understood that, but would the opinions they express be decisive upon such matters as those you refer to, without some reference to some superior official?—Not decisive. Their experience and their knowledge of different matters is very useful.

37,239. (*Chairman.*) In fact they do, in regard to you, the same sort of work that an assistant clerk would do in reference to the head of his department?—Yes.

37,240. They make their suggestions and you consider them, and you initial them if they are all right?—Yes.

37,241. It is much more than mere mechanical work?—Yes, that is why I suggested that they should be paid rather higher than the other scale.

37,242. (*Mr. Boutwood.*) And they seem to stand apart, too, by themselves from the fact that in their case they hold their staff posts for special work, and not for what is ordinarily the case—mere supervision?—They do not do much supervision; they have only one or two men under each.

37,243. (*Chairman.*) They have only nine clerks to supervise?—Exactly.

37,244. You told us yesterday that all accounts of the various Ambassadors and heads of missions abroad come to your office?—Yes.

37,245. Do they submit their estimates to you in the ordinary way?—No, they do not submit estimates. Estimates are prepared in the Foreign Office.

37,246. The estimates are prepared in the Foreign Office, I suppose with reference to past expenditure?—Yes, with reference to what has been spent by the different embassies and legations.

37,247. But if any additional expenditure is needed do they make representations to you?—They make representations if they require an increase of salary or increase of expenditure of any kind, and we consider whether it should be recommended to the Treasury or not.

37,248. And if sanctioned by the Treasury you embody it in the estimates?—Yes.

37,249. Do you communicate direct with Ambassadors upon any matters requiring elucidation and explanation?—On matters connected with their accounts we do.

37,250. Merely with regard to all financial matters?—Yes.

37,251. Are you competent to pass a final judgment on any disputed matter between you and, say, an Ambassador?—No; it might have to be referred to the Permanent Under-Secretary.

37,252. Would the reference be by yourself or on the initiative of the Ambassador? Are you in a position to say: "This is what should be done," and that would be final if the Ambassador did not object?—That might very often happen, and if he objected it would be referred to the Permanent Under-Secretary.

37,253. If he objected you are not capable of overruling his objection finally?—No.

37,254. It would go to the Permanent Under-Secretary?—Yes.

37,255. You communicate direct with the Permanent Under-Secretary?—Yes.

37,256. So that as far as your relations to the Permanent Under-Secretary are concerned, they are on the same footing as the heads of any other department?—Yes, the same footing practically as the assistant under-secretaries.

37,257. Do you think there is in your office any work suitable for what were called, in our Civil Service investigations, the "junior clerical class," suitable, for instance, for an improved assistant clerk?—I do not think there is much. The two junior men in my department do ordinary registration work, but then a good deal of their time is spent in being trained in accounts and in higher work; they take it in turn to work in one of the other branches.

37,258. You say ordinary registration work. Do you not depend upon the sub-registries for the registration of your letters?—No; we have a separate sub-registry of our own.

37,259. So you do not get your papers from the three sub-registries we have heard of?—No.

37,260. Is there any other registration office in the Foreign Office except those three and yours?—Yes, the secret register in departments.

37,261. Is there a special sub-registry in the Consular and Commercial Departments?—No, that is served by an ordinary sub-registry.

37,262. In the sub-registry in your department how many clerks are engaged?—Two, but they take it in turns also to help in the accounts branch, and to learn that work.

37,263. In your sub-registry do they write up the index?—Yes.

30 April 1914.]

Mr. J. A. C. TILLEY.

[Continued.]

37,264. Do you keep your papers for two years or a longer or less period?—We keep ours much longer, and we keep our own index in the same way as the other sub-registries.

37,265. Do you make over your index with the papers to the library?—We have not done so yet.

37,266. (*Mr. Philip Snowden.*) I understood you to say just now that you are practically upon the same footing as an assistant under-secretary?—Yes.

37,267. Then why do you not rank as an assistant under-secretary?—I believe I rank with, but after, assistant under-secretaries, technically.

37,268. But why have not you the same designation if you are at the head of the branch?—I think it is a very old title. It has existed for about a hundred years, and it has never been thought necessary to change it. My predecessor was not in the same position; he was one of the senior clerks, and just before my appointment they reverted to the old system.

37,269. Has a promoted supplementary clerk ever held your position?—No. It has always been held by a diplomatic clerk. It is rather important, perhaps, that he should have served abroad at some period.

37,270. Have you served abroad?—I have; so had my predecessor.

37,271. (*Mr. Boutwood.*) Where does your department come in in this memorial from the second division men in the Foreign Office? I have, in Annex No. 1, a statement specifying the work of the various departments in which the staff officers and the second division clerks are employed?—My staff did not join in the memorial of the other second division clerks at all.

37,272. Are your men those who signed this other one?—Yes.

37,273. Do you know whether, as a matter of fact, that general statement about the frequency of transfer of the second division men in your office to other offices is true? In paragraph 15 on page 15 they speak of the second division men in the Foreign Office being very uneasy owing to the extremely poor prospects of advancement, and taking every opportunity of getting out of it; and they say, "In this way a great number have sought transferment, and no less than 17 have obtained employment elsewhere during the past seven years. Most of these were clerks of several years' service"?—I believe that is correct.

37,274. (*Mr. Philip Snowden.*) Then in that case in view of the small number of second division clerks in the Foreign Office you have hardly a single second division clerk on your staff who has been with you during the whole length of his service; your second division clerks have very short service in the Foreign Office?—No; some of them have been over 30 years second division clerks; 17 have dropped out at different times in the last 30 years or so.

37,275. No. It says here: "No less than 17 have obtained employment elsewhere during the past seven years"?—Then possibly none dropped out before, and 17 dropped out altogether. (*Mr. Law.*) Some have come in from other offices.

37,276. (*To Mr. Law.*) Have they come in voluntarily, by exchange?—Quite so. One, who came from the Treasury, made special application to be transferred to the Foreign Office. (*Mr. Tilley.*) A good many of those 17 had been only a few years in the office before transfer. Several were transferred in the last two years to new appointments.

37,277. (*To Mr. Tilley.*) Do you agree that it was because of the paucity of prospects in the Foreign Office that they desired to be transferred elsewhere?—I understand that was the reason. I think one reason is that a great many of our second division clerks came in at the same time, one block two or three years ago, and one when the new registries were introduced. There were large blocks of second division clerks who came in, all very much of the same seniority, and, of course, the prospects of the junior ones of that lot are rather bad for that reason.

37,278. Have you any suggestion to make by which the prospects of the second division clerks could be improved in the Foreign Office?—As regards those two blocks, which certainly is a serious matter, I can only suggest that some endeavour should be made to transfer

some of them to other offices. It is impossible with a large block of men coming in in the same year to hope to promote all of them.

37,279. Cannot you see anything in the way of an increase in the number of superior posts to which they might aspire if competent?—We have done our best just lately by making two assistant posts in the library.

37,280. (*Chairman.*) Are you speaking for the second division in your own department or for the whole of the second division?—I am now speaking for the whole of the second division. We appointed two to be assistants in the library, and they have salaries of 500*l.* to 600*l.* That has created an opening.

37,281. (*Mr. Matheson.*) What is the total number of second division clerks?—There are 36 second division clerks.

37,282. Then the proportion of staff posts is very high?—Yes, I believe it is one of the highest.

37,283. (*Mr. Philip Snowden.*) According to this list it is 21, and eight staff officers—that is 29—and then there are those in the registry where there is no number given. It would be about the number you give?—Altogether about that, not including the staff clerks.

37,284. (*Chairman.*) According to page 13 of this memorial—I suppose we may take it as right—there are in all 40 second division clerks, and 18 staff officers?—I said 36, but in the estimates it is 40 second division clerks.

37,285. (*Mr. Philip Snowden.*) What kind of work will these second division clerks be doing in the Librarian's Department. Can you speak to that? I suppose you have communications with the Librarian's Department?—The staff officers chiefly do research work. The second division clerks chiefly do indexing.

37,286. Is not that the kind of work which might be done by the class of clerk to which the Chairman referred just now? Is it work which is worth paying the maximum salary of a second division clerk for?—I think they must have a beginning. They cannot at once be put on to the higher class of work.

37,287. Perhaps I did not clearly understand the nature of the work, but I gather that it is work of rather a mechanical character?—I do not know whether indexing can be quite called mechanical. Some of it is no doubt mechanical. Perhaps, one or two might be of the lower class.

(*Chairman.*) That will be a point for the registrar, who will come later, to speak to.

37,288. (*Mr. Boutwood.*) Do you think that the 17 transfers can be at all explained by the creation of labour exchanges and the Insurance Commission? Did you lose several men to either of those?—I think we lost one or two to the Insurance Commission. Several have gone to be surveyors of taxes, and one or two have gone to the Board of Agriculture. Several went to new appointments in the last two years.

37,289. (*Mr. Philip Snowden.*) But if they went to be surveyors of taxes they passed another examination and it would be a sort of promotion for them?—That was a sort of promotion. The 17 include those.

37,290. That could hardly be attributed to dissatisfaction with their position as second division clerks, contrasted with the position of second division clerks in other offices?—That is true.

37,291. (*Mr. Boutwood.*) Probably they would have done that in any case whichever office they had been in?—Yes.

37,292. (*Chairman.*) After all, in your department you have five staff appointments and nine second division clerks?—Yes.

37,293. I understood you yesterday to say that you thought you wanted, for the purposes of your substantial work, an additional assistant?—I do not ask for an additional assistant. I said I thought his pay ought to be at least 650*l.* to 750*l.* I thought he ought not to be included in the class of accountants, or the higher clerical class.

37,294. But you have one assistant now?—Yes, with salary rising from 550*l.* to 750*l.*

37,295. I understood you to say that the character and quantity of the work would justify the employment

30 April 1914.]

Mr. J. A. C. TILLEY.

[Continued.]

of an additional assistant?—No, I do not think I said that. I said his salary ought to be rather higher—650*l.* to 750*l.* rather than 550*l.* to 750*l.*; he might even go a little higher. He exercises a good deal of authority. Whenever I am away, and when I cannot attend to things he is in authority.

37,296. (*Sir Kenneth Muir-Mackenzie.*) You recommend that his initial salary ought to be higher?—Yes, higher than 550*l.*

37,297. But if he has been in the Service some time his initial salary does not affect him?—Yes, it is 550*l.* rising to 750*l.*

37,298. (*Chairman.*) But he has been promoted from the second division when he might have reached the maximum of that division?—He will be; but the present assistant is one of the old supplementary clerks, and his time comes to an end next year.

37,299. Do you think there is amongst your staff of second division clerks any man of capacity to be promoted into his place when vacant?—Yes.

37,300. Then he would get his promotion from the

pay he would be drawing at the time—say 350*l.*?—He is getting 500*l.* at present; he is a staff clerk.

37,301. If the Commission were to apply the senior clerical scale to your department, it would be, so far as the clerks are concerned, satisfactory. The scale begins at 85*l.*, going on to a maximum of 350*l.* with staff appointments bringing the maximum up to 500*l.*?—I suggest that they might go to 550*l.*, which is what I think is paid in the Paymaster-General's Department, and some departments of that sort, to posts which include a good deal of administrative work.

37,302. You propose that this assistant, who really is your deputy, ought to begin at 650*l.* or 600*l.*, and go up to 750*l.*?—Yes, 650*l.* to 750*l.* at least.

37,303. (*Mr. Philip Snowden.*) What is the salary of this staff clerk whom you have in mind who might fill the post?—His present salary is 500*l.*

37,304. You suggest that he should jump 150*l.* on his promotion?—Yes.

37,305. Supposing the present scale of salary were maintained he would jump 50*l.*?—Yes.

Mr. ALGERNON LAW, C.B. (Controller of Commercial and Consular Affairs, Foreign Office), called and examined.

37,306. (*Chairman.*) Did you enter the Service in the usual way by nomination and competition?—Yes, by limited competition. On that occasion 22 young men were nominated; there were two places, and I gained the second.

37,307. You were nominated by the Secretary of State?—Yes.

37,308. And you passed the examination before the Civil Service Commission?—Yes.

37,309. Corresponding to the Class I. examination of the Civil Service?—No. At that time the subjects were different from that of the Class I. examination. I had passed the Class I. examination a few months before, and then I gave that up on receiving a nomination to the Foreign Office, and went into that office. The subjects were more or less the same, but it was a different programme.

37,310. How long have you been in the Service?—Just 34 years.

37,311. Have you served abroad?—For a very short time. I went to the Hague for about a fortnight, and I have been on short special missions, but I could not afford to go abroad, because, as I had very little fortune of my own, it would have been quite out of the question, either as a bachelor or afterwards, when I married.

37,312. How long have you been at the head as Controller of the Commercial and Consular Department?—For two years. When a vacancy occurred for an assistant in the Commercial Department it happened to be just when I was next for promotion, and by a curious coincidence the same thing occurred when there was a vacancy in the headship of the Commercial Department. Two years ago I was placed in a different position, and the Consular and the Commercial Departments were placed under me, so that my position is somewhat analogous though senior to that of Mr. Tilley.

37,313. And you take your orders direct from the Under-Secretary of State, or communicate with him direct?—I communicate through the Permanent Under-Secretary with the Secretary of State and also with the Parliamentary Under-Secretary of State.

37,314. Taking the Consular Service, you have a senior clerk, an assistant, and two junior clerks. These four are all on the diplomatic establishment?—Yes. At present there is one senior clerk, one assistant, and one junior clerk in the Consular Department.

37,315. It is shown in this statement that there is a senior clerk, an assistant, and two junior clerks?—There is only one now available.

37,316. Is there any authorised strength for the department?—No. Evidently the Office think that two juniors in addition to the assistant and senior would be a full staff, but we do not always get the full number on account of pressure elsewhere.

37,317. Have you any second division clerks employed in the department at all?—No. Formerly the registry was kept in the Consular Department, and

then there were two second division clerks who did the registry in an adjoining room.

37,318. What is the character of the work done in the Consular Department under you?—It has to conduct the correspondence with the consuls on all subjects practically, except those purely political (which are rare), commercial (which fall into the Commercial Department), marriage, and certain other questions (which fall under the Treaty Department). The rest remains with the Consular Department. Of course the department has a great deal to do with the discipline of the Service—the movement of the various men from one place to another, their pay and their allowances, and all the other subjects with which a consul would normally deal. The mercantile marine is really the great subject—the duties under the Merchant Shipping Act, which are partly under the Board of Trade and partly under the Foreign Office.

37,319. When a candidate passes the examination for the Consular Department, does he spend any time in your office?—He spends six weeks in the Foreign Office and six weeks in one or other of the departments of the Board of Trade. Sometimes the time is prolonged.

37,320. What sort of work is he employed on while with you?—We show him the sort of work that is done in the department and he writes short drafts, and we put him on the way of understanding how the work is managed at our end, so that when he gets abroad he has some idea as to what is required of him by us. At the same time he makes acquaintance with the men in the Consular and Commercial Departments, and we get some idea of his personal qualifications.

37,321. Is he attached to a consulate?—When he goes abroad he goes to one of the big consulates where he is not likely, in the absence of the consul, to be left in charge, so that he is learning his work. The number of independent posts is so great, that after the lapse of a few years he finds himself in a position where he will either be left in charge in the absence of his chief, or he is himself at an independent vice-consulate or consulate.

37,322. How many grades have you in the Consular Service?—The Consular Service, as a whole, is divided into two main branches, that is, the salaried and unsalaried. Dealing with the salaried branch, there is in the general Consular Service first the vice-consul, then there are practically two grades of consuls, ranked according to salary, and three grades of consuls-general, also ranked according to salary.

37,323. What is the official designation of this young gentleman, who, having spent six weeks in your office, is attached to a consulate?—He is a vice-consul.

37,324. The lowest, then, is vice-consul?—Yes.

37,325. Above that is consul?—Yes, and above that is consul-general.

37,326. That ends the gradation?—That is the whole set. But I ought to mention, perhaps, that in

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

every large consulate—in fact, in every consulate—there is a staff of clerks who are usually found locally by the consul; so an entrant does not begin at the very bottom in the Consular Service, but he finds clerks under him.

37,327. I only want to have on the notes the grades of consul. There is the vice-consul, and the next above him the consul. Are there grades of vice-consul and consul, first, second and third vice-consul and first, second and third consul, according to the pay they receive?—There are no grades of vice-consul. There are grades of consul as regards salary, the first grade beginning at 600*l.* to 700*l.*, and then they go to 800*l.*

37,328. And there are grades also of consuls-general?—Yes, beginning at 900*l.*, then 1,000*l.*, and a few at 1,200*l.*

37,329. Who manages the promotions from one grade to another?—The promotion is in the hands of the Secretary of State.

37,330. Is that in your department? Do you deal with the papers before they are sent on to the Secretary of State?—Yes, but though that is in the hands of the Secretary of State, and not in the hands of the Permanent Under-Secretary in the same way that the office recommendations would be made, the private secretary is the medium of communication with the Secretary of State in regard to those promotions or transfers; but as a matter of practice usually one of the private secretaries and the head of the Consular Department and I go through the list when any vacancy occurs, and then we agree upon some recommendation which goes forward to the Secretary of State.

37,331. Through the private secretary?—Through the private secretary.

37,332. So you watch the consular list and when you find vacancies occur, and promotions to be made, you make your suggestions and pass them on to the private secretary, and so to the Secretary of State?—Yes.

37,333. Passing over the Permanent Under-Secretary or leaving him out?—The Permanent Under-Secretary may intervene in some particular case and say: "I think this would be a good appointment to make in the case of this vacancy," but as a matter of practice the ordinary appointments in the Consular Service go through the private secretary to the Secretary of State.

37,334. And the question, I suppose, is taken up in the first place by a senior clerk?—Yes.

37,335. And he makes his suggestions to you?—Yes, it goes through in that way, and then to the private secretary, and then we usually discuss the matter. We take the list according to seniority and go through them and say, would he do, or the other do, and so on.

37,336. Now will you turn to the Commercial and Sanitary Department. What are the functions of that department, which is the second of the two departments under your control?—It has to correspond with the Board of Trade and all departments on matters of commerce, and also with His Majesty's Ambassadors, Ministers, and Consuls abroad; and with the public at home.

37,337. In connection with these promotions in the Consular Service, do you ever consult the Board of Trade?—We do ask the Board of Trade to furnish us with information as to the capacity of consuls in regard to commercial matters. We refer to them every now and then, particularly in regard to the amount of information they send home, and the character of their trade reports.

37,338. This Commercial and Sanitary Department is also connected with part of the functions of consular officers?—Yes.

37,339. I can easily understand their dealing with general and commercial subjects; but what is the Sanitary Department?—It is not a very good name for it possibly. It arises out of quarantine as affecting shipping, and out of that has grown a great number of subjects, so that to a certain extent we deal with public health in its international aspect. I have here a list of subjects dealt with by the Commercial and Sanitary Department: Defence and support of British commercial interests; collection and distribution to other Government departments of information on the finances, trade, and industries of foreign countries, including reports on bounties, subsidies, strikes, labour questions, railways, and

other means of communication, currency, agriculture, crops, etc., foreign tariffs, editing of annual diplomatic and consular reports on trade and finance, supervision of the work of commercial attachés, and of commercial work of the Consular Service. All international sanitary and quarantine questions, including sanitary conventions, international boards of health at Constantinople, Alexandria, and Teheran; sanitary regulations affecting Moslem pilgrims to the Holy places; reports on public health; notification of outbreaks and progress of plague, cholera, and other contagious diseases, including cattle and plant diseases in this country and abroad; notification of the imposition of quarantine measures in foreign ports; also international exhibitions, telegraphs, cables, wireless telegraphy and postal questions; emigration and immigration; copyright and trade-mark questions; national insurance questions in foreign countries; fishery questions; shipping and pilotage questions; arial navigation; international sugar legislation; correspondence relating to the Suez Canal; the Danube Commission; international circulation of motor vehicles, and questions relating to the protection in foreign countries of wild birds and their plumage. That covers practically the whole field of what is not political, or mixed with politics, or the work of the Consular Department, or the Treaty Department.

37,340. Are you familiar with the Report of the Walrond Committee which reported on the Consular Service?—Yes.

37,341. In regard to appointments, they recommended that efforts should be made to get into the Consular Service some young men who had had experience of commercial matters. Has that proved a fruitful source of candidates?—The Committee rather suggested that some advantage should be given to commercial men. It is very difficult to see how, if you have two candidates up, you can give some preference to a man who has had commercial experience. You would have to consider the nature of the commercial experience—whether it was a valuable one or not. But the age of admission into the general Consular Service rather indirectly provides for that. We have had such cases as this, of young men—one in particular I am thinking of who did very well at school, was not well off, and could not go to the university; and his headmaster recommended him to endeavour to train for the Consular Service or for commerce. He said: "I am afraid unless you can go to the university you will not have much chance for the Indian or the Home Civil Service." So he went to Germany; he advertised in the newspapers that he was a young Englishman wishing to be a clerk in a commercial house, and he very soon got an appointment; he served in Germany and in France, and, I think, he also went to the United States, where he acted practically as a man touting with goods, samples, and so on. He has now entered the Consular Service, and has done extremely well since. There are one or two other examples. By having the age limit up to 27, I think it is quite conceivable that we may get a considerable number of young men who, unable to go to a university, go abroad to learn foreign languages in the way that he did, and then come up and pass into the Consular Service.

37,342. Do you think that on the whole you are getting a good and suitable stamp of man now for the Consular Service?—Yes, I think so now. I think there is considerable improvement. There are some really rising young men.

37,343. Are you quite satisfied with the scale of pay for the Consular Service?—I should like to see it improved in some quarters; but we have done a considerable amount in improving the scale. In the general service they enter at 300*l.* a year, and if they go, say, to New York, they get a local allowance of 250*l.* a year, and at Buenos Aires they get 200*l.* a year. Where the expense is very great they get these additional local allowances.

37,344. Do you find that there is any difficulty in making transfers because of the system of local allowance. Are transfers in any way impeded by the system of the local allowance?—If the local allowance in an office is excessive, no doubt a man would be disinclined to go to a place where we do not consider so large a

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

one necessary. But we hope—and I think the Treasury probably will make that hope more or less a certainty—that we do not give a preference to one place over another. I have never heard of any man not wishing to go from one place to another on the score of his having a local allowance where he is. We certainly should not listen to a plea of that kind. Our difficulties there are of another character which I will mention later in connection with transfers.

37,345. If a man in a particular place gets a local allowance, which with his salary reaches 600*l.* or 700*l.* a year, his style of living is formed accordingly and ruled by the larger income; if he is transferred to a place with a lower allowance, because of the presumably cheaper living, he may still find difficulty in adjusting his living to the smaller income?—It is not so much a cheaper mode of living. It is really the excessive prices which, as in New York, men have to pay for the bare necessities of life. The vice-consul's salary is really the salary of a skilled artisan in New York.

37,346. But you have not, in your experience, found that the system of local allowances does in practice impede the power of free transfer consistently with the wishes and convenience of the officers?—I do not recall any case in my experience of two years of managing the Consular Service.

37,347. (*Miss Haldane.*) I was wondering how those men obtained the knowledge necessary for all those manifold duties you have been talking of in the Commercial and Sanitary Department of the Foreign Office?—They do not deal, nor do I, with those various subjects without reference, in any case of doubt, to the other offices of His Majesty's Government. In matters of commerce we are in constant communication with the Board of Trade, and in matters of quarantine we are in communication with the Board of Trade and also with the Local Government Board. On telegraph questions we are in communication with the Post Office, and so on.

37,348. In the office you have no experts in those very technical subjects. That is rather my point?—No.

37,349. It is not necessary?—No, one acquires by experience sufficient knowledge for carrying on the duties with the assistance of those departments which are more expert than ours in those special branches.

37,350. The consuls themselves ought to have a very wide extent of knowledge in order to do their part of the work?—They have got very minute instructions as to their duties which cover a very wide field—I will not say the whole field, because a great deal depends upon tact, judgment, and discretion in the individual man.

37,351. On the whole, do you think that you get men who are competent to perform all those very extensive duties?—Yes, I think so.

37,352. The young consul comes in practically in the same way as the candidate for the Foreign Office or Diplomatic Service, I understand?—The examination is not so severe.

37,353. It is a different examination, but as regards selection, and so on, it is practically the same?—It is practically the same. I am the Chairman of the Board of Selection for the Consular Service.

37,354. The Board sits from time to time?—Twice a year, on the first Thursdays in May and November.

37,355. And you have a list?—We are open to receive practically anybody—any young man who comes forward and applies for a nomination.

37,356. Have you any limitations about birth such as the Foreign Office have?—Yes. We consider that a man who goes abroad to represent this country in a consular capacity should be representative and typical of his own country and the races which compose it. I think that if you had no Board of Selection, no means of any sort of checking the introduction of young men into the Consular Service, you would find from the fact that the examination depends to a very large extent upon knowledge of foreign languages, that you would get more and more into the Consular Service men of foreign origin and foreign surroundings, educated perhaps, though British subjects, entirely abroad,

going abroad representing this country, and being regarded abroad as really not at all typical or representative of the country which sends them, but foreign essentially, and without any knowledge of our constitution, our laws, our customs, our manners, and our mode of thought. So far as I have been concerned in the matter I have always tried to bear that in mind in examining the candidates who come forward.

37,357. (*Chairman.*) Do you get a large number of your men who are partly of foreign parentage?—There are a certain number, and we do admit a certain number who are undoubtedly of foreign parentage, but whose upbringing has been thoroughly English.

37,358. What proportion of the salaried Consular Service is of partly foreign origin, of that kind—10 or 20 per cent.?—Something between 5 and 10 per cent., but that is a mere guess. In some cases it is not apparent from his name what his origin is. A great many foreigners now take English names.

37,359. (*Miss Haldane.*) I gather that the Consular Service is quite unlike the Foreign Office in respect that you make full inquiry about the parentage?—We do not unless we see reason to do so, or unless it has been volunteered to us.

37,360. How do the boys apply usually?—I think they are told how to apply. They write to the private secretary, I think. At any rate, I think they are free to come before the Board of Selection, but it would be useless for them to come up before the Board until they have sent us from their schools the reports of their masters.

37,361. They apply usually through their school-masters?—Yes. They send recommendations either from the Appointments Boards in the two universities, or from their schools.

37,362. Have they mostly been to the universities?—I should not say in the general Consular Service most of them have been; I should say about half. A great many of the young men who have come to us say that they have got the Consular Service as a second string to their bow. They are coming up for the Indian Civil or Home Civil. Some of them think they would like to visit foreign countries; there is a sort of spirit of adventure in them. We ask them: "Why do you think of the Consular Service?" and that is the answer we often get.

37,363. How do you make your requirements known? The Appointments Boards of the universities naturally would know, but do schools have any information?—I think so. We get young men from all sorts of schools.

37,364. Do you advertise, or anything of that kind?—I think the Civil Service Commission provide information. I think it is quite well known about the Consular Service, and is every day becoming more known.

37,365. Are the boys mostly grammar-school boys, or mostly public-school boys?—I think about half and half.

37,366. Do you have a large number of applications for this Service? Is it a popular Service?—Yes. I think the general Service or the Levant Service is most popular, but we have recently found more difficulty about the China Service. But these things come by a kind of tides—sometimes there is a falling off in one sort, and then it comes on again.

37,367. In about how many cases do you allow a nomination?—I think in a day we possibly reject one man out of 20 or 30.

37,368. And the others go on for examination?—Yes.

37,369. The examination, I gather, is not a very stiff examination?—For the general Consular Service it is not stiff in regard to the subjects, but it is stiff now, I think, in regard to competition, so that you get a high degree of excellence in comparatively simple subjects.

37,370. Do you think the examination is well suited to the purpose for which it is designed, namely, to get the best sort of boys into the Service?—I think fairly, but it is one of those things one wants to watch, and I do not see why we should not, perhaps, stiffen the examination for the general Consular Service a



30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

little. I think there is no fault to be found in the case of the separate branches of the Consular Service.

37,371. It might perhaps be better adapted to the knowledge which the young men have to have later on?—No, I think it is fairly well adapted to that.

37,372. (Chairman.) Does it really appeal to any high educational standard?—I think a certain amount of strengthening might take place.

37,373. In the statement before me the subjects are: English composition (nothing about history), French, and either German or Spanish, the principles of British mercantile law, negotiable instruments (the principles only), and arithmetic to vulgar fractions and dec'ma's?—But that is on the recommendations of the Walrond Committee.

37,374. It is subsequent to the issue of that report, no doubt, and so far as you have accepted those recommendations it must follow it. It includes commercial geography and political economy, but nothing of the ordinary educational curriculum, such as history?—The general principles of economy as applied to commerce.

37,375. No rudimentary knowledge of Latin or Greek, and no substantial knowledge of mathematics; nothing of chemistry or natural science?—Since I have been connected with the Consular Service the last two years I have thought that the examination was not quite on the proper level. I think it might be further extended to give a more liberal education. I am quite of that opinion.

37,376. (Mr. Boutwood.) What makes you think that? Is it abstract reflection on the syllabus, or your personal connection with the men?—There are one or two men in regard to whom I wonder how they succeeded in getting through; their powers of composition are not very great. But it is not always fair to judge young men when they first come in. They come quite into a *terra incognita*—into a large public office, and they are put down to do work; they have not recovered from a very strenuous examination; they are rather exhausted, and very often they cannot put their best powers into the work. In fact I have known that in the case of a man who passed a most brilliant examination.

37,377. (Miss Haldane.) With regard to the unpaid consuls, does the same rule apply to them about nationality, and so on?—No. The unpaid branch of the Consular Service is a thing that is not generally understood by the ordinary public. There are a great many places, particularly inland places, where you want to have somebody to whom people can go for the purpose of signing documents, notarial acts, and for advice as to lost luggage. They go to them to assist them in any difficulty they have got into with the police, and also with regard to passports—those trivial matters in regard to which a tourist or traveller wants assistance in any country where he is a stranger both as regards laws, language, and everything else. The result has been that all countries have appointed persons eminent in their towns in trade whose position is such that they would have in case of difficulty a certain amount of influence with the authorities of the town.

37,378. I have sometimes thought that there ought to be a difference in name between those two types of consul.—I quite agree with you. The French never give the rank of consul-general or consul or vice-consul to the persons who are selected locally for the appointment of a consular official; they give the name of consular agent, and I think there is a great deal to be said for applying this title to such persons; but at the same time that is an international question, and we might have great difficulty in regard to it. I once mentioned it to Sir Arthur Nicolson, and he thought that it was not a matter of very great importance, as it was a pure question of designation.

37,379. (Mr. Hoare.) What kind of difficulty would it occasion?—Under certain treaties we say that we will accept the consuls-general, consuls, and vice-consuls appointed by a foreign country. Some of these States who cling to the high-sounding titles for these men might say we ought to accept them. Unless we ourselves refuse to accept them it would be rather difficult to expect eminent foreign merchants to accept the title

of consular-agent when there was a representative of some quite minor country who was receiving the title of consul-general. The smaller the country very often the more they go in for appointing persons abroad as consuls-general, and one might find a greater difficulty in securing acceptance by suitable persons of these appointments if we lowered the title which they received in relation to that which others had in the same town. That, I think, is the difficulty.

37,380. Upon what principle are some positions salaried and some not salaried?—It is a case of economy. In some cases we find persons who are ready to undertake rather slight duties in return for the position which that of consul-general gives them in the town. They put up the shield of the Royal Arms and the consular flag, and it is a guarantee to anyone engaged in business with them that they are persons whom we regard as fitting to receive that honour.

37,381. (Miss Haldane.) Are their office expenses paid?—In some cases the office expenses are paid.

37,382. Not in all?—In most cases in Europe, but there are a great many cases in small towns where we give them a fee allowance-of, sometimes, it may be, 5*l.* a year, or 20*l.* a year, which is based on the return of the fees which they take.

37,383. (Mr. Hoare.) It is simply a matter of economy; if a man can afford to pay his own clerks he does, and if he cannot you pay them?—There are some men who behave extraordinarily liberally in this matter. I am thinking of a gentleman whom we employed in a very large capital in Europe, and it is quite certain he spent about 1,000*l.* a year on the upkeep of his office. He paid a man who received the appointment of vice-consul something like 600*l.* a year. One really does not want to receive from a foreign gentleman a sort of gift like that. I think possibly it is rather unfortunate that we should have expected a man—I do not suppose we were fully aware of it—to spend such a large sum on the upkeep of a consular establishment in return for nothing but the name of consul.

37,384. Then you do not have any fixed rule nor any fixed number of paid appointments?—The proportion between the two is that there are throughout the world 365 salaried consular officers, and rather more than double that number of unsalaried consular officers.

37,385. Do you add to the number of salaried appointments from time to time?—Yes, by degrees.

37,386. As a result of the importance of the place?—As a result of the increase of trade and the amount of business to be done. I do not think the increase in the number of posts is very great. There is, I suppose, a slight increase in the number of posts, but there has been an increase in the amount of salary attached to the various posts, as the expenses have increased quite out of proportion to the number of persons employed on account of the increased cost of living throughout the world.

37,387. Do you ever make an unsalaried post into a salaried post?—Yes, sometimes we cannot find a suitable person for an important post where we have had hitherto the advantages of the services of an unsalaried man. Then we have to go to the Treasury and explain the position, that we think there ought to be a salaried officer at that place, and ask them to assign a salary to it.

37,388. Then it sometimes really depends upon the private circumstances of the particular individual whether a particular post is salaried or unsalaried?—No, it depends upon the circumstances of the town—whether there is anybody to be found suitable or ready to take it.

37,389. But supposing there was a man suitable who had means of his own, then you would not go to the Treasury and demand that the position should be made a salaried position?—We might be driven to that.

37,390. In that case it would depend upon private circumstances?—In that particular case.

37,391. Do you ever bring any men from outside the Service into the higher consular appointments?—At one time there was a very great movement for appointing men who had been employed as clerks and so on in consulates abroad, or in some cases men who had been unsalaried as consuls abroad; and they were



30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

brought under the old patronage system into the Consular Service. But I think it is very rare for any outside appointment to be made now, because the more you appoint from outside (if you do appoint from outside), the more you would keep candidates away from admission through the ordinary system, and what you want is to encourage the young men to come up for the Consular Service. If they know that some appointments are being given to people who have not gone through the same gate, of course it rather keeps them off.

37,392. What I had in my mind was that in the Diplomatic Service appointments of that kind are not unfrequent, and I wondered whether they ever occurred in the Consular Service as well—cases of a man being brought from outside the Service into a higher appointment?—Not from outside the Service altogether now, I think.

37,393. Take the case of Mr. Bryce in the United States?—That is a diplomatic appointment, and I think it has always been the practice from time to time to appoint eminent persons to be Ambassadors in the same way as sometimes we have appointed eminent consuls to be Ministers.

37,394. Do you see greater objections to doing that in the Consular Service than in the Diplomatic Service?—I do not think it is so necessary in the Consular Service.

37,395. Why?—Because I do not think there is any occasion for it.

37,396. Will you develop that, and say why in the one case there is occasion for it, and in the other case there is not?—Of course, Mr. Bryce was Mr. Bryce. He was a very well-known personality in the United States. That was a case of a high political appointment where the relations between the two countries were of an exceptional kind, and he was, I suppose, thought to be a man who would be a special *persona grata* to the United States, and so his appointment came about.

37,397. I had in my mind the possibility of such a case as this: whether in the case of some prominent business men who would be extremely useful from a commercial point of view in an important commercial centre, it would not be wise sometimes to go outside the Service?—I do not think a commercial man would be of much value in his special line of business if he was ready to sacrifice his position in commerce for the very small remuneration which he would receive as a consul.

37,398. (Chairman.) Do you mean that there may be pure patronage appointments from outside? This list of consuls and consuls-general would seem to indicate that. Take the case of Sir Cecil Hertslet?—You cannot call him an outsider. He was in the service of the Foreign Office.

37,399. He was appointed from the Foreign Office?—He was appointed from the Foreign Office.

37,400. But he was appointed straight to the consul-generalship and did not go through the grades of consul and vice-consul?—That is so. He was in the service of the Foreign Office.

37,401. What was he in the Foreign Office?—Head of the Treaty Department.

37,402. Take another case—Major John Grey Baldwin at Galatz?—His appointment originated in Africa. There is an enormous number of appointments under the office, fewer at present, which originated in connection with the development of Africa. Appointments were made of people who were suitable and some of them were found locally for service in Africa. The conditions of service in Africa are very difficult. Major Baldwin, I think, was appointed at the time of the South African War.

37,403. He was appointed in 1904 as Consul-General at Galatz?—He was first appointed as acting Consul-General at Lorenzo Marques in 1902. He had been in the Army, and I believe he rendered very valuable services, in connection with the war, at Lorenzo Marques. I think the War Office considered that we ought to provide for him.

37,404. Quite so, but it is an appointment made from outside the Consular Service?—When the question was first asked me I thought it was with regard to the appointment of people who were found locally abroad.

37,405. (Mr. Hoare.) I did not mean that at all?—I must apologise.

37,406. (Chairman.) As I understood it, the question was whether persons were brought from outside into the Consular Service without passing the examination and going regularly through the grades?—There are cases.

37,407. Do they continue?—They have continued until more or less recently. I do not know that there has been any case in the last two years.

37,408. There is the case of Mr. Percy C. H. Wyndham, of Bogota?—He is in the Diplomatic Service. His appointment there is in addition to his diplomatic position. There is another appointment—Mr. Lamont.

37,409. I notice several other appointments on the list—take the appointment of Edward Beit von Speyer at Frankfort?—That is unsalaried.

37,410. And Sir William Townley?—That is diplomatic.

37,411. Sir Frederick Duncan of Vienna?—That is unsalaried.

37,412. Then Mr. Max Muller of Budapest?—That is diplomatic.

37,413. And Mr. Mitchell Innes of Monte Video?—That is diplomatic.

37,414. (Mr. Hoare.) Then a number of soldiers I see looking down this list who, I assume, did not come in by the consular examination. Take the consuls and vice-consuls, for instance, in Persia?—A great many of those are Indian officers. They are in the Foreign Department of the Indian Government.

37,415. But it would seem that they are a considerable number of your salaried appointments?—But they do not belong to our service at all; they revert to India.

37,416. But they are given on the list that the Foreign Office has provided us with of the salaried appointments in His Majesty's Consular Service?—Because their salaries are partly paid by the Home Government and partly by the Indian Government. There is an arrangement between the two governments with regard to service in Persia and the Persian Gulf; Baghdad for instance, and Bushire have always had Indian officers—members of the Foreign Department of India—but some of the patronage appointments are anterior to the establishment of an actual salaried graded service entered by limited competition.

37,417. So that your policy would be to keep the Service a graded service?—Certainly; so far as my influence can go it is always to keep the Service for the Foreign Department. There must be a certain liberty to the Secretary of State, who has under him both men in the Diplomatic and the Consular Service, and sometimes he may find it useful to bring a man home to the Foreign Office and sometimes to send a man from the Foreign Office abroad. I think that is a latitude which any one who has the Foreign Service at large under his charge must have.

37,418. (Mr. Hoare.) We were dealing with the salaried and unsalaried posts. On page 13 of the Foreign Office list I find a list of the salaried consuls. In that list I find the names of several gentlemen who apparently have been appointed consuls without previously having been vice-consuls. Take one or two specific cases. Take the case of Mr. Lamont?—Mr. Lamont's was a very exceptional case. He was employed in Africa and he was a remarkably good man. By accepting the appointment of financial adviser and receiver of customs to the Republic of Liberia he rendered the Foreign Office very useful service, and he was then made consul at Boma in 1911. That was a special case in which the Secretary of State took a personal interest, and he considered that he was so useful a man and had rendered such excellent service that his was a very suitable case for special appointment.

37,419. Would that explanation also apply to Mr. Grant the consul at Tonga who was appointed consul in 1913 without previously having been a vice-consul?—That is unsalaried.

37,420-1. He is put down in the list of salaried consuls?—That is because he receives a salary from the Colonial Office.

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

37,422. Why is the salary of some consular posts carried on the diplomatic Vote and some on the Vote for the Consular Service?—Those carried on the diplomatic Vote are in the cases of men who are primarily diplomatic officers and who for special or local reasons have the rank of Consul-General. In Persia there must be a Consul-General under the Persia Order in Council. He has certain judicial duties to perform in certain cases. In Monte Video it is really for convenience. He is given consular duties to perform in addition to the diplomatic, but they are rather those of supervising the actual consular officer who is under him. It is practically from the point of view of economy. In former days all the Ministers in South America were also Consuls-General.

37,423. Was that a good thing?—It sufficed for a time, because we wanted a diplomatic officer for communication with the Foreign Offices of those countries. Their main duties were consular in connection with shipping, but with the growth of our relations with those countries, and with the growth of their own importance, and also in order to meet what is the wish of the countries themselves out there, it is necessary to have diplomatic officers for the ordinary duties of diplomacy. Therefore, what was a combination is now no longer possible, and Monte Video is a survival.

37,424. Then there are one or two points with reference to the fees that I cannot quite understand in the list we have. How, for example, is it that the fees which the Consul-General receives in Paris amount, roughly speaking, to about 2,000*l.* a year, whereas the fees of the Consul-General in Berlin amount to about 500*l.* a year?—There is an enormous English population in France, and there is an enormous number in France of holders of securities which are paid in London, and a great many people have to sign all sorts of declarations in connection with their holdings, some for exemption from income tax, and all sorts of legal matters. I believe that the number of those documents that have to be signed at the consulate is tremendous. Then a fee of 2*s.* 6*d.*, and in some cases 5*s.*, is charged, and stamps cancelled to that amount.

37,425. Is that the reason why the fixed salary of the Consul-General at Berlin is 100*l.* greater than the salary of the Consul-General in Paris?—There is no relation between the amount of fees taken by a man and his salary.

37,426. But is the salary of the Berlin Consul-General greater than the salary of the Consul-General in Paris because his fees are so much less?—No, it could not be that.

37,427. Who takes the fees?—The Government. All fees are taken by the Government, and, in certain cases, the consul is allowed to retain a portion of the fee under the Consular Salaries and Fees Act and Order in Council thereunder, Parts II. and III. of the Table of Consular Fees. Those are chiefly for attendances. When a man has to attend at night, or sometimes to go and ship seamen at night, or go some distance from the town, and so on, out of office hours, there is a charge for attendance made, and a stamp cancelled to that amount—1*l.* or 10*s.*—and the consul puts it into his account that he has retained so much of that fee, in accordance with the Act and Order in Council.

37,428. But apart from that he retains none of the fees?—None.

37,429. Does that apply to unsalaried consuls?—Exactly. All consular fees are remitted to the Government. It is all a matter of account; it all goes in to the Government. In certain cases where new appointments of unsalaried men are made, they are allowed to retain 75 per cent. of the fees. But, of course, we know what the fees are, because stamps are cancelled to that amount. It goes into his account, and he credits himself with so much of the fees.

37,430. The criticism has sometimes been made that the Consular Service is not in sufficiently close touch with finance and commerce. Do you take any steps to consult representative business men in London, for example, as to policy in connection with the Consular Service?—We consult the Board of Trade on commercial matters, and if there was some financial matter we could not deal with ourselves, we should,

probably, consult the Treasury. But I do not know what financial questions would arise exactly in connection with the Consular Service.

37,431. Perhaps I ought to restrict the question to commercial questions. In commercial questions you do not go outside the official channel of the Board of Trade?—No, we go to the Board of Trade; and the Board of Trade, so far as commercial intelligence is concerned, has at its side an advisory committee which sits several times in the course of the year, consisting of eminent commercial men. The Board of Trade consult that committee on many questions connected with the obtaining of commercial information. I am an official member of that committee, and have been a good many years. There are also official members representing the India Office and the Colonial Office.

37,432. Does every consular district publish an annual report?—Certainly. It is the duty of every consul to provide an annual report. Sometimes for some local reason, or consul's illness, or something of that sort, it may not be supplied in one year, and we have two years rolled into one.

37,433. Those annual reports are presented to Parliament?—Yes, but there is always a slight misapprehension with regard to the annual report. It is a report made showing the course of commercial events and the statistics for a particular district. It is really for statistical purposes, for the purpose of comparison and for the purpose of general information; but they are not intended to provide for the needs of the commercial community from day to day or week to week. Consuls are expected to send home information which will be of interest to commercial persons in this country whenever that information comes into their hands. That information goes to the Board of Trade and is published by them in their journal, and is also sent to persons on their special register.

37,434. Do they take any steps to publish it in the general press?—The Board of Trade Journal comes out once a week, and the press usually make extracts from the Board of Trade Journal.

37,435. But you in the Foreign Office are not in direct touch with the press on matters of that kind?—No, they go to the Board of Trade. We act in the very closest communication with the Board of Trade. We go over to see them and they come over to see us, and we are in constant telephonic communication as well as communication by letter.

37,436. (*Mr. Shipley.*) I want to ask a little more about the examination. The syllabus is rather a meagre one, and you are in favour of strengthening it, I understand?—Yes.

37,437. Would you increase the number of subjects or increase the difficulty of each subject?—I think we might rather increase the difficulty of the subjects.

37,438. Have you ever thought whether it would work well to take the consuls from the general Home and Indian Civil Service examinations, and then give them a year's training, say, at the London School of Economics? Would you get a better class of man, do you think, in that way?—That question was gone into by the Walrond Committee. I was summoned as a witness before that Committee, and they asked me what I thought was the best preparation for a young man for the Consular Service. I thought at that time that possibly the best way was to have an examination which would be suitable for a man of fairly liberal education, that we should get them young, and then that they should be trained, and we should adopt in some sort of way rather the system which is in vogue for the Levant Service, and they should then go to some commercial college either here or abroad and study for two or three years. But Mr. Bonar Law and Lord Inchcape (then Sir James Mackay), both of them commercial men, were of quite a different opinion. They did not think that was the best system. They considered that in business houses there were a great number of young men who went in and who had great commercial aptitude but felt they had no prospect in the future of ever becoming partners in the concern with which they were connected, and they would be very likely suitable candidates and anxious candidates for the Consular Service, and that we should aim at attracting them. I

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

think, as I was saying at an earlier stage of my evidence, that by the wide limit of age that we allow we do afford opportunities for such young men to come into the Consular Service.

37,439. Do you think that the examination and nomination are sufficiently well known, because we always have a vagueness about the Consular Service at Cambridge, though we are very precise about the other examinations?—You have an Appointments Board at Cambridge, and I think Mr. Roberts, who is a member of it, knows all about the Service and is very active. I cannot understand how there can be any vagueness. All these things are very much ventilated in the press, and they will be still more ventilated when the report of this Commission on this branch of the subject is published.

37,440. The examination is held twice a year?—The Board of Selection sits twice a year. The examination is held when there are a sufficient number of vacancies to make it worth while for the Civil Service Commission to hold an examination.

37,441. And that, perhaps, is once in two years?—I think, if there was a regular time for holding those examinations, and if the Treasury would not mind our taking on a few redundant men so as always to have a stock in hand, there is no reason why there should not be a fixed date, and I do think that would be an advantage. People would know when the examination was going to be held.

37,442. I feel very strongly that it would be an advantage, as against the vagueness of not knowing whether there will be an examination within six months or two years?—As a matter of fact they are held pretty frequently, and there has been a very considerable flow.

37,443. It is a thing we might consider in our report, because I think it would be a real help?—It may be.

37,444. (*Chairman.*) Your object of having some men in hand might be secured by your calling up those high on the Civil Service Commissioners' list?—We have done that. But if you have a great flow of vacancies after an examination you get very low down the list, and we have had cases in which both the Civil Service Commission and ourselves thought that the men we were beginning to tap were rather of a low stratum in the examination. On one occasion we were perfectly baffled by it in the case of the China Service, and we then took some young men from the previous Foreign Office examination who passed very well indeed, much better than any of those who had gone through the China examination, and they, with the consent of the Civil Service Commissioners, were put into the China Service.

37,445. (*Mr. Shipley.*) Have you any knowledge of how far the whole Consular Service, paid and unpaid, is bigger or smaller than, say, the Consular Service of other European countries of about our size; because much of the work of ours is in regard to shipping, and one would imagine that the British Empire would require rather more consuls?—I should say our Consular Service—that is the salaried Consular Service—was more numerous than that of any other country.

37,446. With regard to the unsalaried appointments it seems odd, if you look at the Scandinavian countries—Norway, Sweden, Denmark, and so on—that the unpaid consuls are nearly invariably Norwegians, Danes, and Swedes; but when you come to remote parts of the world—South America and so on—they are nearly always people with English names. Is there any particular reason for it?—To begin with, if you went to Norway I do not suppose you would find, except when fishing was on, or in the summer, at the time of the midnight sun, a great number of British subjects at the ports along the coast. For small consulates it is very useful to have local men; they are men who have a high reputation in their native towns, and in case of any difficulty they have great influence with the local authorities, and are really of greater assistance to a trader probably than some British subject who was living there for his health or some other reason.

37,447. Probably they would all be able to speak English?—I should think so.

37,448. Are there many amongst the unpaid consuls who do not speak English. Have you any idea?—They

all profess to speak English, but in some very small out-of-the-way places they are not very fluent, though for all practical purposes they serve.

37,449. Does the Foreign Office supply the enamelled iron coats-of-arms that appear outside the consulates?—Yes.

37,450. (*Mr. Matheson.*) At what age do the candidates generally come before the Board of Selection before the examination?—They come at about the age at which they leave school—about 18 to 20.

37,451. Do you think that they come from a good variety of schools in different parts of the country?—Yes, a wide variety. We have had a good many from Ireland, and a certain number from Wales and from Scotland and England—all parts of the United Kingdom.

37,452. Supposing you were to average the number of vacancies, how many would there be in a year? How many appointments have been made in the last six years?—It would be a very considerable number.

37,453. Would there be really any serious reason against having one examination a year at a fixed time. Would not there be always enough vacancies going?—So far as I know I do not think there would be any reason against it, but there is always this question of sudden calls. I do not know whether I may take the opportunity of saying that we have a very great difficulty in managing the moves in the Consular Service on account of the nature of the climates in the case of so many of these posts. We have now provided, under the last system of grading, that every man early in his career should pass through what you may call the fire zone. There are a certain number of unhealthy posts, and it is only fair that every man in the course of his career should take his turn at those posts. The result is, particularly with the increase in the number of these posts on the West Coast of Africa which has recently been urged upon us, that the health of a great many of these young men fails—sometimes practically permanently—and sometimes they get on to the sick list, and the consequence is that suddenly we find ourselves without a supply of vice-consuls. There has been a great difficulty in filling up the posts. So I feel if there was an examination once a year we should always run the risk of not having enough men. But I do not see any reason why there should not be one period in the year fixed for an examination, and if in the course of the year, say six months after, we require more, there might be a supplementary examination. I do not think that would interfere with anyone's convenience, but probably would meet the convenience of all. I do think it would be a good thing if there was a fixed date for consular examinations.

37,454. (*Chairman.*) Take the years from 1909 to 1913. In 1909 you had four appointments made; in 1910 six; in 1911 eight; in 1912 three; and in 1913 you had 19. That shows the fluctuations?—Yes.

37,455. I suppose I may take the salaried list of vice-consuls as indicating the appointments?—I think that fairly indicates them.

37,456. (*Mr. Matheson.*) Are the appointments subject to the ordinary Civil Service rule of probation?—I think all appointments are subject to that.

37,457. Are there many instances of people appointed being sent away?—No, I do not think there have been. In one year's probation a man may fail in one particular post and may not get on well with his senior consul, and may have some difficulty with him, and we send him somewhere else and see if he does better there. Then we warn him, and if he was continually inefficient and refractory we should no doubt get rid of him. Some people have left the Service, probably because they found the Service was unsuited to them.

37,458. Supposing during the short period during which he is at the Foreign Office first, you came to the conclusion that he was quite unfit for the Service, should you act on the probation rule or should you give him a chance?—I should be very sorry to condemn a man who came in in the first few weeks. I do not think a man necessarily shows at his best at that time. He is probably very nervous entering a new career and very much exhausted by his examination.

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

37,459. (*Chairman.*) The age at which you engage them is 22 to 27?—Yes.

37,460. You do not often get university men—men who have passed an Honours course at the universities?—No.

37,461. Do you not think all your requirements would be secured, so far as an educational test is concerned, if you adopt the standard of a completed secondary education which this Commission has proposed for the "senior clerical class"? With the candidate would lie the choice from among the following subjects—subject to such a limitation of total marks as you might impose—mathematics, English, French, German, Greek, Latin, history, chemistry, physics. The candidates would be allowed to take as many of these subjects as they choose, up to a certain maximum number of marks?—It does not mean that all those subjects are to be obligatory?

37,462. No; to each of those groups a certain number of marks are attached and you would say to the candidate: "You may take as many of those groups as you please, provided the groups you take do not carry an aggregate number of marks in excess, say, of 4,000 or 6,000," or whatever aggregate you fix. By adopting this plan you will bring your examination—so far as possible—into harmony with the general educational system of the country, and thereby maintain a high and a wholesome standard?—Yes, but I would rather make a certain number of those subjects obligatory.

37,463. That would be open to you to do?—French, and some other language, and also political economy.

37,464. You do not recruit university men, and the maximum limit of age is so high—27 years—that no standard of examination suitable for the men you do recruit will be in harmony with existing educational stages. Still, the secondary standard seems the most suitable. But if that standard be adopted, there remains the question of requiring candidates to have a certain knowledge of British mercantile and commercial law, shipping, negotiable instruments, bills of exchange, promissory notes, contracts for carriage of goods and contracts for marine insurance. These are not educational subjects, and unless they form the subject of a professional education they can be "crammed" up in a few months. I suggest that if your examination be directed to testing general education you should not also insist upon the candidate possessing knowledge of these technical subjects. The better plan would be to lengthen his period of probation in your office and afford him facilities for learning them, testing his knowledge before the expiry of the period of probation. In that way you would bring your system of selection into harmony with the system in force for the Indian Civil Service?—I had myself formed the opinion that the standard of the examination was not sufficiently high. I am quite open to consider any alteration of the kind indicated subject, of course, to the limit of age being high in order to meet the case of men with commercial training. My own feeling is that we do have more chance of getting men who have followed the career which I have mentioned than if we had the age too low.

37,465. You would not, I think, under the proposal which I have just sketched in outline, forfeit any advantage which your present methods possess. At the present your syllabus of subjects is essentially such as admits and even demands the "cramming" and "special preparation" which this Commission has condemned?—That is so.

37,466. (*Sir Henry Primrose.*) What determines the Foreign Office as regards whether a post should be filled by an officer in the regular Consular Service or a trade consul?—First the importance of the post, and next whether there is available a man or more men of sufficient standing who would be willing to accept the appointment without a salary. Where there is a great deal of shipping work to be done you must have a salaried man, because, to begin with, the duties under the Merchant Shipping Acts are extremely responsible, and also because there is an enormous amount of work to be done in shipping and discharging seamen and remitting their wages.

37,467. Does the consular officer who is permitted to trade get no pay at all?—Nothing in the shape of remuneration. He receives, in those cases where it is necessary, an office allowance to meet his office expenses; that is to say, it is an estimate of what one particular room in his office costs, and one or two clerks whom he puts aside for consular work.

37,468. Does he get nothing out of the fees?—No, except that under Parts III. and IV. in the Order in Council he would take that proportion which the salaried officer is also allowed to retain.

37,469. Then what is the inducement to a foreigner to accept the consulate? Is it the honour?—The honour and the practical guarantee that he is a man of good reputation.

37,470. Take Vienna, where we have a Consul-General; he is an Austrian?—He is now a British subject—Sir Frederick Duncan, a man of considerable wealth—and he has a cotton or some textile factory in Bohemia and lives in Vienna, and when his predecessor, who was an Austrian banker and was extremely useful to us, decided no longer to continue the duties, we thought we could not do better than select this British subject. He gets a large office allowance, as he has no office of his own in Vienna, so that he may maintain this office, and he has a gentleman who acted under his predecessor as consul—Mr. Philpotts.

37,471. The consuls are not expected to do anything except to attend to the interests of the trader and make reports on trade?—Yes, in an inland place, and shipping work at a port. They report from time to time on any matters of interest to the British community in this country.

37,472. Are they expected to report at all on what may be called diplomatic matters or only upon trade matters?—Not in most places. In the East a great deal of the work is political.

37,473. Then, the fees that they collect are all paid in?—They are all remitted to the Government, and stamps are cancelled to the same amount.

37,474. Looking at the German list, I see that a very large number of the consuls there are Germans in rather important places. At Bremen there is a British Consul. Does he get nothing except just the honour and glory of it, because Bremen is an important place?—He gets nothing more than that. There is a man close at hand at Hamburg with a staff of two or three salaried men under him.

37,475. It occurs to me whether, with considerable fees collected and so on, we get all that we ought to get from employing a foreigner as consul, and whether it would not be desirable, even if it cost a little more, to employ an Englishman?—You referred to the case of Germany, and there we do, as you say, employ a certain number of German subjects, but they have very severe calls on their time, and I know in one case the man is very anxious to be made a salaried officer. I think there is a point beyond which you cannot go in the employment of unsalaried persons.

37,476. Take the case of Germany; there is the keenest possible competition in trade between Germany and this country, and these consular officers are there for the purpose of assisting British trade. Can we feel confident that a German whose interests are primarily those of Germany will really do justice to English traders?—It is remarkable that we do receive, I am assured by the Board of Trade, very considerable information from unsalaried officers with regard to commerce. A man is very reluctant to tell you much about his own business, but he has not that reluctance to tell you about the business of other people. He may not tell you much about the particular branch with which he is concerned, but you will get a good deal of information about those branches with which he is not concerned. The trade relations between Germany and England are so very close that I think the commercial community may be expected to find out for themselves a good deal of what is going on in regard to trade matters in Germany.

37,477. No doubt; but we have a German representative in such a place as Frankfort-on-Main?—At Frankfort we are very well provided for by Sir Francis Oppenheimer, who is a British subject, and who has

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

furnished us, in his capacity as unsalaried Consul-General, with such brilliant reports that he was made commercial attaché. He still resides there, but he asked, when he was made commercial attaché, to be relieved of the formal duties of the Consul-General, and those duties really reduce themselves to notarial acts and the very routine matters which the consul transacts. We do not expect Mr. Beit von Speyer really to give us information or to do anything that an ordinary consul would. He more or less does the routine duties of a consul.

37,478. Then Sir Francis Oppenheimer is still there?—Yes, at his headquarters, but he goes to Berlin, comes to this country, and also visits various parts of Germany; Holland and Scandinavia are also under him.

37,479. A man is appointed for no definite term and there is no limit of age. Supposing that you find that an unsalaried consul is not satisfactory, what means have you for getting rid of him?—We should say that we wanted to make other arrangements.

37,480. Does not it happen sometimes?—Yes, it does, and usually there is no difficulty about it. We merely say that we should like to make a change. It is put to him delicately by somebody.

37,481. (*Chairman.*) Do the general service rules as to limits of age apply to unsalaried consuls?—No. There is a special Order in Council with regard to the Consular Service which carries the age up to 70 for those who came in before the year 1896.

37,482. With the same rules of superannuation?—They are under the Superannuation Acts exactly as a Civil servant in this country is, except that in unhealthy climates two years' residence is calculated as three years for pension.

37,483. And these unhealthy districts I suppose you have scheduled?—Those are scheduled for the purposes of pension and also for the purposes of leave.

37,484. (*Sir Henry Primrose.*) I see with regard to salary 600*l.* to 800*l.* seem to be about the rates, and up to as much as 1,000*l.*; but in most cases where they are 1,000*l.* or more they are really diplomatic appointments?—No, there are a certain number of 900*l.* and 1,000*l.* a year posts, and a few 1,200*l.* a year—New York, Hamburg, and Antwerp.

37,485. Is not Sir Cecil Hertslet a diplomatic servant?—No; but Budapest is a diplomatic post. At least, there is a diplomatic officer in a consular post.

37,486. Do you find that on the whole the salaries paid are satisfactory or do you have complaints at all?—We have had in the past bitter complaints of the great cost of living, and we have induced the Treasury to go a long way towards meeting that demand for an increase.

37,487. For instance, I see the consul at Buenos Aires only gets 800*l.* a year?—But he gets a local allowance in addition.

37,488. That is an enormously expensive place?—Yes, just as expensive as New York. The population is over 1,000,000.

37,489. What do you give the New York man?—He gets 1,200*l.* and 2,000*l.* or 1,500*l.* local allowance.

37,490. Is he a diplomatic officer?—No, he is solely a consular officer.

37,491. Why do you make a distinction between the Levant Service and the Far Eastern and the general Service?—On account mainly of the language difficulty. The examination for the Levant Service provides us with men who have an extraordinary facility for the acquisition of foreign languages. In the case of China, and also Japan and Siam, the language is very difficult to acquire, and our system is to obtain the man and to send him out to those countries where he learns it.

37,492. The examination for the Far Eastern Service is held in combination with the general Class I. examination?—Yes.

37,493. Is that so with the Levant Service?—The Levant Service is a special examination entirely. The result is that we do obtain men with extraordinary linguistic powers.

37,494. Take the candidates who stand for the student-interpretships in the Far East, how do they compare with the successful candidates at the Class I. examination. As a rule, would they, if they were

standing for the Service at large, often be successful?—I should say so, but I should not like to give a considered statement upon that. I would rather the Civil Service Commissioners gave an opinion on that.

37,495. The age is higher; they go up to 25 or 27, and that would make a difference?—I think the age is 24.

37,496. What do you do about the inspection of consulates?—That we have recently taken in hand on a more systematic way than we have hitherto. The great difficulty of any system of visiting consulates is that of selecting the right man for the place. We have great difficulty in devising some system and have recently decided to use, so far as may be possible, the commercial attachés for the purpose of visiting consulates, because in the course of their duty they go round the countries which form their sphere and they have opportunities of seeing how the consulates are managed. To a certain degree we have adopted that system. In some cases there have been special difficulties which prevented us from doing it.

37,497. That is to say, the commercial attaché at Berlin, for instance, would visit all the consulates in Germany?—As a matter of fact the commercial attaché for Germany, Sir Francis Oppenheimer, whose headquarters are at Frankfort, is so fully occupied with his own duties—and he also lacks experience in the ordinary consular routine—that we decided it would be impossible to impose that duty upon him. The consequence is that a consul upon whose capacity we very much rely will visit the German Consulates as well as the French Consulates.

37,498. From the point of view of merely financial control, to see as to the collection of fees and that sort of thing, do you do anything in the way of financial inspection?—The visiting will be a most thorough overhauling of the consulate in all its branches, and seeing how it is conducted; the visiting officer will practically work in the consulate for a day or two to see how it is carried on, and give friendly advice to the consul as to how he should carry on his duties, and endeavour, as far as possible, to introduce uniform methods in all the consulates. That is, I think, a very important thing, because if a man goes to a new place he ought to find the consulate kept in very much the same way in which he kept his own. The Americans have gone so far as to send out special sorts of furniture—bookcases, and so on—so that when a man goes into his consulate he can walk about almost without any light in the room and know where he can find everything, although he may have only entered it the day before.

37,499. The whole amount of revenue that unpaid consuls collect is rather large?—Yes.

37,500. Do you have visitations for the purpose of checking their financial proceedings?—This visiting system will provide for that.

37,501. But in the past what has happened?—In the past there has been a certain amount of visiting, sometimes by people from the Foreign Office, sometimes by diplomatic officers, and sometimes by other consuls. Of course the consul visits from time to time all the vice-consulates in his district.

37,502. Can you say roughly what the consular fees amount to?—Not straight off.

37,503. On the Vote something like 100,000*l.* is taken as a deduction, but I do not know whether that is all from consular fees?—It is rather mixed up in three sets of Services.

37,504. Taking 1912-13 I see appropriations in aid, "consular fees, fines, etc., connected with the general Service, 80,000*l.*"?—That is not complete.

37,505. But those are mainly consular fees, I understand?—Yes, I think entirely.

37,506. Then "fees, fines, etc., connected with the Services in China 16,000*l.*," and some smaller ones?—Yes, Japan and Siam as well.

37,507. Under the new system will it be the case that a man may expect at any moment that an inspector may come down upon him?—Yes, when we have got the system made complete for the whole world, but it is not so yet.

37,508. (*Mr. Boutwood.*) About how many candidates per vacancy do you get as a rule for the general



30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

Consular Service?—It is rather difficult to say, because there have been vacancies after the declaration of the poll, as it were, but I should say possibly one in five, or one in six, or that sort of thing.

37,509. When Mr. Hoare was quoting sundry names to you of men who had been appointed consuls without having been vice-consuls, on several occasions you used the word "diplomatic"?—These are Ministers who also have the rank of Consul-General. In some cases owing to there being Orders in Council and extra-territorial jurisdiction of the Minister he is also Consul-General for certain judicial purposes; and in other cases they are mere survivals, such as in the case of Monte Video.

37,510. What happens to student-interpreters after they have finished their training?—In the case of the Levant they go to a university, and they learn there the languages necessary in the countries to which they are going.

37,511. After that what happens to them?—After that they go out to Constantinople, and they are distributed, either to the embassy or one of the big consulates-general.

37,512. Do they become vice-consuls?—No, they first become assistants. In the Eastern Service there are nine student-interpreters, 12 assistants, 29 vice-consuls, and so on.

37,513. It is a separate way of entering the Consular Service?—Yes, only instead of, as in the general Service, joining as vice-consul they join as student-interpreters, and go on to become assistants. In the Far East there are four grades; they begin as student-interpreters, then they become second assistants, then first assistants, and then vice-consuls.

37,514. (*Chairman.*) What does a student-interpretership begin at?—The student-interpreters in the Levant begin at 200*l.*—they go to the university. In Japan they begin at 250*l.* In Siam they begin at 200*l.*, and in China they begin at 250*l.*

37,515. (*Mr. Boutwood.*) Was I right in thinking that this list of "consular officers in trade," is a list of your "unsalaried officers"?—Yes.

37,516. The two bodies are identical?—Yes.

37,517. I suppose that explains the remark I heard once: "I strongly object to a rival in trade knowing my business"?—I do not quite know how he is to know that business.

37,518. Neither do I, but that remark was made to me, and I suppose the one who made it had had dealings with one of those men?—I do not know how that may be.

37,519. With regard to the examinations, your present examination seems almost of a professional type. It seems intended to secure the actual needs of the Service rather than addressed to any particular educational standard. When I was listening to what other Commissioners said, it seemed to me that the age which you fix (which is apparently a necessary age) almost excludes the idea of co-ordinating your examination in the way that has been suggested, because, if you have this school examination suitable for boys of 18, what is the good of asking a man of 22, 23 or 24, to say nothing of one of 25, who has been three years in the City to sit for it, when he has probably forgotten all about the subjects? Does not your need for an older type of man with sufficient special experience rather place your examination in a category by itself to which the idea of co-ordination with the general educational system may be inapplicable?—I am bound to say that I had not considered it from that point of view. It may be that a man would not be up to going in for the examination some years after he had left his studies, but if, as I suggested, we made a certain number of foreign languages obligatory and certain other subjects obligatory I think we possibly should provide against that.

37,520. I was only indicating a possible point of view in connection with the examination?—Yes.

37,521. (*Mr. Philip Snowden.*) In this memorial of the second division clerks in paragraph 30 on page 19 they suggest transfer to the Consular Service?—I have not seen that document.

37,522. It is a memorial submitted from most of the second division clerks in the Foreign Office and they say: "It is submitted that a further means of promotion might with advantage be found by permitting the transfer to the Consular Service as opportunity offers, of staff officers and second division clerks, of proved ability and merit, whose experience and training in the Foreign Office eminently qualifies them to fill posts in that Service." What do you say to that?—I should not think that it ought to be a common case, but I do not see why there should not be an occasional transfer. I think in some cases it might be quite advantageous.

37,523. You have no second division clerks in your own department?—No, but they are in the sub-registries. I do not say that we should not on some occasions appoint a man of acknowledged merit to some consulate or other, but I think it ought to be very exceptional, because one does not want more than absolutely necessary to appoint men from outside the Service into it, as I think it might check the flow of young men through the ordinary door.

37,524. You have no person in your department below the rank of junior clerk?—No.

37,525. And the junior clerks have entered by the ordinary diplomatic examination?—Yes, the ordinary Foreign Office examination.

37,526. Have not you in your department work of a routine or subordinate character?—No, I should not say so at all. They are plunged into the thick of really very difficult work at once.

37,527. Have you no work at all below the capacity and pay of these junior clerks?—No, not at all.

37,528. Who writes letters?—That is done by the junior clerks, and sometimes by the senior clerks, and mostly revised by either the head of the department or by me.

37,529. Who does the mechanical copying of letters?—That is all done by the typists.

37,530. There is a typing staff in the Foreign Office then that is common to all the different departments?—Yes.

37,531. And all the letters from the various departments are sent to the typists?—They all go upstairs to the typists, and are copied there and come down again.

37,532. Then there is no work in your department on which you could employ clerks at a lower rate of pay than the salary of the junior clerks?—No, I do not think so. If you introduced a different class of clerks into the work of either the Commercial or the Consular Department, you would withdraw from the ordinary run of clerks in the Foreign Office those duties connected with the Consular Service and commercial work which, I think, they ought all, more or less, to be experienced in. If you did that you would really deprive the men in the office of a very useful knowledge and experience. About one-third of the staff of the office has passed through the Commercial Department, and I should imagine about the same through the Consular Department, so every man as he goes up in the Foreign Office—that is to say, most of them—have had experience either of the commercial side of the office or the consular side. I think that is useful as a training for men in the higher posts.

37,533. We have heard a reference a few times to the private secretary to the Secretary of State. Is he usually selected from officials in the Foreign Office?—Yes, usually.

37,534. Invariably?—I think Lord Kimberley appointed his son.

37,535. (*Chairman.*) Lord Salisbury appointed Sir Schomberg McDonnell?—Not in his capacity as Secretary of State for Foreign Affairs, but in his capacity as Prime Minister.

37,536. (*Mr. Philip Snowden.*) What became of that son of Lord Kimberley?—He went into Parliament, I believe, and then, I am sorry to say, he died.

37,537. Who holds the position of private secretary at present?—Sir William Tyrrell, who is a senior clerk in the Foreign Office.

37,538. I gather, from what we have heard of this gentleman, he seems to be a rather important personage.



30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

He is the medium through which recommendations go from this Board of Selection to the Foreign Secretary?—Yes.

37,539. Does he ever interfere with regard to the suggestions made by the Board of Selection?—No, I have never heard of his doing so.

37,540. Is this private secretary to the Foreign Secretary a member of the Board of Selection?—He, if he can find time, or one of the other private secretaries, attends the Board of Selection for the Diplomatic Service, and one of them usually attends the Board of Selection for the Consular Service as well. The Permanent Under-Secretary is Chairman of the first and I am Chairman of the other.

37,541. When the Foreign Secretary is considering the recommendations which have been made by the Board of Selection, does he call the chairman of the Board of Selection into consultation with him personally?—Not in my case.

37,542. Then what has a Foreign Secretary to guide him in deciding whether he will give a person a nomination or not?—The recommendation of the Board of Selection.

37,543. He is guided entirely by their written recommendation?—He reserves to himself the right to go behind it if he does not feel confidence in the Board of Selection.

37,544. But something was said about his consulting with his private secretary about these matters?—The private secretary is the instrument for sending out the nominations.

37,545. (*Chairman.*) Was that phrase "consulting with the private secretary" used? (*Mr. Graham Wallas.*) I think that was used with regard to an appointment not made through the Board of Selection?—Yes. In fact the Boards of Selection are, if I may venture to say so, a protection to the Secretary of State against undue pressure from outside for obtaining appointments in any of those services under his control.

37,546. (*Mr. Philip Snowden.*) In the report that the Board of Selection sends to the Foreign Secretary do you give fairly full reports as to each person that you suggest should be nominated, or do you simply approve or disapprove?—We do it in the latter way.

37,547. Then there is not very much to guide the Foreign Secretary in making his selection. Does he, as a matter of fact, give a nomination to all the recommendations of the Board of Selection?—So far as I know he has never done otherwise.

37,548. You told us that these applicants for nomination come to you at a fairly early age—at about 18, say; and they are not able to sit at the examination until they are 22. What are they doing in the meantime?—Going on with their studies.

37,549. They are not employed in any kind of way?—Some of them may be members of the Civil Service. We have had some second division men up, and we have had boy clerks up.

37,550. But you gave us one case of a lad who had done very well at school, and could not afford to go on to the university, and he was recommended to apply for nomination to the Consular Service?—He did not come up before the Board of Selection at that stage. It was his head-master who recommended to him that as he could not afford to go to the university he had better go abroad and take up some occupation.

37,551. Would not it be as expensive to go abroad to study as to go to the university?—He did not go abroad to study, but he advertised for employment in a merchant's office, which he obtained shortly afterwards.

37,552. That rather bears on my point. If you get a promising lad of 18 years of age, do you ever suggest to him that he might employ his time between 18 and 20 in a way somewhat similar to the way in which that young fellow applied himself?—I do not know whether one would volunteer advice to a young man. They do come up at 18, but I should say 20 was more the age.

37,553. Take those of the age of 20?—As I say, they are often running for some other examination at the same time. This is a second string to their bow.

37,554. A lad who has had schooling up to the age of 18 or 20 does not require to devote all his time to study for two further years in order to be able to acquire sufficient knowledge to pass the examination for consul?—That depends upon the amount of competition.

37,555. That may be; but the variety of subjects is so very limited that I cannot see how a fairly well-educated young fellow could fully employ his time for two years in making himself proficient in those subjects. As a matter of fact, do you get many who enter at the minimum age?—Yes, I think so.

37,556. Have you many who are fairly well advanced before they enter for the examination?—I think they will go up to 22, 23, and 24, and if they do not succeed then they probably go in for something else.

37,557. You are not familiar with the regulations for the examination for inspectors of factories?—No, I am not.

37,558. There is a condition there that the nominated candidate must have had factory experience; he must have spent a certain number of years in a factory or a workshop, and then he is submitted to an examination which is partly literary and partly technical. Have you ever considered the idea of laying down as a condition that a candidate for the Consular Service should have had experience similar to the experience that was acquired by that young fellow of whom you told us?—What would that experience be?

37,559. Knowledge of business in some departments?—As I was saying before, the difficulty about that seems to be to decide whether the experience of the office, or whatever it was that he was in, was one that did give such an experience as was useful to him in the Consular Service. One knows what a factory is—its conditions of employment, and so on. But I do not know that the experience in one particular business office would necessarily be on the same plane as employment in some other business office. I think there might be some difficulty in ascertaining whether the experience had been a genuine experience.

37,560. Do you consider that one of the duties of a consul, whether established or honorary, is to find out and to make known to the traders of this country opportunities for trade development; that is, the extension of our own trade in foreign countries?—Certainly; and a man might be extremely experienced in one branch of trade and be no use in regard to other branches of trade.

37,561. You would not expect that any man would be thoroughly well acquainted with the details of every kind of trade and industry?—No.

37,562. But if he had a general knowledge of trade methods would not he be able to use that knowledge advantageously in a general way?—If he had a general knowledge of trade matters, no doubt that would be valuable. But the difficulty which I think everyone must recognise in the matter of providing trade information which is to be of real benefit to British traders is to know what it is exactly that British traders require to know. By a system which has now prevailed for some years, I think, consular officers are just attaining that knowledge by the experience they gain from the inquiries which are addressed to them by commercial firms. The system is this: a trader wishes to know certain facts with regard to the trade of some particular town, and to know whether there is any opportunity for his particular class of goods. He either writes direct to the consul or directs his inquiry to the Commercial Intelligence Branch of the Board of Trade, and that inquiry is then dealt with by a consul who answers the question, and it goes back to the Commercial Intelligence Branch who schedule the information for their own use and send on the reply to the trader. I think that the more British traders realise that there are in every part of the world consular officers whose duty it is to reply to all these inquiries, the more they use the consuls the more useful the consuls will become, and the more they will understand what the requirements of British trade are. That is really, I think, a better experience than going into any particular trading office.

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

37,563. I was just working up to that point. You are aware that there have often been expressed feelings of serious dissatisfaction with the inadequacy and inefficiency of our Consular Service?—Yes; that is very much a Press cry, and I do not know that it is founded on very great knowledge. To begin with, I meet in the course of my duties a very large number of prominent persons engaged in business on a very large scale, and they tell me it is out of the question to suppose that any man in the position of a consul, and who is not an expert in their particular branches of trade, could give them any information which they are not much better able to obtain through their own correspondents and agents.

37,564. You are aware that that opinion conflicts with the opinions which have been expressed by Chambers of Commerce and the like?—I see a great many of the people connected with Chambers of Commerce, the chairmen and prominent members, and also the Committee of Commercial Intelligence, and that is the view generally expressed by big firms with regard to Government assistance.

37,565. (Chairman.) The view being that they can get the assistance better through their own organisation?—Yes, and that anything else really cannot stand beside it. On the other hand, the whole system of consular assistance to trade is of very great advantage to new struggling firms who are beginning in a small way of business, and by sending out inquiries to consular offices and obtaining from them a list of buyers of their class of goods they can in that way obtain an opening and extend their trade, and build up a very large business; and from time to time we do hear that such a business has been built up by means of the inquiries which have been addressed to consuls.

37,566. Say a firm here wanted to push a particular trade, and the firm addressed the consul in a particular locality and asked his opinion whether there would be a probability of success for that trade in that particular locality: would the consul deem it his duty to reply to that, giving all the necessary information?—Certainly, giving all the information he could obtain. But, of course, you cannot expect one man, who has other duties to perform besides those of giving commercial assistance, who has shipping to attend to, and multifarious duties falling upon him, to be an expert in any particular branch of trade, or even in a wide section of trade; but if an inquiry is addressed to him he does his best to reply to it.

37,567. (Mr. Philip Snowden.) You have often seen criticism, or comparison, made to the disadvantage of the British Consular Service with the German Consular Service, from the point of view of the assistance that the German consuls give to German trade?—Yes, and I have also seen criticisms on German consuls to their very great disadvantage as compared with British consuls. The complaint of people against their consuls is common to all countries; it is the same in France, in Germany, and in the United States.

37,568. In the appointment of consuls by Germany, are they actuated to a greater extent than we are by the commercial idea?—It is quite possible that foreign countries in appointing consuls have regarded more the commercial side of the duties of a consul than those of the shipping and general side, which this country must regard as of equal importance to that of the commercial side. From that point of view, no doubt, greater stress is laid in some countries upon the commercial qualifications of a consul than would be the case here.

37,569. We are acquainted with the more or less interesting and useful reports that the consuls send to the Foreign Office, but in addition to those do they send private and confidential information to the Foreign Office that can be communicated privately to British traders?—Those communications go to the Board of Trade, and the Board of Trade have a special register in which are classified the various firms who take an interest in particular branches of trade, and when information relating to their branch comes in, the list is referred to and the information is sent at once to those particular firms who are on the special register. But, of course, as this information is procured by public officials, paid for out of the public exchequer, it is

only right that this information should eventually reach all. Those who have taken the trouble to make the inquiry, or to get on to the special register, have an advantage in the matter of time.

37,570. (Chairman.) Could you supply us with a list of the gentlemen who have been appointed vice-consul or consul after having acquired commercial experience in this country, those gentlemen referred to by the Walrond Committee?—I have not got the records myself. I believe the private secretaries are obtaining it.\* There are some cases, but they are not quite so numerous as I should have liked.

37,571. We have a list of gentlemen who have been appointed in the Foreign Office Service, and perhaps you will mark off for us those who have had that experience?—Yes. It is quite possible that some may have had the experience and we not aware of it.

37,572. (Mr. Graham Wallas.) Mr. Matheson asked you whether many cases had occurred where the future consul had been got rid of during his period of probation, and you answered no. Can you remember any case in which any selected candidate for a consular post has been got rid of during his period of probation?—No, but some have gone, no doubt.

37,573. Some have been dismissed in the ordinary way?—Some have retired; they are not suitable, find themselves out of place, or get into difficulties with their Consul-General and get reprimanded by the Foreign Office possibly once or twice, and they will be told that they will be dismissed if they do not look out, and some of them go; but that is not a very common case.

37,574. The specific arrangement of not renewing the appointment at the end of the period of probation has, as far as you know, not come into operation?—No, it does not work in that way. A man does not wait until he is dismissed.

37,575. Have you ever thought of a process, in a case where you want to give a man another opportunity but are doubtful about him, of extending his period of probation?—If a man is not satisfactory we warn him, but I do not know that we specifically think of the period of the year of probation or carry that particularly in our mind, because I feel that a public official is on probation from the day he enters the public service until the day he leaves it.

37,576. As far as you are concerned the probation rule does not exist; you act as you wish as if it does not exist, and you get rid of a bad man?—Practically that is so.

37,577. The Walrond Committee stated that evidence had been submitted to them tending to show that the most successful traders have no desire to invoke the assistance of our consuls, but that there is a certain demand for the commercial intelligence which consuls are in a position to afford. That is very much what you told us?—Yes.

37,578. Can you judge at all whether, in the judgment of commercial firms, the value of the consular reports and the information they can get from consuls is increasing?—I think it must be admitted that the quality of the information does improve. I know I have heard it stated that the annual trade reports are very much better than they used to be. There is a continual flow of information I believe, and it really gives a very great degree of satisfaction; but, of course, if a man gets certain information by means of which he sets up a very good business, he does not go and proclaim it at Charing Cross, and is not likely to tell the Commercial Department or anybody else that the information he derived from a consul has been of such use that he has been able to make a big business out of it. We do get that information, but it is not likely a man would trouble himself to give it; he would rather let it be supposed that his success was the result of his own efforts.

37,579. You told us that the extension of the maximum age to 27 was intended to provide for the case of those who had gained some business experience?—I do not think I said that it was intended, but I think that it did have the effect of giving an opportunity to such but not an advantage. You cannot give an advantage—or I do not see how you are to give an advantage.

\* Vide Appendix LXXVIII.

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

37,580. The actual selection is done by the marks in the examination?—Exactly.

37,581. And a man of 27 is not likely to be as good an examinee as a man of 22?—No.

37,582. And you said that, as a matter of fact, hardly anybody went into the examination after 24 years of age?—Yes, I think that is the usual age.

37,583. Could you give us a return of the actual age at which successful candidates have come in?—I dare say the Civil Service Commission could give that with greater readiness than we could; but I dare say we could get out a return of that sort.\*

37,584. Then you stated that in your judgment it would be desirable to stiffen and liberalise the examination. Have you ever discussed that point with the Civil Service Commission?—No, I have not discussed it with them yet. I have only had the Consular Service under me for the last two years, and there have been other questions to attend to. But it has struck me that the syllabus was not sufficiently liberal.

37,585. But so far as your experience goes there is no systematic or regular consultation between the Civil Service Commission and your department with regard to the suitability of the examination?—We do consult them. We have been consulting them lately with regard to some points in connection with the Levant Service.

37,586. I have here the paper on political economy set in the current Foreign Office examination. Are you at all familiar with the range of that paper?—No. I am not.

37,587. It seems to me to be a paper of pure cram that might be set purely out of a shilling text-book?—We have nothing to do with that. We merely agree with the Commission as to what the subjects shall be, and it is left to them to make whatever examination they like out of it.

37,588. The Chairman suggested to you that in the case of those people who have to come in young and who have to have special knowledge, it might be desirable to consider the arrangement of a special course after selection such as is given for the Indian Civil Service. Has that ever been considered?—That was the suggestion I very tentatively made to the Walrond Committee, and which Mr. Bonar Law and Sir James Mackay did not agree to. I think there is one thing to be said, that it may be more expensive, but I do not know how that might be.

37,589. But you are still of opinion that, subject to the consideration of expense, it would be of importance to get a lad at his most examinable age, at the end of his education, and then train him for the special knowledge?—I think there is a good deal to be said for that.

37,590. What sort of training had you in mind—training in a commercial house?—I thought of training in commercial colleges. It is so doubtful about a commercial house. Supposing he is a very good man and he goes into a commercial house they may say to him: "If you go into the Consular Service you will never get more than 1,200*l.* a year; in commerce you may get a fortune."

37,591. There are commercial colleges and schools of economics?—Yes, there are many in England now.

37,592. Speaking of a particular candidate you said he was recommended by a Member of Parliament. Do candidates generally secure recommendations of that kind?—Every one who comes before the Board of Selection we must know something about and he must be recommended. We may get a recommendation from the schoolmaster, and if the report is lukewarm we communicate with him and say: "We should like more information. Do you really think he is a young man who can safely be sent abroad where, in about five or six years' time he may be in independent charge of a consulate." With regard to the Consular Service or any service representing this country abroad, you want some system of obtaining a personal character as distinguished from a written character which the Civil Service Commission requires.

37,593. And the boy would naturally provide himself with such testimonials and qualifications as he

would think likely to influence a Committee of Selection?—Yes.

37,594. Do they generally try to get the recommendations of leading public men?—I think about one out of four gets somebody in a fairly prominent position to recommend him. I am bound to say that those recommendations are sometimes so very lightly given that we do not attach very much importance to them. What we care about is the record of the boy at school. In the case of boys brought up at one of the semi-English schools abroad, we do not place very much reliance on the recommendation given by them.

37,595. You in some cases give a nomination to the examination at an age as much as four years before the examination can be taken?—No, not nomination, but the recommendation is given to the Secretary of State. The nomination is given for the examination. The nomination does not come out until shortly before the examination.

37,596. But the decision that he may in fact enter for the examination is given before?—He practically knows whether or not he will be likely to get nomination.

37,597. That intimation may be given as many as four years before the minimum age for appointment?—Yes, but we do not encourage people to come up too young, and we might tell a boy to come up again.

37,598. What is the advantage of giving it so long a period before the minimum age?—I did not draw up those regulations, but I see the age of 17 is given somewhere at which they can come up. In some cases they come up at 18. It is only in the general Service that the age is so late as 22.

37,599. But in the general Service a boy may get a nomination at 17 or 18 and his character may completely change in the next five years. Is there any advantage in giving it so early?—That fitted in with all five branches; but there is no reason why in the case of the general Consular Service these boys should not be told that 17 is too early to come up.

37,600. The work of consuls with regard to commercial information is very closely allied to the work of the Board of Trade?—Yes.

37,601. They practically act as an instrument of the Board of Trade?—Yes, practically. I am in close touch with the Board of Trade, and so is the head of the Commercial Department.

37,602. Do you think in that particular case where practically all this branch of work done by the officials of one department is initiated by the officials of another department that the present arrangement is thoroughly satisfactory, or could you see a way of improving the relations between the two departments?—I think it is the only possible way of doing it. You cannot serve two masters. They must look to the Foreign Office as being their master, particularly as they are going to a foreign country where the Secretary of State is really responsible for the whole conduct of the Consular Service abroad.

37,603. Is there anything in the nature of a joint committee for commercial inquiries?—There is this committee of commercial intelligence, which is a committee of some 30 members, and I am a member of it. It is a committee appointed by the President of the Board of Trade.

37,604. There is a rather large sort of general advisory committee, but otherwise the relations between the two bodies is informal?—It is informal but constant. We are in constant communication not only with the departments of the Board of Trade at headquarters, but also with the director of the Commercial Intelligence Branch in the City.

37,605. Have you ever had an official with that kind of experience transferred from the Board of Trade to the Foreign Office or one from the Foreign Office to the Board of Trade?—There has been an official of the Consular Service transferred to the Board of Trade, but that was in a special matter in connection with exhibitions.

37,606. (Chairman.) When we shall have taken remaining evidence touching the Consular and Commercial Departments, and have heard the evidence

\* *Vide* Appendix LXXIX.

30 April 1914.]

Mr. ALGERNON LAW, C.B.

[Continued.]

which Chambers of Commerce may give us, we may find it necessary to examine you again?—Thank you, I shall be very glad to come back again after they have made their observations.

37,607. You will have an opportunity of seeing their evidence?—My remarks with regard to the im-

portance of selection of consular officers were only made with reference to the general Consular Service, but they equally apply to all the other branches.

37,608. The private secretary to the Secretary of State is a member of the Board of Selection?—One of the private secretaries always attends my Board.

## NINETY-SECOND DAY.

Friday, 1st May 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.  
The Right Rev. the LORD BISHOP OF SOUTHWARK.  
The Right Hon. Sir HENRY PELMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.  
Mr. ARTHUR BOUTWOOD.  
Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. PHILIP SNOWDEN, M.P.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.  
Mrs. DEANE STREATFEILD.  
Mr. N. E. BEHRENS (*Secretary*).

Mr. D. A. LEAK and Mr. C. S. NICOLL called and examined.

37,609. (*Chairman.*) (*To Mr. Leak.*) When did you enter the Civil Service?—In April 1883.

37,610. Did you enter by open competition?—Yes.

37,611. Did you enter in the second division?—Yes.

37,612. (*To Mr. Nicoll.*) When did you enter the Civil Service?—In January 1895.

37,613. In the second division?—Yes.

37,614. (*To Mr. Leak.*) What salary are you drawing at present?—375*l.* a year.

37,615. Then you hold a staff appointment?—I hold a staff appointment.

37,616. The maximum pay of the second division is 300*l.* a year at present, is it not?—That is so as regards the Ridley men, but I entered under the earlier scheme which secured to me in any event 350*l.*

37,617. (*To Mr. Nicoll.*) What is your pay?—300*l.* a year.

37,618. And you entered in 1895?—Yes, I entered in 1895, but I have recently been promoted to a staff post from the 1st April.

37,619. You hold a staff post?—Yes.

37,620. (*To Mr. Leak.*) You, I presume, have read or been informed of the recommendations of this Commission in regard to the Civil Service generally?—I have read your report closely.

37,621. And you know the recommendations which we have made in regard to the second division?—Yes.

37,622. If those recommendations are accepted by the Government and applied to the Foreign Office, would they not meet a good deal of your difficulty?—I take it that by that you mean if the existing second division body was absorbed into the senior clerical staff that you contemplate.

37,623. No, I do not mean that; the Commission have not stated that. They have stated that whenever there is a case for promotion from the second division into the proposed senior clerical class promotion should take place, but the standard of recruitment in future for the senior clerical staff will be a higher standard than for the recruitment for the existing second division. We do not propose the transfer *en masse* of the existing second division into the new senior clerical staff, but if the proposals that we have made in regard to the new senior clerical class are applied to the Foreign Office in future, would not most of the objections that you now bring forward be inapplicable?—No, I think that depends entirely on the degree of the application.

37,624. But in regard to future incumbents would there be much room for objection?—I take it that

the second division body, as such, will disappear, and so it is rather difficult to answer your question.

37,625. The scales of pay and some of the conditions of service of the existing second division will disappear in time, and when they have disappeared and the new senior clerical class has come into full operation, will not most of your objections disappear?—It is difficult, my Lord, to project myself into the future and to speak, so to say, from the position which a member of the senior clerical staff will occupy. We are rather limited, if I may so speak, by our own position and our own standard.

37,626. Very good. At the present time how many second division clerks are there in the Foreign Office all told?—There are 47 second division clerks altogether.

37,627. And how many staff clerks are there?—Sixteen.

37,628. Under the chief clerk there are nine second division clerks?—Yes, that is so.

37,629. (*Mr. Philip Snowden.*) Are the 16 included in the 47?—No.

37,630. (*Chairman.*) In the Treaty Department there are two second division clerks?—Yes.

37,631. And in the Librarian's Department there are nine second division clerks?—Yes.

37,632. In the registry how many second division clerks are there?—Twenty-three.

37,633. Are you sure?—(*Mr. Nicoll.*) Twenty-six including the minor staff clerks.

37,634. I am not talking of the minor staff clerks?—(*Mr. Leak.*) Therefore there would be 23 second division clerks.

37,635. In the Commercial Department how many are there?—There are no second division clerks in the Commercial Department.

37,636. Are there no second division clerks in the Consular and Commercial Departments?—There are none in either the Consular or Commercial Departments.

37,637. Are there staff officers in those departments who rose from the position of second division men?—They are at present grouped in the general registry.

37,638. Are they included in the registry?—Yes, they are no longer members in any sense of the Commercial or the Consular Departments.

37,639. But are they not employed in those departments?—No.

37,640. Is not the Passport Officer a second division clerk?—Yes.

1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

37,641. Is he not included in the Consular Department?—No.

37,642. (*Chairman.*) I find that there are four staff officers under the chief clerk, and an assistant who was a supplementary clerk?—Yes.

37,643. His post would be open to a second division clerk, would it not?—No, not in actual practice.

37,644. It has not happened hitherto, because you have not got rid of all the supplementary clerks, but why do you say that the post is not open to a second division clerk, an exceptionally efficient and good man?—They would not draw upon the whole field of the second division to fill that particular post, they would simply look at the possibilities within their own department, that is within the Financial Department itself. That has always been the policy with regard to the Financial Department; it is a self-contained department.

37,645. If they did that, and there was an exceptionally good man in the Financial Department, would they not consider his claim to promotion to an assistantship?—Undoubtedly.

37,646. Then it is an opening; the appointment is open to the second division?—To the second division within that department.

37,647. But that is the second division?—Yes.

37,648. Probably they are engaged on accounts and more or less technical subjects, so that naturally a man who has been trained in the Accounts Department would have preference at all events in the second division. There are, then, four staff clerks and an assistant; that makes five. There is one staff clerk in the Treaty Department, that makes six; there are two assistants in the Librarian's Department, that makes eight; and there are three staff officers, that makes 11; there is one staff officer in the Parliamentary Department, that is 12; and there are four staff officers in the registry, that makes 16. Therefore you have 16 staff officers for 43 second division clerks; is it not so?—You have included the four minor staff officers.

37,649. The four minor staff officers must be either counted as staff officers, or they must be included among the second division clerks?—They are included in the second division.

37,650. They are included in the 43?—I think your Lordship has included them in the 16. If you subtract them from the 16 and add them to the second division clerks, just for the purposes of a rough enumeration, then I think you get the correct figure.

37,651. At all events, according to your calculation, you have 13 staff officers for 46 second division clerks. I have read your statement very carefully, and I think that you have been betrayed into certain inaccuracies in making it out. Would you look at page 12, paragraph 6? I understand that while you adhere to this general statement, you also wish to call attention to the fact that two assistant clerkships have been created which goes some way towards satisfying your claims. Have you your statement before you?—Yes.

37,652. In paragraph 6 you say: "The Treasury recognised that the work on which they" (that is the second division clerks) "were engaged was even at that time above the average of that performed by those of their class in other offices, and increased their salaries in practically every case by granting special allowances. Towards the end of 1888, 12 out of the 13 second division clerks were in receipt of duty pay." I understand you to mean that from 1881 onwards you have been more favourably treated than any other body of second division clerks in the Service?—I believe if we could go back to that year it would be found that in no other office under the Crown was such a large proportion of this form of special emolument, called duty pay, assigned to the second division.

37,653. But is that not what you say here? I inferred from your memorial that the second division clerks in the Foreign Office were the only second division clerks in the Service who got duty pay?—Oh, no; we do not intend to suggest that. I do not think the words bear that interpretation.

37,654. If I misread your meaning then so much the better for you. There is another point on which I think I discover a little inaccuracy. If you look at

page 13, you say (half way down through the italic portion): "Some of the salaries now paid to supplementary clerks reach 650*l.*, and while duly regarding the fair claims of those now in the Service, it would be possible gradually to make the higher posts staff appointments, carrying even less salary than 650*l.*, which would be open to second division clerks who have, by good work in the various branches, deserved special promotion." Upon that you make the following statement, at the end of paragraph 8: "The recommendation of the Royal Commission of 1891 was undoubtedly in intention and effect that second division clerks should take the place, and succeed to the prospects of the older supplementary class." Is that a correct statement? What the Ridley Commission advised was that the supplementary class should be dispensed with, that recruitment for them should be discontinued, and that their place should be taken by second division clerks. There is no promise, so far as I can see, that second division clerks should either succeed to the prospects of the old supplementary class, or that they should succeed to their pay. So far as I can see the circumstances of your employment in the Foreign Office do not give you any claim to, or promise of any sort of promotion more than the second division clerks in any other department enjoy. Indeed, it is, if anything, rather the other way, inasmuch as the practice of the Foreign Office did then, and does now perhaps, discountenance promotion from the second division to the class of Foreign Office clerks. It certainly did not give you the same kind of claim to promotion to the Class I, which second division clerks elsewhere in the Service enjoyed.

Passing on, I find you saying on page 17, paragraph 21, that you are in a worse position than your colleagues in less important offices. Will you explain how it comes about that you are in a worse position?—As the Service is at present constituted, there are, I think I am correct in saying, only two broadly recognised outlets for second division clerks; one is by promotion to the class above, the higher division, and the other is by promotion to staff appointments.

37,655. When you say that is so at present, do I rightly understand you to mean that promotion to the higher division, that is the class of Foreign Office clerks, is a part of your expectation?—Oh, no. You are asking me to justify this language we have used here, and I can only do so by comparing our position with that held by the analogous class in other offices; and in those other offices, I do not say in all by any means, because the other offices in which the higher division is present is a limited number, but still it remains true that there are at least, I suppose, 16 public offices in which a second division man, I am speaking of individuals now, can look forward to an outlet on to the higher division grade on the one hand—

37,656. That is the exceptional man?—Yes, and on the other hand where there is no higher division present he will find ahead of him a continual succession of higher posts, administrative posts carrying salaries considerably beyond the maximum of the second division.

37,657. In some instances he does?—Yes, in some instances, and in many instances I think I am correct in saying.

37,658. There are departments, are there not, in which he can look forward to nothing beyond a staff post with salary reaching 500*l.* a year?—Very few indeed. I speak under correction, because I have not informed myself very accurately on figures and statistics, but I question if there is a single office where that applies.

37,659. We have stated in our report the number of appointments that are open to the second division in all the departments. You have stated that there are departments in which the second division co-exists with the first division, with the Class I, division, and that in these departments there is the possibility of promotion to the first division for exceptional men?—Yes.

37,660. And that there are other offices in which the first division does not exist, but in which the second division have the chance of getting not only staff



1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

appointments, but certain appointments beyond those that are usually regarded as staff appointments?—Yes.

37,661. That is your point?—Yes.

37,662. And your object is to contrast them with your own situation?—Yes.

37,663. What is the other side of the contrast: what do you say about your own department?—At the time that we drew up this statement the most remunerative staff post, I think you will find, was rewarded by a salary of 500*l.*, that is the extreme limit, and there is only one post rising to that particular figure; in other words, the maximum salary attainable in the Foreign Office for a promoted second division clerk is a salary of 500*l.*

37,664. Is that quite correct at the present time?—I must supplement it by the fact, of which this Commission is aware, that two assistantships carrying salaries of 100*l.* in excess of 500*l.* have been created.

37,665. And your statement would also have to be modified would it not, if I be right in thinking that the assistantship under the chief clerk is open to a second division clerk?—I believe so.

37,666. And the assistantship carries a maximum of 750*l.* does it not?—Our statement does not deal with that question.

37,667. But surely it should?—We rather excluded from our memorial any very close consideration of the position of the chief clerk's department or of the men in it.

37,668. But if the assistantship to the chief clerk be open to a suitable and competent second division clerk, you ought not to exclude that appointment from your consideration?—I think so, because, although it is a highly favoured branch of the Foreign Office, any advantages that it may have over the registry or over the library, can only be enjoyed by men actually within the ring of that particular department.

37,669. Who are the two assistants in the Librarian's Department: are they second division clerks?—They are promoted second division clerks.

37,670. You should not exclude them?—No, we do not; we acknowledge that freely in the small supplementary statement we have attached to the memorial; we tried to give full weight to that fact.

37,671. I have no doubt you did. Now, what are the directions in which you wish to have a wider scope for advancement?—I think I can best answer that by going back to a remark which your Lordship made at the beginning of the sitting. You carried me up to a point at which I had to admit that the proportion of staff officers' posts to the general number of our class was large, and I think, though you did not openly suggest it, you must have had it in your mind that all our reasonable ambitions and desires might be considered to be met by what is, we admit, an ample provision, having regard to the proportion of staff officers' posts. But the crux of the position is that we want to go a point beyond. If we cannot, and at present we cannot with the two exceptions of the assistantships you have mentioned, it seems to us that a principle which this Commission has repeatedly condemned, the "blind alley" principle, or the blind alley system, is again operating, though perhaps at a different level, in closing us in rigidly against any further progress whatever. We recognise that there must be classifications, and there must be conventional limits; but what we contend is that these should never be allowed to harden at any stage into an impassable barrier, and the Foreign Office, I think, more conspicuously than any other office, offers an example of an absolutely impassable barrier.

37,672. In what departments of the Foreign Office do you think that barrier might be passed with advantage to the public service?—That is a momentous question. If I answered it exactly as I feel, I am afraid I might be considered as guilty, not of criticism, but of a sort of suggested invasion of a class that is very highly privileged.

37,673. You need have no such fear. Express yourself without any fear whatever. We wish to hear what you have to say?—I do not hesitate, my Lord, from fear in the ordinary sense, but perhaps you might regard it as too ambitious. I can put it in a nutshell by saying that I would like the possibility at least, as a

possibility, to exist of promotion without any limits whatever; and of course that would apply to all the departments—it would apply to the whole of the Foreign Office.

37,674. That is the ideal that you entertain. Are there any particular departments in the Foreign Office in reference to which your ideal might be attained more easily than in regard to others?—Yes, I should say the departments which are not concerned with high political subjects.

37,675. Then you would look, as a practical matter, for further promotion beyond that which your Service rules secure to you, to the non-political side of the Foreign Office?—Broadly speaking, yes. Of course in a sense there is no such thing as a non-political side: the discrimination is a rough one.

37,676. For practical purposes it consists of the Consular and Commercial Departments, and the Treaty Department; is not that so?—Yes, and a considerable amount of work that is done in the Parliamentary Department in the preparation of blue books and so on.

37,677. Preparing answers to parliamentary questions and so forth?—Yes, so far as regards papers called for by Parliament.

37,678. That is a small department?—Quite a small department.

37,679. But the others are the larger departments?—Yes.

37,680. (*Mr. Boutwood.*) To the Librarian's Department you already have the way open?—Yes, we occupy the whole ground there with the exception of the headship of the library.

37,681. (*Chairman.*) The headship of the library is not restricted to any service; the gentleman now holding that office was taken, I believe, from the Consular Department, was he not?—From the Consular Service; he was not a member of the Foreign Office staff.

37,682. He was taken for special reasons?—Yes.

37,683. Let us follow that matter a little more closely. What is the number of appointments in the Consular Department? I see there is an assistant and one junior clerk in the Consular Department, and there is an assistant and three junior clerks in the Commercial Department?—That is so.

37,684. We have been told that it is a most important matter that the clerks in other departments of the Foreign Office should from time to time have experience of the consular and commercial sides of the office. Do you think so?—Yes, but only with regard to the more important work transacted in the Commercial Department and in the Consular Department. I think in the Consular Department there is a great deal of work which is concerned with the machinery, so to speak, of the Consular Service which, if a Foreign Office clerk is told to inform himself of, does not tend to his mental enlargement a little bit.

37,685. Work of a more or less mechanical character?—Not of a mechanical character.

37,686. Is it work that requires initiative?—To a limited extent I would say. What it specially requires is previous knowledge.

37,687. Of past precedents and so on?—Yes.

37,688. It does not require any great administrative ability?—It requires no great administrative ability I should say.

37,689. Do you not think that such an employment as that would be well paid by 400*l.* a year or 500*l.* You see, if you do think that such work as you speak of is well paid by 400*l.* to 500*l.* a year, you would not gain much by being promoted into that department, would you? No doubt the number of staff clerkships would be increased?—It would enlarge the area of promotion open to second division clerks considerably.

37,690. It would increase the number of higher paid staff clerks, but it would not satisfy the ambition which you have expressed?—No, it would not.

37,691. It would probably make the proportion of staff clerkships to ordinary clerkships perhaps one in three or one in two and a half?—Exactly; and it would leave the main position, I think, quite unchanged.

37,692. Do you ever get any promotion out of the Foreign Office into other departments; do many men leave the Foreign Office and take employment in other



1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

departments?—A great number of the juniors do. I am speaking now of the second division; we are dealing with the second division?

37,693. Yes?—And I think we have indicated in our memorial all the disadvantages of that; I mean regarding simply the efficiency of the Foreign Office. As regards the individual concerned he regards it, and rightly, I think, as a very happy escape for himself.

37,694. Does it not rest with the head of the office to consent to his transfer?—In actual practice that is never withheld; the consideration would be, of course, that it would not be right to impede these transfers, which are in the nature of betterment.

37,695. When a transfer takes place another man comes in, does he not?—Yes.

37,696. And that other man comes into the Foreign Office with his eyes open?—No, my Lord, that process is a slow one, and it starts after his entry. I have seen it.

37,697. There is a certain amount of glamour about the Foreign Office?—Exactly.

37,698. And he is pleased to come in?—I will not say that he seeks the Foreign Office, because his tutor, if he has been to one of these tutorial establishments, has probably warned him against the Foreign Office.

37,699. Yet they come?—Yet they come. I do not know that the glamour really operates to bring them to the Foreign Office. I do not think it does.

37,700. Now if you compare your own official history and the amount of pay that you receive with that of a contemporary, say, in the Home Office or the Colonial Office, how do you stand?—Well, my Lord, you have now afforded me an opening that I should like to take the fullest advantage of.

37,701. Yes?—You asked me a little time since my salary, which is 375*l.* a year, and I am now in my 32nd year of service. The other day I met a contemporary of mine who at the present moment is drawing 900*l.* a year, and in that same office where I myself served—of course he was my contemporary in that sense—there are others of my old colleagues drawing 600*l.* and 700*l.* and 800*l.* a year. I do not make it a grievance that after 31 years' service I am only drawing 375*l.* a year, but I say that it is an extraordinary anomaly that the chances should be so unequally distributed that that relative position which I have just described should come about. And, if I may say so, I regretted when I read the Majority Report that the Commission was absolutely silent upon it, although in the Minority Report I was glad to see that it was, I think, fully recognised and amply allowed for.

37,702. Well that is the fate of a great number; some have good luck and some have not such good luck. You came into the Service at 70*l.* a year did you?—No, as a Playfair second division clerk my salary was 80*l.* a year.

37,703. And the scale was 80*l.* up to 350*l.*, and you are now drawing 375*l.* after 32 years' service. How many years more have you to serve before you are entitled to pension?—I am now—and I hope I shall be able to convince the Commission of the fact—49 years of age.

37,704. So that at 49 years of age you have got up to 375*l.* a year?—Yes.

37,705. You have not done badly. You have not done as well as some men, but you have not done badly?—Does not that entirely depend upon the standard which you invoke?

37,706. You have got beyond your Service scale of pay, and as you have 15 years more to serve, there is the possibility of getting up in your present office to 600*l.* a year?—I do not think it is possible. It may appear to be so on paper, but it is not a practical possibility.

37,707. The appointment is there?—The appointment is there, but the present holder is, perhaps, six months older than myself.

37,708. However, if the recommendations of the Majority Report are accepted by the Government, you will have the possibility of promotion into a post not in the Foreign Office but in some other office. If the Treasury consider that you are specially fitted for promotion beyond your present grade it will be open to them to propose your transfer if there is a

vacancy to another department?—Yes; we think that will go very far to remedy the inequality I spoke of; but of course the machinery for bringing merit to the surface must be very carefully constructed.

37,709. You admit, of course, that any promotion from a particular division to another division, from your class to another class, must be a matter of pure selection for marked ability?—I think that factor ought to predominate, certainly.

37,710. What other factor should enter into it?—There may be a factor common to two men or to three men; there may be a factor of a common length of service.

37,711. Should that enter into such promotion at all; should seniority enter into it in the least degree?—Is your Lordship asking me whether it does enter into it at present?

37,712. No; ought it to enter into it?—Under an ideal system does your Lordship mean?

37,713. For such exceptional promotion as that from your second division into the grade of Foreign Office clerk, should the promotion be determined by anything except exceptional ability?—I agree with you, by nothing except transcendent ability.

37,714. That is to say exceptional ability, such as will satisfy the Government that the officer will do credit to the new duties he would have to discharge?—Yes.

37,715. Do the rules of your Service prohibit such promotion at the present time? If the practice has not recognised it, do the rules prevent it in your department, the Foreign Office?—I do not know that there are any written categorical rules absolutely forbidding it, but of course practice is more compulsive than any rule, and I can imagine the emotions which would be excited if it were recommended.

37,716. Is there any other matter that you wish to urge upon the Commission?—Most of our suggestions are already contained in the statement before the Commission, if you would allow me perhaps to expand our recommendations?

37,717. Yes?—Our main recommendation is that a new department, or perhaps two new departments, should be created, into which should be lifted bodily work that is not of a highly diplomatic character, work of a technical kind which concerns, so to speak, the business side of international relations. There is at the present moment in the Treaty Department and in the Consular Department a great deal of work which really is only political in a very limited sense, in a secondary sense, which the general body of second division clerks I consider would be competent to perform.

37,718. And which is now performed by Foreign Office clerks?—Yes, by Foreign Office clerks.

37,719. That would involve, would it not, a reduction in the number of the establishment of Foreign Office clerks?—Not necessarily. The department that we contemplate would be of slow growth. That we advocate, because we do not want redundancy among the Foreign Office clerks, which obviously would be very unfair to them. But the creation of this new department and its enlargement might go on from more to more as vacancies befell among the Foreign Office clerks.

37,720. That would mean a contraction in the number of Foreign Office clerks. I do not object to that, but it would mean that?—Not in the end.

37,721. They have a certain amount of work that they now do, and if you transfer it to the second division clerks they will be left idle, comparatively speaking?—And we are trying to obviate that by not effecting that transfer until a vacancy among the Foreign Office clerks is pending.

37,722. And on filling it up the post would be absorbed?—Yes.

37,723. Consequently there would be a reduction in the total number of Foreign Office clerks?—Yes.

37,724. If you think there is work to be done in that direction, why should it not be done by second division clerks now? If such a reorganisation be possible, why should it not be possible to employ second division clerks in the Consular or Commercial Departments in doing that work of a technical and business character, and not,

1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

as you say, of a secret or diplomatic character?—There is an importance attaching to it; though it is not secret or confidential, it is something above the ordinary registry work, for instance. But why it is done at the present time by Foreign Office clerks of course is a question which the office as such might be able to answer, because it would throw them into a defensive position perhaps.

37,725. You would create a new department for the purpose of improving the condition of the second division clerks?—No, not exclusively for that.

37,726. Partially?—We do not close our eyes to it, obviously; I am not pretending that we are doing so. We have not worked it out in detail, but I think we could establish that it would be for the efficiency of the Service, and I think that we could show that a saving would be effected if some scheme of the sort we have in our mind were carried out.

37,727. What is your next point?—The second idea that we have, I think I have already given expression to, and your Lordship discouraged me. I spoke of the absorption of the entire second division men at present in the Foreign Office into the contemplated senior clerical staff.

37,728. That is a matter which is really not in the hands of this Commission. We have recommended the creation of a senior clerical staff, and it is for the Government to pass orders on the recommendation. Our recommendation is that if men at present in the second division are, in the opinion of Government, up to the standard of our proposed senior clerical staff, they should be promoted into it as a matter of individual selection?—Yes.

37,729. I do not discourage you; on the contrary, if the Government and the head of your department consider you fit for promotion to the senior clerical class I think you ought to have it. Have you ever considered the question of the employment of second division clerks abroad at the embassies or legations?—Yes, we have.

37,730. Do you consider that there is an opening for them there?—It is a limited opening. Personally I am not acquainted with the clerical constitution of our missions abroad.

37,731. You are not prepared to advocate anything in that direction?—Not very strongly except, perhaps, as regards archivists. At present we have at Constantinople—I do not know whether the Commission are already informed of it—an archivist who was a second division clerk in the Foreign Office, and I think there is one at Rio also.

37,732. That would require some knowledge of the language of the country, would it not?—Not necessarily; it would be an advantage, of course, in certain States. That gentleman who is at present acting as archivist at Rio has a knowledge of the Portuguese language, but the promoted second division man at Constantinople, I think, is sufficiently equipped with a good knowledge of French. I do not imagine for one moment that he has a knowledge of the vernacular.

37,733. Business is mostly conducted in French at Constantinople?—Yes.

37,734. By an archivist you mean a librarian, the custodian of the records?—Yes, the keeper of papers and a man who could be referred to for precedents and cases, and who would have a general knowledge.

37,735. The papers at Rio and the papers at Constantinople would be either in Portuguese and French respectively?—Largely.

37,736. And a man having the custody of them, in order to be able to produce them quickly, ought to know Portuguese or French?—Yes.

37,737. That is the reason is it not, why the archivist is usually a local man, because of his knowledge of the local language?—It may be so, but you would have no difficulty in finding in the Foreign Office clerks just with that particular accomplishment necessary to that position.

37,738. That is another direction in which you think you might have more prospect?—Yes.

37,739. Is there any other?—I think among our suggestions you will find that we suggest that, if we may now look at the purely Political Department, a staff

officer might with advantage be introduced into each of the four purely political departments (I do not know that I need trouble you with their names—the Eastern Department, the Western Department, the Far Eastern Department, and the American Department) for many objects, perhaps, the chief one being the preparation of memoranda on current events, not on past history. Any questions in regard to what is past are dealt with more in the library.

37,740. Can you treat current events effectively without some reference to the past?—It would be continuous. The type of memorandum which the staff officer, if he were appointed to a political department, would be engaged upon would be a sort of continuous history of the thing; he would take it up obviously from the point at which it started, which might be last month or might be four or five years since, and then develop it.

37,741. He would work upon the papers which are now in the registry?—Upon the papers which find their way to the registry, upon current papers.

37,742. The second division staff clerk in the library does that work. Why should he be put in the Political Department in order to write such memoranda when he can do so in the Librarian's Department?—It is not the function of the librarian to prepare current memoranda.

37,743. You are now proposing the creation of a staff clerk to perform a new function?—No, a function at present discharged or which should be discharged by a Foreign Office clerk.

37,744. You would appoint a staff clerk to do that work?—Yes.

37,745. What would the Foreign Office clerk do? If he did not do that work, so far his time would be unengaged?—I think you would find on investigation that this particular sort of work, the construction of memoranda on current events, is not, as a matter of fact, being done. Owing to pressure, or owing to reasons which I have no doubt are perfectly good reasons in themselves, that side of the work has fallen behind, in fact in some departments you might almost say that it is non-existent, and that is a great disadvantage to the work.

37,746. Is there anything else?—Then we should like, if it is feasible, my Lord, some modest opening to the Consular Service.

37,747. That is to say, you would be glad to be transferred from the second division into the Consular Service?—Yes. Of course we have seen two conspicuous instances of that last month, though the gentlemen concerned were not second division clerks; they were members of the supplementary staff.

37,748. Who were they?—The assistant in the library and the senior staff officer in the library.

37,749. What was the assistant's name?—Mr. de Bernhardt.

37,750. And the other?—Mr. Godfrey Hertslet.

37,751. (*Mr. Philip Snowden.*) Was he related to the consul at Antwerp?—Yes, he is a brother of the Consul-General.

37,752. (*Chairman.*) What position has he in the Foreign Office?—He was a senior staff clerk in the library, but he was not a promoted second division clerk; he was a member of the supplementary class, a moribund class, if I dare to call it that.

37,753. And the other gentleman was of the same origin?—Yes, he was a supplementary clerk; and I believe there has been a solitary instance of a second division man pure and simple, being offered a consular post. He was in the chief clerk's department, and I think there were very special reasons for it. The heads of the department were good enough to consider his health, and offered him a change of climate.

37,754. It is open to the Government to do that again. A precedent has been created, if one was necessary?—Yes, I should say that these recent transfers from the library of the Foreign Office to the Consular Service constitute a precedent which nobody can disregard in future—which should not be disregarded in future.

37,755. You have got pretty much what you want in this respect?—Not exactly. I cannot say that we have got it, but we should be in a fair way of obtaining

1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

it if this Commission could make such a recommendation.

37,756. And in future, without wishing in the very least to underrate the capacity or ability of the existing second division clerks, we may hope that in the process of improvement the future senior clerical staff will be even more efficient than the existing second division clerks, and may furnish more gentlemen of the kind you now mention?—I share that hope entirely, my Lord. I think that all of us at the Foreign Office are not fanatics for efficiency, but we do value it very highly.

37,757. It is a perfectly legitimate ambition?—All our suggestions and recommendations have been framed simply with the one idea of providing, not an immediate outlet so to speak, but an ultimate outlet in the Service, because when a man is appointed to a staff post, and that is the height under existing arrangements to which he can rise, he is left with the depressing knowledge that he never can get any further; the wall remains. His position, it is true, has shifted a little, but there it is.

37,758. (*Mr. Graham Wallas.*) Any person under the age of 27 who receives a recommendation from the Secretary of State is entitled to compete for an original appointment to a post in the Consular Service, is he not?—Yes.

37,759. Do you remember any instance in which a second division clerk in the Foreign Office has applied for leave to compete for that examination?—Not within my own knowledge. My colleague corrects me; there has been a solitary instance.

37,760. The man applied?—He applied for nomination.

37,761. Was he given a nomination?—He did not eventually receive a nomination. (*Mr. Nicoll.*) He was put on the waiting list, but he was never asked to go up for the examination. (*Mr. Leak.*) The nomination is a sort of procedure in which there are two stages. Before it is effective, before you may say it is a nomination at all, the candidate must have satisfied the Board of Selection. You have two nominations; you have a nomination to appear before the Board of Selection, and upon the result of the personal estimate of the candidate the real nomination to present himself at the consular examination is granted.

37,762. This is important from another point, and I want to be clear about it. You say that the candidate sends in his name asking for a nomination?—Yes.

37,763. At that stage may he be at once rejected—told that he is not suitable?—Oh yes, if he does not furnish immediately with his first application evidence or some credentials which would satisfy the Secretary of State he will be immediately rejected.

37,764. But at this stage the Board of Selection has not appeared at all?—No.

37,765. If he is not then rejected he is put upon a list called a waiting list?—Yes.

37,766. And then members of that waiting list are permitted to see the Board of Selection?—(*Mr. Nicoll.*) They are selected for examination.

37,767. But do all the members on that waiting list appear before the Board of Selection?—(*Mr. Leak.*) Yes, they would all appear before the Board of Selection.

37,768. Then in this particular instance, the man who was put upon the waiting list appeared before the Board of Selection, and then was not admitted to the examination?—No, he never appeared before the Board of Selection.

37,769. Then it does not follow that being on the waiting list, he appears before the Board of Selection?—I am not clear what you mean by the waiting list.

37,770. You used the term?—It was Mr. Nicoll who used it. (*Mr. Nicoll.*) I am afraid we cannot give you a very definite answer as regards the waiting list. (*Mr. Leak.*) But I am correct in saying with regard to the nomination that first of all it is a nomination to a list and then a nomination to the examination.

37,771. (*Mr. Philip Snowden.*) Would I be right in saying that the point of your complaint is that you have in the Foreign Office people whom you call Foreign Office clerks, who are analogous to the higher

division in other Government departments, and that in other Government departments people in the second division and the higher division are employed together, and a second division clerk may hope to be promoted to the higher division, whereas a second division clerk in the Foreign Office cannot hope to be promoted to the analogous rank in the Foreign Office?—Yes, I think you sum it up quite correctly.

37,772. And would you go so far as to claim that the second division clerks in the Foreign Office should have the same hope of passing into the class of Foreign Office clerk which a second division clerk has in other Government offices?—I think that hope should certainly exist.

37,773. Now is there a clear line of distinction between the kind of work upon which second division clerks are engaged in the Foreign Office and that of a Foreign Office clerk?—No, there is no hard and fast line, not even a clear line.

37,774. Are second division clerks or staff officers in the Foreign Office employed upon work which might be described as administrative?—Yes, I can answer that without hesitation; they are. Of course, I would have to limit that by saying that there are only perhaps two or three, or four at the outside, engaged upon what I should call administrative duties.

37,775. I take it from what you have said this morning, that the prospects of advancement of the second division clerks in the Foreign Office at the present time are not very bright, owing to the fact that the higher posts for which a second division clerk is eligible are held by men who, in the natural course of things, have a fairly long prospect of efficient life before them?—That is so.

37,776. Have you any figures bearing upon this particular point as to the length of time before a second division clerk, say of 15 years' service in the Foreign Office, might expect to be promoted to one of these higher posts?—Yes, according to a list which we have drawn up with great care, a second division clerk of 15 years' service must serve another 13 years, that is to say, he must complete a period of 28 years' service before he can obtain what you might call normal promotion.

37,777. The position then is that a competent second division clerk in the Foreign Office, a man of ability, quite above the average, a man who might be competent to do the higher work of the Foreign Office, cannot possibly hope for promotion, even to a rank below that of Foreign Office clerk within the next 13 years?—That is so. I question whether there is another department under the Crown which presents such an extraordinary block and congestion.

37,778. I gather from what you have already said that they cannot hope to reach one of the posts, for which second division clerks may be considered to be eligible, for 13 years?—That is so. Perhaps I ought to explain that this calculation is arrived at upon the consideration of what you may call normal factors.

37,779. (*Chairman.*) What salary does a man of 15 years' service reach in the second division; what had you got to then?—With 15 years' service he would reach a salary of 200*l.* a year.

37,780. That is the minimum salary of a Foreign Office clerk, so that at 27 years' service he would have reached a much higher salary than a junior Foreign Office clerk. At 27 years' service what would he have reached?—300*l.*; he would have got his maximum.

37,781. And if he was an exceptionally clever man he might get anything up to 500*l.*?

(*Mr. Philip Snowden.*) But is it not a fact that the Foreign Office clerk advances, not by ordinary rate of increment, but special promotion comes to him very often very rapidly, which brings him the maximum salary of his rank, 500*l.* a year, very much sooner than he would have reached it if he had to proceed by the 20*l.* annual increment?—Certainly. I think our statement contains a table illustrating that. We worked it out to an average (I think this may help in answering your question) that after ten years' service (I am speaking in averages) a Foreign Office clerk is promoted to the rank of assistant, and after another five years to the rank of head of a department, carrying a maximum salary of 800*l.* in the case of an assistant and 1,000*l.* in the case of a head.

1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

37,782. And therefore the chances of advancement above the maximum of the lower grade are very much higher in the case of a Foreign Office clerk than they are in the case of a second division clerk?—The chances against the second division clerk are certainly very much greater.

37,783. And the second division clerks who are in the Foreign Office at present in the rank of second division clerk, cannot reasonably hope for promotion until they reach nearly 50 years of age?—I should perhaps put it at 48 years.

(Mr. Snowden.) That is not far off.

37,784. (Chairman.) There is just one question I want to ask you. You say that there are three or four staff officers who exercise administrative functions?—Yes.

37,785. In what department are you?—I am in the registry. I am head of one of the sections of the registry.

37,786. Have you ever exercised any administrative function yourself?—No, I cannot say that I have.

37,787. In what department do staff officers of the second division exercise administrative functions?—In the Treaty Department.

37,788. You have not got many there; you have only one staff officer?—Yes, and the two assistants in the library.

37,789. Do they exercise administrative functions?—Yes, unless one is hampered by a very strict definition of what an administrative function is.

37,790. What does the library officer do, which you could class as an administrative act?—(Mr. Nicoll.) May I answer that as I am in the library?

37,791. Yes?—Papers are sent down to the library, and the staff officers and assistant there are asked to collect information on precedents and to sift that material and to put down the result of that sifting, and to advise on the papers generally.

37,792. Advice of what character?—As to the course which should be followed.

37,793. Is that constantly done in the library?—That is constantly done, under the supervision, of course, of the librarian.

37,794. (To Mr. Leak.) Then there is another matter. Do you say that the second division clerks in your department are cognisant of important papers?—That is so.

37,795. Do you do anything in the registry except register the documents in a book, filling in the various entries and then send the paper to the diplomatic officer, and afterwards see that the orders recorded on the paper by the diplomatic officer are carried out, and the letter which is drafted by the Diplomatic Department is issued. Is not that the sum total of your duty?—No, it is not the sum total. It certainly is our chief task. Broadly speaking, we exist for that purpose.

37,796. What other duty have you to do?—It extends itself in half-a-dozen directions. A Foreign Office clerk will come in and ask whether from our knowledge we can produce an analogous case which would help him individually.

37,797. Before you send the papers into the department you have to put up all the relevant papers that are in your possession that you can think of, namely, up to the two years' limit, and if there are other relevant papers you have to get them out of the library and send the complete file to the Diplomatic Department?—Yes, that is so; but even "relevant," of course, is a relative term. A quick mind in the registry will see the bearing of the old papers upon the new papers which have just come in.

37,798. In that way you see important papers, you are physically in possession of important papers?—Yes.

37,799. But you do not consider these important papers in any way; you do not consider their contents unless you wish to go outside your functions?—I do not say that we should go outside our functions, but I do say that we go to the extent of our functions, and very often in this direction: that we not only have, to use your Lordship's own words, to give effect to orders on a particular paper, those orders being contained in

the minute, but from our general knowledge and from our general experience, from mother sense shall I say, we are able very often to detect something that should be done which has not been allowed for in the minute, or something that has been allowed for in the minute and is not absolutely in accordance with precedent.

37,800. Am I to understand that you exercise a sort of revision on orders as they come out of the Diplomatic Department?—That is a word I could not quite accept.

37,801. I am not applying it in the sense of looking for faults, or anything of that description at all. I want to understand what the process is. Does it ever happen that if you notice a mistake in a file sent to you from the Diplomatic Department for the purpose of issuing orders, you return it to the department for correction?—Oh yes, very often; and this has a bearing on our suggestion that a technical department should be created, more so in the case of the departments which are not predominantly political. I know myself, as head of a sub-registry, and having seen the oversight myself, or having it pointed out to me by one of my juniors, that we frequently go to the department and say, "Do not you think this should be done?" That sort of thing occurs.

37,802. You take it in the first instance, I presume, to the registrar?—No, the staff officers in charge of the three sub-registries have, and I am glad to say it, a close and constant association with the departments, and we should not trouble the registrar. He would not expect to be troubled by us.

37,803. You would not take it to the department without consulting the staff officer in charge?—Exactly.

37,804. (Sir Henry Primrose.) With reference to that question of the prospects of promotion to staff places, you said just now, I think, that no second division clerk in the Foreign Office at the present time could hope to get up to a staff post until he was 48?—Yes, that is the figure. I always qualify it by saying that we are taking normal conditions: that the individual stays until he is 65 before he retires, and he will be able to say that life will be good enough to him.

37,805. Is not that view inconsistent with the whole scheme of the second division, as laid down by the Ridley Commission? Let me remind you that when they recommended the change in the scale of pay from what was paid to the Playfair clerks, which stopped at 200*l.* plus duty pay and substituted 350*l.*, they expressed some diffidence as to whether they were not putting the figure too high. What they said was: "At first sight this may appear to be too liberal a scale, but when you consider the sort of duties we wish them to have"—I am paraphrasing—"those duties will not be unduly paid by a salary which after 35 years' service will reach 350*l.*" Surely that indicates that in their mind what a second division clerk was really recruited for was a service which ensured his getting to 350*l.*, and in addition there were certain prospects, but only for a few. It was not part of the scheme that every second division clerk should have the expectation of being promoted to be a staff clerk before he was 50, was it?—I think we must allow something for what one might call the tendency of things constantly operating and pushing the position, which ended on a given point at a given year, forward on to fuller ground. And I do think, from such general knowledge of the Service as I have, that work of an increasingly important character is concentrated into the hands of the second division.

37,806. That was intended, of course; that was why they were put up to 350*l.*?—Does not that carry with it the corollary, or might it not be a presumption at least, that an increase of salary and prospects at all events should accompany that increase in the importance of the work? What I wish to convey to you is that what appears to you to be an inconsistency is not, perhaps, if we examine it a little more closely, really an inconsistency.

37,807. I think there was a clear intention in giving this rather high pay to the class, as a class, that a man should get 350*l.* without what is called promotion by

1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

selection; that he should proceed automatically?—Yes, a Service scale.

37,808. That presupposed that that would be the limit of the prospects for the majority of the men; not for all, of course. Now, as regards abnormal promotion to, say, the higher division, or to a consular appointment, and so on, I understood you to say there is no absolute prohibition; there is no minute in the Foreign Office which precludes the Secretary of State from making such promotion, if he chooses: is not that so?—Yes, but I pointed out that there was something more authoritative than a minute, and that is system and practice.

37,809. But let me put it to you in this way: Do you hold that within your experience in the Foreign Office there have been within your knowledge a certain number of second division men who, in your opinion, might properly, if the Secretary of State had taken that view, have been promoted to the first division?—I can only answer that question from my own general knowledge of the second division body. I should say that such a number would be an exceedingly small number.

37,810. Are you speaking of the second division as a whole, or of the second division in the Foreign Office; do you mean the second division men serving in the Foreign Office?—I rather mean the typical second division men.

37,811. There being no rule, you say there is something more important, and that is practice; but the question is, is the practice due to the fact that there have been no second division men whom the Secretary of State thought he could put up, or is it due to what you rather suggest—that, as a matter of fact, if there was a man good enough he would not be put up, simply because he was a second division clerk?—I should rather say that all second division men, however able, have been totally lost sight of in that connection. It never occurred—it would not occur to the appointing agencies to think of a second division clerk in that connection.

37,812. But is that so? Last year you presented a memorial to the Secretary of State in July, complaining that a post which you thought the second division were entitled to regard as open to them was given to somebody else?—Yes.

37,813. In answering that the Secretary of State said: "As regards the post in question there was no second division clerk properly qualified or competent to fill the post." Do you disagree with the Secretary of State on that point?—I must say that we absolutely contradict it.

37,814. Then there you come to the whole point: are you or is the Secretary of State to be the judge? We cannot judge between you, but it comes to that, that you take a view of your capacity which the Secretary of State does not take?—Obviously there was opposition between us.

37,815. But now I take your memorial as a whole. I presume it has been very carefully prepared, and one may look upon it as a paper that represents careful work upon the part of the second division clerks?—That is so.

37,816. The Chairman has already pointed out one or two inaccuracies in it, but there is one very material inaccuracy which runs all through it. You speak over and over again of the Royal Commission of 1891, by which, I presume, you mean the Ridley Commission of 1886, which terminated in the middle of 1890?—(Mr. Nicoll.) The Royal Commission of 1891 was quoted with regard to the supplementary clerkships.

37,817. But there is not such a thing as a Royal Commission of 1891. The report of the Commission from which you quote is dated 30th July 1890. You may say it is a slip of the pen, but it is not. Here is a very important paper drawn up for presentation, and all through you make that very serious error in the date?—(Mr. Leak.) If we designated the Body in inaccurate terms, I think that is really what you might call a nominal error, and it has absolutely no prejudicial bearing on the general substance of our statement.

37,818. I think it has, for this reason: You wish to have certain more important places assigned to the

second division than you have now, such as in the Librarian's Department, drawing up memoranda, and so on; surely if you were drawing up a memorandum in the Librarian's Department, or the Treaty Department about a treaty, and you misquoted your dates all the way through, that would not encourage the Secretary of State to promote anyone, would it?—(Mr. Nicoll.) This statement was not drawn up on a question of accuracy of dates; it was drawn up on a question of accuracy of facts, and a clerical error hardly vitiates accuracy of facts.

37,819. In your memorial to the Secretary of State you say that "As far back as 1891 this disability was represented by us to the Royal Commission of Inquiry then sitting. The Commission thereupon recommended that staff appointments should be created, including the three posts of assistant in the Treaty, Financial, and Librarian's Departments." That is not the case; the Commission never recommended that. You are confusing these two things; you are confusing what the Treasury did in 1896, as the result of the recommendations of the Ridley Commission, with the Commission, which is rather an important thing?—(Mr. Leak.) I do not know whether it will serve to place a proper valuation on that error, if it be an error, which I am sure I regret, if I point out that the document containing it is not a substantive part of the memorial at all; it is an annexe, and although it may be illustrative, it is only incidental to our memorial.

37,820. But those are just the things which really are indicative of the quality of work?—Oh! I hope not.

37,821. The work you want to do is work in the Treaty Department and work in the Librarian's Department, where precision and accuracy are required. Here you state that the Royal Commission did something and said something which they never did or said, and you also give them a wrong date for their existence.

You rather suggest that the present second division clerks and the staff places that are reserved to them should be replaced by a new body of clerks, such as has been recommended in the fourth report of this Commission, somewhat corresponding to the present intermediate clerks, as they are called?—Yes.

37,822. The result of that would be very much to restore the old supplementary establishment, would it not? That class, as recommended in the fourth report, would correspond very closely with the supplementary establishment which was abolished by the Ridley Commission?—I see no resemblance whatever between the senior clerical class, which you contemplate, and the old supplementary class in respect of opportunities or promotion, or salaries or maxima—I see no common ground between the two.

37,823. I think it would come out very near it; however, that is a point you see very well and we here cannot. The Commission have recommended general principles, and if you choose to ask the Secretary of State, in applying those principles to the Foreign Office, to substitute the new senior clerical class, if it comes into existence, for the second division, that is all right?—(Mr. Nicoll.) We are not aware that you will recommend that the Foreign Office would be staffed by the senior clerical class.

(Sir Henry Primrose.) No, we have not recommended that any department should be so staffed.

(Chairman.) We have not made any recommendation in this connection. We have only begun to deal with the Foreign Office; our recommendation will come later.

(Sir Henry Primrose.) But the general recommendation, as regards the second division clerks and subordinate staffs, would apply to the Foreign Office, I take it.

37,824 (Chairman.) (To Mr. Leak.) I asked you, at the commencement of my examination, whether the substitution of our proposed senior clerical class in the Foreign Office for the second division would not meet a good deal of your grievances?—It would meet a great deal. I hope I did not convey any other impression. We are men of very varying ages, of course, from boys of 19 to men of ripe years, and perhaps some may take different views of what will satisfy them, but



1 May 1914.]

Mr. D. A. LEAK and Mr. C. S. NICOLL.

[Continued.]

I think it will go very far towards meeting all their reasonable complaints.

37,825. For the future?—Yes.

37,826. (*Sir Henry Primrose.*) Just one other question as regards your contention that the second division clerks employed in the Foreign Office are worse off than second division clerks elsewhere. I notice from the Foreign Office list that out of 44 second division men, who are not holding staff places, there are only five who came in before the year 1901, so that it is rather early for those gentlemen to be crying out, I think?—I do not think so. I live and work with my men, and on the whole I am pleased to know that they do realise their position in all its bearings, and that they are not, I will not say contented exactly, but that they have enough prescience to keep the future before them; after all, they are interested in their own individuality and their own prospects, and I think that, within limits, and if a right spirit is running through it, that is a thing that has its value.

37,827. (*Chairman.*) You think that the office ought to be animated by a "pensive discontent"?—No, you are carrying me to the region of definition, which is always dangerous.

37,828. (*Mr. Matheson.*) Are there many second division clerks in your office who are able to deal with papers in French and German?—Yes, a considerable number, if by "dealing" is meant that their minds immediately give the English equivalent. They do not deal with them in the sense of Minutes.

37,829. I meant that they can read them with sufficient fluency to know exactly what their bearing is?—Exactly to know what their bearing is. I do not possess a knowledge of German myself, so I do not want to be considered as affecting an accomplishment that I do not actually possess; but in many cases the papers that we receive in German—I know from the subjects dealt with that a German note may be quite simply understood, or on the other hand it may concern highly technical subjects which would drive the professed and paid translator to his lexicon.

37,830. (*To Mr. Leak.*) You were speaking of promotion to be a Foreign Office clerk. Do you know

that one of the qualifications is that they must have a rather extensive knowledge of French and German?—Yes.

37,831. Do you think that, so far as that qualification is concerned, there are many men in the second division in the office who would satisfy it?—No, but I do not think it would be a disqualification. I do not pretend that the lingual attainments of any of the second division clerks are for one moment comparable with those of the Foreign Office clerk; but I say that there is a great amount of Foreign Office work done by Foreign Office clerks in which that particular point, as to whether A, B, or C has this or that advanced knowledge of German or French, does not arise at all.

37,832. (*Mr. Shipley.*) What are your hours; at what time do you go to the office?—The hours vary slightly, but we have a seven hours' day. The registry assemble at half-past 10 to catch the early worm, and close at half-past 5. The library are all supposed to be there at 11 and disperse at 6, and the Foreign Office clerks quite rightly come a little later and stay later.

37,833. Do any second division clerks do night duty; do any of them remain there all night?—No, none.

37,834. Is the office adequate; is it large enough, and so on?—I think so; but I know that the problem of space is becoming more and more pressing. When I first entered the Foreign Office there were great vistas of emptiness, rooms about which you ask: What object do they serve; whoever enters them? But it is difficult now as the work expands to find space for it; and to illustrate that, I may say that we have absorbed waiting room after waiting room; we have transferred one portion of the luncheon room to the basement, and we are in a sort of dilemma, and it is an ever-present dilemma.

37,835. (*Miss Haldane.*) Is all your copying done by typists or is any of it done in the office?—I may say that substantially all the Foreign Office copying is done by typists, inside the office.

37,836. What is the average duty pay? I see you say it goes from 20*l.* to 100*l.*?—It no longer exists.

Mr. EDWARD CHARLES BLECH, C.M.G. (Librarian, Foreign Office), Mr. WILLIAM LEWIS BEEROW, I.S.O. (Registrar, Foreign Office), and Mr. EDWARD PARKES (Assistant in Librarian's Department, Foreign Office) called and examined.

37,837. (*Chairman.*) (*To Mr. Blech.*) You have been only recently appointed librarian?—Yes.

37,838. Do you prefer to give evidence or that Mr. Parkes, your assistant, should?—I think it would be more satisfactory that Mr. Parkes should give evidence.

37,839. But if there is any point upon which you desire to speak I hope you will do so?—Certainly.

37,840. (*To Mr. Parkes.*) Will you be good enough to say what your experience of the public service is. How long have you been in the Service?—I was appointed in 1882 and was employed in the Accountant-General's Department of the Post Office. After six years' service there I was transferred to the Foreign Office. That was in 1888; and since then I have been in the Foreign Office.

37,841. Did you enter as a second division clerk?—Yes.

37,842. You are now the assistant to the librarian?—I am one of the two assistants.

37,843. What salary are you getting now?—500*l.* to 600*l.*

37,844. What is the salary of your colleague, the second assistant?—500*l.* to 600*l.*; we are joint assistants.

37,845. Will you briefly describe your system of keeping the papers; how the papers come to you and how you deal with them?—The 1912 papers were handed over to the library in the early part of January this year, that is to say, papers in the registries are from one year to two years old so far as concerns those registries.

37,846. The registries, at that rate, have only about one year's papers at present?—Only one year and a few months.

37,847. They come to you with the indexes that have been prepared in the registry?—Yes.

37,848. How do you treat them?—The indexes are card indexes kept in cabinets, which, of course, are useful from the start. The papers come to us in boxes, and, supposing there are about 80 papers in a box, or rather 80 files of papers in a box, unless the files are very big ones they are then transferred from those boxes into boxes that are suitable for our own shelves. There are two men engaged in taking over these papers and checking the papers as they are transferred from one box to another to see that each file is complete. A file has an outer sheet over it on which the numbers of the papers contained in the file are recorded. It is the duty of these two men to see that the files are complete; and that the papers are put away in the box with numbers outside the box.

37,849. Are they put away by months?—They are put away numerically.

37,850. Do the numbers correspond to their reception by the sub-registries, or what do the numbers refer to?—As each paper comes into the office it goes into the central registry where it receives a number, and that number carries it right through.

37,851. And it is in accordance with those numbers that you put them in your boxes?—Yes. It is to be remembered though that a file is the file of the first number, and other papers connected with that file, although they have their own numbers, are put under the original file number.

37,852. When you deposit those papers, on receipt from the sub-registries, in your box how do you proceed to treat them?—Nothing more is done with them except that they are there for reference.



1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

37,853. Are they not separated by subjects and are they not printed?—No, they are kept in their numerical order; there is no question of subject, and such printing as is done is done in the first case before they come to us.

37,854. We shall hear of that from the sub-registries?—The sub-registries can tell you all particulars.

37,855. Have you no method of referring to these papers except through the card index?—We have the registers and the card indexes.

37,856. You have the registers sent to you from the sub-registries?—Yes.

37,857. Is there any sort of consolidation of those registries in your department in the library? If you want to refer to a document have you to refer to the registers which you receive from the sub-registries?—It depends how the documents are referred to. If referred to by number, and we know the country, we at once turn to the register which will give us the file number, and we proceed to take out the file with the document in it. But if it is referred to as a subject we should go to the index, get the number of the paper and the file number there, and then get out the file.

37,858. If there was some question about a foreign place, say, Somaliland, and one wanted to see a letter from the Resident at Aden to some officer in Somaliland which was written in the year 1905 how would you proceed to get hold of that. I want to know what the system is?—I should explain, first of all, that this system of keeping papers did not come into force until 1906; but in a case like that we should go to the register and trace the despatch forwarding this particular paper. The record in the register would be the number of the paper and the file number. If we had particulars including the date of the despatch forwarding this particular paper we should still get those numbers from the register; or if we were simply informed of the subject we should go to our index, and from the index get the file number of the particular paper dealing with the subject.

37,859. Are the card indexes which are sent to you from the sub-registry kept in those cabinets for always, or are the entries in the card index copied into any large register, and then the card index dispensed with?—No. At present they are simply kept as received in the cabinets. But the idea is that every five years these card indexes shall be printed. There has been some difficulty in amalgamating the indexes so far, but I think that in all probability within the next few months we shall start printing the first five years, from 1906 onwards, of these card indexes.

37,860. Will they be printed in a book?—Yes.

37,861. In continuation and in the order in which they are in the cabinets?—Yes.

37,862. Then will the card indexes become useless?—Yes, the prints will then be sufficient for us.

37,863. You must have a great accumulation of card indexes?—We have only those from 1906, when the new system came into force.

37,864. When you commence printing, and that is carried on, it will be reduced to much more manageable size?—Yes. Instancing the Blue Book you have before you, probably the index will come out very much like that, which, of course, will be very handy, and we shall have copies to distribute to each department, as well as a copy for our reference clerks in the library, and a working copy in which we can make alterations.

37,865. I understand you have in the library the librarian, the two assistants (yourself and your colleague), three staff officers, and nine second division clerks?—Yes.

37,866. What is the duty of the second division clerks?—Our rooms downstairs are the librarian's room, the reference room (in which the assistants and two of the staff officers sit), and the long room, in which we keep all, or most of, the correspondence. A second division clerk there is available for references and writing memoranda at all times.

37,867. What do you mean by available for references?—All day long we get requests for papers, for statements as to the position of certain subjects, and

for general information. The senior second division clerk's duty is to be available for that purpose; he also has general supervision over the other men in that room, and he has the care of a rather important part of the work, which is the custody of the maps. We have a large number of maps—about 6,000—and there is a good deal of work to be done in looking after those maps, and he is compiling a map catalogue which will be very useful, but which is a long piece of work to get through. He also receives the papers which are given to us every year by the sub-registries, when they discard their papers for the year. For instance, 1912 papers are received this year. He receives those and supervises their being taken from the boxes, and treated and put away in our boxes.

37,868. Are they taken from the boxes and the papers compared with the numbers and put into your boxes by the second division clerks or people of the messenger type?—By second division clerks. The next second division clerk is engaged on the library register. We have a great deal of library correspondence pure and simple.

37,869. The letters come to you direct?—They come to us from the central registry.

37,870. And are not registered with sub-registries?—No, because we form a sort of sub-registry for the library. This second clerk has the minuting and drafting of this correspondence, and he is assisted in dealing with that correspondence by one of the most junior men. Another second division clerk also assists in the work of the maps and in the reception and treatment of the papers. Another man deals with confidential prints. We have a big mass of confidential prints all under what is called a library number, and a complete record has to be kept of the distribution of those prints. If a piece of print, for instance, is asked for, that piece is numbered and a record is kept of the person to whom it is given. In addition to that there are two men engaged in marking Parliamentary questions. There is a good deal of experience wanted in marking these questions, because, although most of the questions affecting the Foreign Office are addressed to the Secretary of State, a large number are also addressed to other departments, or to the heads of other departments. The men engaged in marking these questions have to see whether a question affects the Foreign Office in any way.

37,871. By the phrase "marking the questions what precisely do you mean?—When the Parliamentary Order Papers come round there are certain questions asked, and these are marked and copies are sent down to be mounted, and are distributed throughout the office.

37,872. You have accounted for the work of four or five second division clerks out of the nine. On what kind of work are the remainder of them engaged?—The senior second division clerk I have informed you about. The second clerk has charge of the library register. The third clerk assists the senior second division clerk in cataloguing maps, and marks Parliamentary questions and is also called upon in times of pressure for reference work and for the production of papers, and so forth. The fourth clerk has charge of the most recent confidential prints, but assists No. 3 clerk in the work connected with Parliamentary questions, and deals with papers returned from various branches. The fifth clerk assists the second clerk on the library register, the correspondence, and so forth. The sixth clerk has care of the earlier confidential papers and assists the staff officer who is in charge of the printed library. The seventh clerk assists in the arranging of the papers on their transfer to the library, and in general work. In addition to that we have two clerks who were appointed for three years in order to get up some arrears of indexing previous to 1906, when the new system came into force.

37,873. That accounts for the whole nine. What are the three staff officers engaged on?—Two of the staff officers are in the reference room where they are engaged in reference work, in memoranda and précis writing, and in fact in work very similar to that of the

1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

assistants and of the librarian. The other staff officer is in charge of the printed library.

37,874. We have been told that one or more of these assistants is engaged on what may be called administrative work—that he writes memoranda, gets together relative documents, and so on, and makes suggestions to the Diplomatic Department as to the action to be taken and so forth. Would you describe his duties in that way?—Do I understand that that relates simply to one assistant?

37,875. It was one, or more than one, I forget which; but take one case. Are any of your three assistants engaged on what you may call, by any extension of the term, administrative work?—I should think so, certainly. I take it that the four men in the reference room are practically engaged on work that might be termed administrative. They all write memoranda. They all write précis and draft correspondence. They all minute papers which come down to us. They all give advice on subjects with which they are acquainted.

37,876. Say that the rules or the practice of the Foreign Department permitted promotion from the second division to the Foreign Office clerks, would such work as that prepare them for the duties of Foreign Office clerks?—It seems to me it would very much so, because they see all the work of all the departments. They write on every subject which concerns the office. Every department is asking them for memoranda on particular points. They have a more varied experience almost than they would get in any one department.

37,877. How long is an officer kept at that work? When he becomes a staff officer is he always employed on that work, or does he get promotion out of it?—There is no other promotion except that of assistant.

37,878. He would remain on the same kind of work?—On the same kind of work.

37,879. Do the Foreign Office clerks ever come into the library to write memoranda, or do they write such memoranda in their own rooms?—They write memoranda in their own rooms. They would not come into our department at all to write.

37,880. But they would call on you for the papers if they wished to write a memorandum?—Yes.

37,881. And it would be the business of the Librarian's Department to furnish the papers?—Yes; or very often, if they are writing a memorandum, as we have the 1912 papers, we should write it until the end of 1912, and they would continue with the current papers.

37,882. If it was considered desirable for you to continue on to the end of 1913, it would be quite open to you to call for the current papers from the sub-registries?—Yes, we do that quite frequently.

37,883. Is there any sort of communication or transfer of officers between your Librarian's Department and the sub-registries, for instance, or do you receive men from the sub-registries in exchange for men of your department?—Yes, we do undoubtedly. For instance, to give a concrete case, one of our men was appointed a sub-registrar, which is a staff post. He was a second division clerk with us, and got promotion as a sub-registrar. Afterwards, when there was a fresh run of promotion, he came down to us as a staff officer. Then second division clerks have been transferred from the library to the registries. In fact, it is a very good training indeed for registry work if second division clerks pass through the library into the registry.

37,884. From the description of the work given to me, it would seem that the better preparation would be to begin in the sub-registries and go on to the library, because, as I understand, the work done in the sub-registries is of a very formal character. The sub-registries receive from the central registry the documents merely bearing a number on its covering "jacket." In the sub-registries all the information required for registration of the letter and its subject is entered; the relevant papers are put with the letter which is then sent to the department without any comment on the part of the sub-registry. The letter is considered in the department, minutes are recorded, decisions come to, and probably the final order is

drafted. With these minutes and orders the letter comes back to the sub-registry, which then sees to the issue of the final order. That is the style of work I understand is done in the sub-registries?—That is the bare bones of the work. You must remember that when a paper comes into a registry it requires a great amount of discrimination, and a large amount of knowledge for the man dealing with that paper to select the right papers, and to send in papers which may not be obviously relevant, but which are really very suggestive with regard to the treatment of subjects dealt with in that particular letter. You can always tell a good registry man from a bad one, and a good registry man from an indifferent one.

37,885. We have been told to-day that when the paper comes back from a department with orders to be issued, and the clerk in the sub-registry detects any defect in the minuting and the discussions in the department, it is his business to bring the defect to the knowledge of the staff officer in charge with the view of referring the thing back again to the Administrative Department. That is what the clerk in the sub-registry has to do?—Certainly. Of course I have not had very much experience of registry work by itself, but I am brought in contact with the registrars and with the men in the registries. I have not been in the registry myself. Mr. Berrow would give you all information on registry work.

37,886. Perhaps Mr. Berrow will reply to that question?—(Mr. Berrow.) He is most certainly expected to do that. If he allows anything to pass that he knows is wrong, and does not call attention to it, he would get into trouble.

37,887. (To Mr. Parkes.) You are of opinion that it is of great advantage to transfer men from the library to the sub-registries, and *vice versa*?—I do not say *vice versa*, but I think the training in the library is a very good training for registry work.

37,888. Do the men who are in the library consider that they are in a grade either higher than or co-equal with that of the sub-registries?—I take it they are co-equal.

37,889. What is the men's own opinion? Is there any gradation in the various departments of the office? Is one regarded as higher than the other?—I do not think so. The work in the reference room of the library is rather different from that of sub-registrars, because we have so much memoranda writing, and précis writing, and so on.

37,890. There is no such transfer, I understand, between the chief clerk's staff and your staff?—No transfer at all.

37,891. You have two assistants, three staff officers and nine second division clerks. Has the second division clerk a reasonable hope in course of time, if he is a good man, of getting promotion to the assistant's grade?—Yes, but the Librarian's Department is not a water-tight department as the chief clerk's department is. The library and sub-registries are run together.

37,892. And there may be promotion. If there be a particularly good man in a sub-registry he may be promoted over the head of the men in the library to the library?—Yes, promotion by merit.

37,893. There are 23 second division clerks in the registries and 9 in the librarian's office, that is 32. There are 9 staff officers and 2 assistants, making 11. Does not that afford a fair proportion of promotion for the second division clerks?—The proportion seems a very good one, certainly.

37,894. (Mr. Boutwood.) Are any of those staff posts minor staff posts?—No, the minor staff posts are separate from the staff posts and are not counted amongst them.

37,895. Have any of the 32 second division clerks minor staff posts?—Some of them, I believe. I do not know exactly the figures. Probably there are three, but I do not think there are more.

37,896. (Chairman.) Do you think your second division ought to have further avenues of promotion?—I do not know that one should be limited really. At present we are practically limited to a maximum of

1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

450*l.*, or at the very outside 500*l.* It is only recently when these last promotions were made from the 1st April that we went up to 600*l.* as a maximum in two cases.

37,897. You think there ought to be further avenues of promotion?—I think so. I think it checks a man's ambition, and certainly does not assist very materially to efficiency if you limit him.

37,898. Could you indicate in the Foreign Office in what directions you would find such avenues of promotion?—I think one could only find them by getting a larger proportion of second division men in; that is to say, by working second division men in certain of the non-political departments—departments which are staffed at present by Foreign Office clerks. The Commercial Department, for instance, is what is called non-political, and the Consular Department.

37,899. You would exclude the Foreign Office clerk from the Commercial and Consular Departments, and fill his place with promoted second division clerks?—Even if you did not exclude him, I think there would be possible ground for the introduction of the second division clerk.

37,900. I do not mean to exclude him altogether, but would you find places in the Consular and Commercial Departments for second division clerks by appointing them into positions now held by Foreign Office clerks?—I think opportunity might be made, certainly.

37,901. Have you known any second division clerks who would be quite suitable for promotion in the Foreign Office in that way?—Yes. In the old days, before the registry system was brought into force, there were second division clerks in the Commercial and Consular Departments.

37,902. Were they second division clerks or intermediate clerks?—Second division clerks. Mr. Berrow for instance, was a second division clerk in the Commercial Department.

37,903. (*Mr. Boutwood.*) Were they doing second division work in those departments, or other work?—All sorts of work I believe. Mr. Berrow perhaps can give you further information.

37,904. (*Chairman.*) You cannot speak from your own knowledge as to what they were doing?—No. My work has been confined to the library pure and simple, the whole time I have been in the office.

37,905. (*Mr. Shipley.*) How long does it take on an average to find a document; I suppose it varies a good deal?—It varies materially. If you are told the number it is easy to find the file number and you go straightway to the box and get it. If you are simply told the date and the person, not knowing the country or not knowing the subject, it would be rather difficult, except by means of the index, to find it.

37,906. Do you have a subject index?—A very minute subject index.

37,907. And a geographical one?—Not geographical, but a subject index would include the geographical.

37,908. We have heard from more than one witness that there is rather a desire to get away from the Foreign Office into some other office, and that the coaches who prepare the candidates for examination rather recommend men not to go to the Foreign Office. I gather you were transferred into it; you came from another office?—Yes, I was transferred in 1888. At that time there were only 13 second division clerks in the office, 12 out of those 13 men were getting special remuneration for their work—what they called duty pay. The library was opened for the first time to second division clerks and four men were transferred from other offices, naturally in the hope of getting duty pay, duty pay being given on the understanding that the work in the Foreign Office was of a higher class than that in any other office.

37,909. Duty pay is done away with now?—Yes, at the time of the Ridley Commission.

37,910. At that time you were rather glad to get into the Foreign Office?—In the hope of duty pay, and of course in order to be in a pleasant office.

37,911. How many languages does one have to know to use the library. A great deal must be foreign

literature?—French is the principal language. Beyond that German; if you know enough German to carry you through you do not want anything more.

37,912. No Spanish?—I think not. We have translators in the office.

37,913. (*Mr. Matheson.*) In the case of papers like Spanish papers, would they be put away with a translation or how are they filed?—The original is put with the translation.

37,914. (*Sir Henry Primrose.*) The papers that come to you are two years old?—From one to two years. The papers for 1912 are received in the early part of January 1914.

37,915. Supposing a paper of 1912 was in a file attached to a case that was current in the office at the moment, that would not be taken off and come to you because of its date?—The files are confined to the particular year. The 1912 file closes with 1912 and the reference outside to the following year is to such and such file number, 1913. "Cases" may run from 1906 up to the current time, and the 1912 papers in any particular case might not be handed over to us immediately but might be kept for a time in the registry, although as a matter of fact it would only be kept in the registry for a few months after the year's papers were handed over to the library.

37,916. When the papers come to you, before you put them away, do you do anything in the way of making a short digest of what is in the file?—No, we have an outer "jacket" on which is simply given the subject and the numbers included under the file number.

37,917. That is already on the paper when it comes to you?—Yes.

37,918. You do not do anything more?—We do nothing more.

37,919. Do you do anything as regards printing?—The printing is done by the department in the first instance in the early life of the paper.

37,920. Are these memoranda that you speak of prepared in the Librarian's Department, prepared in order to enable the people in the Foreign Office proper to deal with the paper that has come in?—Yes.

37,921. Do they send you the paper that has come in and say: "I want a memorandum with the previous history of this"?—Yes. Supposing a question arose about the title deeds of the church at Pernambuco, the department would refer that particular paper to us and say "Will you give us the history of the church at Pernambuco, and say what has become of the title deeds?" We would then probably get out the papers which go right away back—perhaps have to get papers from the Record Office in that case—and trace the history of those title deeds.

37,922. Take that particular case. Before putting away the papers each time something happens in connection with the church at Pernambuco would you record it so that the memorandum gradually grows up. Do you do that?—No.

37,923. The précis are the same as the memoranda?—Much the same.

37,924. With regard to parliamentary questions, you cut out the question and put it on a piece of paper and send it to its particular department?—It is rather a longer job, because we have to supply all the under-secretaries and the private secretaries and the departments, so that it means about 12 or more of these sets of parliamentary questions have to be prepared every day. They are simply marked by our men and sent down to the binding staff that we have attached to the Foreign Office, who mount these papers. They then come back and are sent to the central registry, who distribute them to the departments and to their destinations generally.

37,925. The questions that are addressed to the Secretary of State about current diplomatic questions would not come to you, would they?—Yes, all the questions which are mentioned in the House of Commons or House of Lords Order Papers come to us.

37,926. Let us take the period during the Balkan War. Any question addressed to the Secretary of State in connection with negotiations and so on you would not have any information about, because you have

1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

no papers that are not two years old?—We do nothing more than mark and mount all parliamentary questions.

37,927. You do not contribute towards the answering of them?—No.

37,928. Do you keep up the State Paper series?—That is done by the librarian and an assistant editor, who as a matter of fact is a man in the chief clerk's department.

37,929. Who decides what papers are put into this series?—The librarian is editor. There is a remuneration of 150*l.* for each volume which is paid to the librarian as editor and to the assistant editor.

37,930. When do you send your papers to the Record Office—after 20 years?—The last lot we sent were up to 1869, and we probably shall not send any more until we want more space in the office. We shall probably send papers about every eight years.

37,931. With regard to papers that have not gone to the Record Office, supposing anybody is engaged on a literary work and wants to consult papers, is he given leave to go to the library?—No. Papers are only open to inspection by the outside public up to 1860, and those papers are at the Record Office. Up to 1837 they are open to inspection at the Record Office without special permission. From that year (1837) up to 1860 anyone wishing to consult those papers would have to get special permission from the Secretary of State for Foreign Affairs.

37,932. (Chairman.) These are papers connected with foreign matters?—These are our own papers.

37,933. (Sir Henry Primrose.) Where do the maps you mentioned come from? Are they maps specially produced for the Foreign Office?—A certain number of them, but whenever there is a good map needed for any particular question we, of course, take it into the Foreign Office library. We get a certain number of maps from the War Office, who are producing maps on special subjects. We produce maps ourselves through the War Office or the Ordnance Survey for special purposes, and of course we buy from Stanford and other publishers when necessary.

37,934. Do you exchange Parliamentary papers and Blue Books with foreign governments?—We do.

37,935. I suppose you have a regular list of what particular papers you send to particular countries?—Yes. A foreign government or society applying through a government wishing to effect an exchange of papers would specify what papers they wanted and what papers they were prepared to give.

37,936. Do you have quiet times in the library in which you can set men down to work up a paper, say, on such a question as Albania and the recent history of it, so that you may have it ready in case of emergency?—No; we are subject to so many interruptions. There are many calls upon us for all sorts of information. We give not only information on official matters, that is to say; matters connected with official correspondence, but all sorts of general information, as we have a big printed library and a great number of reference books; departments are continually ringing us up on the telephone for information on various points all day long.

37,937. Take, for instance, countries like the Balkan States; have you in the library anything on which you can put your hands that would show the Secretary of State at a glance exactly the history of everything the Foreign Office had had to do in connection with Macedonia for the last 20 years or so?—The department prepares a current memorandum. For instance, after the Balkan crisis it would really be the duty of the department to prepare a memorandum on the subject of that crisis.

37,938. And that would be printed, I suppose?—That would be printed.

37,939. But you would have the prints in the library?—Yes, we have all the confidential prints. That would be what we call a confidential print.

37,940. You are in charge of those and therefore if one was wanted at a moment's notice, they would not go to the department but would go to the library for it?—They would go to the library. Supposing this were a department memorandum on any particular

subject it would have a library number. The printer would print "confidential number" so and so. We have a book in which the particulars are entered—the title, the date and the person who wrote it, and so on, and a very adequate card index of our own to these confidential prints.

37,941. Those are important papers and those are prepared in the department and not in the library?—On those current questions, yes. But if we had written up the question it would have been prepared in the library and given an official number in just the same way.

37,942. When you do that in the library is the clerk who does it expected to produce a dry epitome of facts, or is he expected to put in observations and draw attention to particular points which may be important?—I think it would be something a good deal more than a dry record. It would be on just the same lines as a memorandum prepared in the department.

37,943. (Mr. Boutwood.) You told us about a binding staff. That is the first mention I have heard of that. What is the binding staff?—We used to bind all our correspondence.

37,944. (Chairman.) The correspondence you mentioned as being put in the boxes?—The manuscript correspondence previously to 1906, when the new registry system came in. Our correspondence then was made up in countries and bound in thick volumes. It was kept on quite a different system to the present system. It had no numbers in the same way that our present papers have. A binding staff was introduced then and paid by the Stationery Office, and, of course, we still have to bind and are binding a great number of volumes as they decay. In addition to that there are books always coming down from the printed library to be bound. So there is a particular man, Mr. Collins, who is a binder, who has a certain staff of so many men. We do not know about his arrangements; he makes them with the Stationery Office. We call upon him to do all sorts of miscellaneous work, such as mounting these parliamentary questions to which I referred, and general work of that sort.

37,945. I suppose, therefore, it is really a little local branch of the Stationery Office working in the Foreign Office?—It is not that exactly, but it is more as if it were a contractor working in the Foreign Office and paid by the Stationery Office. Practically, I think, that is about what it amounts to.

37,946. (Mrs. Deane Streetfeld.) In writing up the memorandum, such as you were describing to Sir Henry Primrose just now, as to which you had the papers in your possession, would your memorandum cease with the papers you had in your possession, or would you be able to call for current papers from any department to complete it?—I mentioned that sometimes we carry on a memorandum with current correspondence, just as the department very frequently writes on the older papers as well as the current papers. It overlaps to a certain extent occasionally.

37,947. (Mr. Graham Wallas.) There is a large mass of discussions on technical library methods—a lot of literature on the subject—but does your department take any part in that? Have any of your staff been through a course of librarianship, or do any of them belong to library associations or anything of that kind?—No. Our library is not a very important library from a book point of view. It is simply a library of reference books for the use of the office. There is no access to it with regard to the public. We do not allow the public in.

37,948. But a good deal of the technical discussion on librarianship concerns methods of reference and of card-cataloguing—methods which are very important in your library as well as in others?—We have not taken up that question at all.

37,949. There are a number of Government libraries; most of the offices have libraries of more or less importance. Do the librarians of the various Government offices ever meet and discuss technical points?—Not to my knowledge.

37,950. A good deal of the efficiency of your library must depend upon the character of the apparatus which

1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

is provided for you by the Stationery Department. They provide you with your cards and a good deal of your furniture—files and so on?—Yes. We send requisitions to the Stationery Office. If we wanted a special sort of card we would get it. It is for us to select the card, not for the Stationery Office to supply us with any card they wish.

37,951. Do you remember any suggestion arising from the Stationery Office stating that such and such a piece of apparatus has been found useful elsewhere and might suit you?—I am not aware of any such suggestion.

37,952. Nor is there an advisory committee on library materials which advises the Stationery Office in that way?—I am not aware of any.

37,953. The work of your Consular Department is very closely connected with the Board of Trade?—Yes, undoubtedly.

37,954. A very large proportion of the consular papers and returns on detail requisitions are sent in from the Board of Trade?—Yes.

37,955. And the Board of Trade has a library?—Yes.

37,956. Do you keep in touch in the matter of the methods of reference and so on with the Board of Trade library?—No, not at all, I think.

37,957. Have you, for instance, a common card catalogue. Do you duplicate your cards so that you have a card catalogue of their library and they one of yours?—As a matter of fact, we have not a card catalogue at all of the printed books. We have a printed catalogue. One was produced some time ago—I am afraid I cannot say when exactly—and the supplement was produced in 1908. The current catalogue that we keep now in the printed library is kept with a view of being printed later on. We keep it on very large sheets.

37,958. You have no card catalogue of the books in your library at all?—No, not of the printed books. We do not keep a card catalogue of those.

37,959. What happens when you get a new printed book. How do you catalogue it—write it on a slip and stick it on a back sheet?—We keep it on a large sheet, which we can interleave, and so forth.

37,960. It must be very essential to the Board of Trade, for instance, to know exactly where all the papers are which have been provided by the Consular Department, and it must be sometimes very important for you to know at once what papers there are on kindred subjects at the Board of Trade?—I am afraid I do not quite understand the point of these questions.

37,961. I am not dealing with the books, but with Foreign Office papers which one can buy, or various Board of Trade returns, ranging from papers which are sold to the public to papers which are official papers. It must constantly happen that they want to refer to papers originally prepared at the Foreign Office at their request; and it must also constantly happen that you want to refer to papers prepared by them?—All these papers, whether prepared by us or by the Board of Trade, are Parliamentary papers.

37,962. I am referring not to Parliamentary papers, and not to confidential papers, but there are often papers intermediate between those?—I do not think we have any. Parliamentary papers are issued, and those are purchased from the Stationery Office.

37,963. Then you have a complete set of Board of Trade papers?—Any Board of Trade paper that we want, if a Parliamentary paper, we should not go to the Board of Trade at all for, but to the Stationery Office, on our own requisition.

37,964. Then you think in regard to your work, although in many directions it is closely akin to that of the Board of Trade, there is no point in which close co-operation between your library and their library would be of the least use?—If you are speaking of the printed library, none at all. If you are speaking of our manuscript library I do not quite see that there would be any co-operation or connection. (Mr. Blech.) As an old consular official, I may say that a consul has a large correspondence direct with the Board of Trade which does not pass through the Foreign Office at all. On everything connected with shipping returns, and

with seamen, and that kind of thing, he corresponds direct with the Board of Trade.

37,965. Cannot you conceive it rather useful at the Foreign Office library that there should be easy means of ascertaining what those papers are which are sent direct to the Board of Trade?—Yes, but I do not think that is a case likely to arise, because it is peculiarly a Board of Trade matter.

37,966. (Chairman.) Does the consul send to the Foreign Office at stated times a list of the letters he has addressed to the Board of Trade?—No, he does not give any such information.

37,967. (Mr. Graham Wallas.) (To Mr. Parkes.) Taking library work all over the world, a very large portion of it is done by women. You know that?—Yes.

37,968. Has it ever been suggested that any of the work of the library of the Foreign Office should be done by women?—Never.

37,969. We have been told that you have in your library a body of people who are employed by a contractor, as to whose terms and conditions of employment and conditions of dismissal you know nothing, and who work for a binder. Has it ever been suggested that it might be convenient if those men were more directly employed by the office?—It is simply a question of convenience. We, and the office generally, want some work done. In the ordinary case we should go to the Stationery Office, who employ contractors. As a matter of convenience it is very much better that the work which we want done should be done close to us in the office. As a matter of fact, we have a lift from our department into the binder's room, so that he is able to do things for us at a moment's notice.

37,970. (Mr. Holt.) Are those three staff officers in any sense of the word supervising officers?—The staff officers of the library are not. They are staff officers from the point of view of the importance, I take it, of the work they are doing. They are not supervisors; the man who is supervisor is the second division clerk in what I have called the "long room," which is really the third room of the library.

37,971. Is he a minor staff officer?—No; but he has reached the minimum of the minor staff officer's pay, or exceeded it.

37,972. What is the exact pay of those three staff officers?—Two of them go from 300*l.* to 450*l.*, and the other goes from 300*l.* to 400*l.*

37,973. (Chairman.) (To Mr. Berrow.) When you were good enough to show me over your department I noticed that in the central registry, which you yourself control, you employ boy clerks?—Yes.

37,974. And only boy clerks?—Yes.

37,975. Not second division clerks?—No, not second division clerks.

37,976. Under the new dispensation, if the Government approve of the report of this Commission, there will be no longer any boy clerks. How then do you propose to deal with the work of registration?—The suggestion that I should make would be to employ the young men that you propose to take in under the name of the "junior clerical staff," but only to keep them, say, for 12 months or so.

37,977. And then pass them on?—Yes.

37,978. Would boys of that junior clerical class do for the central registry?—Quite, because the boys we have there have other work to do besides distributing papers; they keep a register. We even ask them to have a little knowledge of French.

37,979. Do you think that the work of the sub-registries, where you have 23 clerks, could in whole or in part be done by the "junior clerical class" under the new proposals?—I dare say it could be done, but I do not think it ought to be done.

37,980. Will you tell me why?—I think we ought to have somebody a little better educated. We ought to have the senior clerical staff there. Many of the papers are extremely confidential.

37,981. (Mr. Boutwood.) But then if you have the senior clerical class upstairs in the sub-registry how would you work off your junior clerical men in the central registry?—Only employ them temporarily and



1 May 1914.] Mr. EDWARD CHARLES BLECH, C.M.G., Mr. WILLIAM LEWIS BERROW, I.S.O., [Continued.  
and Mr. EDWARD PARKES.

send them back to the Civil Service Commission; because you do not propose that their employment should count for pension until they are 20, so it would not be a bar to them.

37,982. (*Chairman.*) You think that apart altogether from the mere question of confidence you would require for the sub-registries men of the higher class because of the nature of the work?—Most certainly I do.

37,983. When we were going through the sub-registries the other day I did not understand so clearly as I do now that it was open to sub-registry clerks to scrutinise the minutes and notes that came-back from the departments, and to suggest corrections or improvements?—It is their business to read them, undoubtedly.

37,984. But to read them with the object of understanding what was done, and reading them with the object of supplying defects are two different things?—An incident may have arisen before similar to the one actually concerned in the paper the man has. He knows what happened before; if a new decision is being taken or a new line of procedure it is for him, unless he sees it has been carefully examined, to suggest to the department that a different procedure was adopted before.

37,985. Would he take a slip of paper and write his opinion?—No, he would take the paper back to the head of the department and suggest to him: "I suppose you remember so and so happened."

37,986. To the head of his own department?—No, the head of the Political Department concerned.

37,987. He is in the habit of doing that?—Yes, he can go to the head of the department or the assistant in the department.

37,988. He would not think his duty discharged by going to the staff clerk in charge of the sub-registry and pointing it out to him?—It is immaterial whether he gives it to him to do or does it himself; but it is his business to point it out.

37,989. In that way he must acquire a considerable knowledge of what goes through the office?—We do not expect him to be a machine.

37,990. And by that means you are able to discriminate between the capacities of men who are working under you?—Yes, you soon find that out.

37,991. (*Mr. Holt.*) What is exactly your own history? Are you a Foreign Office clerk?—No, I originally entered the old lower division, afterwards termed the second division. My whole official career has been passed in the Foreign Office.

37,992. You have simply risen from the ranks?—Yes.

37,993. Are your staff officers supervising officers? Yes, they are supervising officers in the registries.

37,994. They supervise the 23 second division clerks, and how many boy clerks?—We have four staff officers, four minor staff officers, and I understand 23 second division clerks.

37,995. Are the four staff officers on this table, which has been supplied to us, minor staff officers?—There are four staff officers and four minor staff officers.

37,996. How many boy clerks?—Five boy clerks and 22 second division clerks.

37,997. Is it approximately correct to say that there are eight supervising officers to 27 supervised persons, including five boy clerks?—In the room I am in, called the central registry, I have a staff officer.

37,998. Your total staff is eight supervising officers and 27 clerks?—27 men and boys.

37,999. That is a liberal proportion of supervising officers?—The minor staff officer does not supervise, he works—except that he supervises when the staff officer is away on leave.

38,000. (*Mr. Graham Wallas.*) Is your work entirely supervising and directing, or if there is a difficult question in a paper involving technical knowledge do your subordinate officers bring it to you?—Yes.

38,001. So you are not merely running a department, but using your experience and knowledge for the purpose of directing minutes and making suggestions?—I have nothing to do with directing minutes.

38,002. I mean directing the preparation of reports and the collection of papers?—No; I have nothing to do with that at all.

38,003. You do not do in the registry anything in the nature of what is done in the library with regard to past papers?—Not in the shape of writing memoranda.

38,004. They never send to you and say: "We want the papers relating to such and such a question"?—Yes.

38,005. The collection of papers for that purpose involves a considerable amount of technical knowledge?—Certainly.

38,006. And almost amounts to collecting the material for a paper?—Yes.

38,007. And that, if it is difficult and technical, is sometimes brought to you to advise on?—To help, certainly.

38,008. (*Chairman.*) That is with regard to modern papers not more than two years old?—Yes.

## NINETY-THIRD DAY.

Thursday, 7th May 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.  
The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR CECIL TYRRELL BECK, M.P.  
Mr. ARTHUR BOUTWOOD.  
Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.  
Mrs. DEANE STREATFIELD.  
Mr. N. E. BEHEENS (*Secretary*).

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B. (H.M. Ambassador at Vienna), called and examined.

38,009. (*Chairman.*) You are His Majesty's Ambassador at Vienna?—Yes.

38,010. Will you be good enough to mention the various appointments you have held in the Diplomatic Service?—I entered the Service in 1877, and was then a little over a year at the Foreign Office.

38,011. Did you enter the Service by competition?—No, I was one of the last who entered without competition on a qualifying examination.

38,012. Then you spent some time in the Foreign Office?—Yes; I was a little over a year at the Foreign Office. Then I was appointed to Washington as attaché under Sir Edward Thornton, where I remained about three years, and became a third secretary. Then I was a short time in charge of our Legation in Switzerland as quite a junior. It so happened that there was an interval between the out-going chief and the in-coming one, and the secretary in charge had to leave for family



7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

reasons. Though quite a junior I had the advantage of going there, for a few months only, in charge of the Legation at Berne. Then in 1882 I was appointed third secretary at Madrid, which is a place where I have spent about 12 years of my diplomatic life. I was at Madrid under Sir Robert Morier, a very distinguished Minister—it was then a legation and not an embassy. I became a second secretary at Madrid, and stayed there until after the death of King Alfonso XII. Then I was appointed to the Embassy at Paris, where I had the advantage of serving for one and a half years under Lord Lyons, one of our most distinguished diplomatists. I stayed on in Paris under Lord Lytton till the end of the year 1889, when I was appointed Secretary of Legation (as it was then called, but now would be called Counsellor of Legation) at Tokio, in Japan. For the next five or six years I was in the Far East—Japan—and afterwards as Chargé d'Affaires, and not as Minister—by my own wish—because I did not wish to be Minister then, as I wanted to go through the regular course and become counsellor. I was in Siam for about two and a half years; after that I came back, and was appointed Counsellor of Embassy at Constantinople, where I remained five years. From there I was appointed counsellor, with the rank of Minister, in Paris, where I remained about two and a half years. That brought me to my first independent post as Minister at Lisbon, in the year 1905. I was Minister at Lisbon a year, and was then appointed Ambassador in Madrid, where I remained seven years, until a few months ago, when I was transferred to Vienna.

38,013. Yours has been a most varied experience, and in the course of it you have had ample opportunities of forming a judgment in regard to the qualities and capacities of our diplomatic officers; and the way in which they compare with the clerks in the Foreign Office?—Yes. I have not been in the Foreign Office since that first year, but still I have had such opportunities.

38,014. Transfers do occasionally occur between clerks in the Foreign Office and members of the Diplomatic Service?—Yes.

38,015. Have any such transfers taken place in any of the missions or embassies with which you have been connected?—Not while I was there.

38,016. So that you are not able to give the Commission an opinion, formed from actual observation, as to the capacity and the general mental calibre of diplomatic officers compared with those recruited for the Foreign Office?—I have an opinion, because I know so many of the members of the Foreign Office well. I certainly have formed the opinion that they are interchangeable, and that it is very desirable to interchange them as much as possible. I am strongly of that opinion.

38,017. Am I right in thinking that you regard them as so much on a level that interchangeability would cause no difficulty either in the Diplomatic Service or in the Foreign Office so far as the capacity of dealing with the work goes?—I think so.

38,018. At what stage of the diplomatic officer's service or up to what stage do you think that system of interchangeability could be practised?—I think it would be difficult after a member of the Diplomatic Service has become a first secretary. It seems to me it would be difficult then to effect the exchange.

38,019. Normally speaking, after how many years' service does an officer reach the post of first secretary?—I suppose in about 12 years. I will not be certain about it; but that is very easily ascertainable.

38,020. Beyond that period you are disposed to think that interchangeability is not desirable. By that time an officer specialises in the Diplomatic Service?—I think so. I think it becomes difficult in the higher branches of the Diplomatic Service to transfer them, because they ought to be, owing to their rank, by that time heads of departments; and yet, considering that they have not been in the Foreign Office all those years, it might not be desirable that they should be.

38,021. From what you say I infer that you do not think there could be such a complete amalgamation of the Foreign Office and the Diplomatic Service as that

all the members of both Services could be brought upon one promotion list?—No, I do not think so.

38,022. Then you think the interchangeability should be in the earlier stages of an officer's service, with the object of enabling the diplomat to know how things are worked in the Foreign Office, and the Foreign Office man to know how things are worked on the diplomatic side?—Yes, very desirable in the lower ranks, and up to pretty high rank.

38,023. There are some difficulties, or at least some have been suggested from past inquiries into this subject by the Ridley Commission, with which I suppose you are familiar. It is said that some difficulty may occur in effecting transfers owing to the greater expense of living in a diplomatic career than in the Foreign Office?—Undoubtedly that is so.

38,024. Am I also right in thinking that the kind of work and the mental qualities required for the work differ somewhat?—Certainly they differ; but I think the men who form the membership of the Foreign Office would adapt themselves very easily.

38,025. I inferred that from your previous answer; but I should like to go a little more closely into this point. First, as to the greater expense of a diplomatic career. Am I right in thinking that in the case of a clerk in the Foreign Office here his position imposes upon him no obligation of living in an expensive way—entertaining, and so forth?—I think not. It is a matter of choice for himself. It is not expected of him.

38,026. Does the same rule apply in the case of a diplomatic officer?—There he is compelled to.

38,027. Should I be right in saying that while the matter depends, in regard to the Foreign Office clerk, altogether on himself, the standard and the style of living of a diplomatic officer is prescribed to him from outside, by the society in which he is forced to live?—Certainly.

38,028. And his efficiency as a diplomatic officer would possibly be impaired if he were unable to live in the same style as his fellow diplomats and his colleagues of other countries live?—Yes. If he were not able to live in the same style as they his value to the Service would be impaired thereby.

38,029. I noticed in reading the back papers, especially in the evidence given by diplomatic officers before the Ridley Commission, that while the business of a Foreign Office clerk is finished when his day's office work was done, the more effective business of a diplomatic officer usually commences after office hours and when his social engagements begin?—Certainly; that is a large department of his duties. I consider that an efficient secretary of an embassy is, in a sense, on duty always. He is not at all exclusively an office man—though that is a very important part of his duties certainly. It is most important to have the most efficient clerk you can have; but, besides that, it is his duty to have his eyes open wherever he is, in whatever society. There is scarcely an hour in the day when he could not learn something or pick up something and gain an impression.

38,030. Which would be of use to you?—Which would be of use to the chief of the mission?

38,031. There is, of course, absolute confidence between the head of the mission and his staff, and it is part of the duty of a member of the staff to inform the chief of all those things which touch upon his functions as, say, Ambassador?—Absolutely, and, if I may develop that a little, I may say that I think it is a feature of our Diplomatic Service that we live very harmoniously together as a kind of diplomatic family in each post. That is what we aim at, and what I think is done, perhaps, more in our Service than in any other.

38,032. That being so, do you think support is lent, by the facts that you have mentioned, to the practice of careful personal selection of officers who are to be employed in the Diplomatic Service?—I think there must be selection.

38,033. Not only must the officer be intellectually fit, but he must be what I might call temperamentally fit and also sociably disposed?—Certainly. I think he must be a man who can take his place in the society, whether political, purely fashionable, or literary—what-

7 May 1914.] The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

ever it may be—of the place in which he lives, and move in that society as belonging to it naturally and without difficulty, and be accepted as standing on a footing of equality.

38,034. I infer, then, that in your opinion the selection of members of the Diplomatic Corps by an open competitive examination would not strike you as being the means best adapted to secure the class of men you require?—It would not.

38,035. Unless supplemented, may I say, by this personal selection?—Yes, examination plus selection.

38,036. The expense of living abroad also introduces another element into the selection of men for the Diplomatic Service?—Certainly.

38,037. The ordinary pay of a Foreign Office clerk, beginning at 200*l.* a year, and after many years reaching 500*l.*, would, under those circumstances, be inadequate in your opinion for such a life abroad?—I think quite inadequate.

38,038. At the present time, as you are aware, the rules prescribe that a candidate for the Diplomatic Service must have private means of at least 400*l.* a year?—Yes.

38,039. In your opinion is that sum more or less than it ought to be?—I think the estimate is low. We all know that prices have gone up very much; everywhere living is more expensive, and I think 400*l.* a year is certainly a low estimate.

38,040. The necessity that men are under of having a private income, if they wish to enter the Diplomatic Service, would seem to limit the operation of interchangeability between the diplomats and the Foreign Office men to clerks having private means?—It would limit it to those. I suppose a transfer would not be made against the wish of the Foreign Office man in any case, and a man who did not feel that he was able to meet the expense would not ask for an exchange.

38,041. I suppose the exchange would be effected with men who were anxious to have experience of foreign Courts; and, of course, at the present time, seeing the necessity that exists for something more than a man's pay, the transfers are limited to those who are financially able to go?—I think so: by their wish.

38,042. But it may happen, may it not, or, at least, it is conceivable, that the Secretary of State here might consider that the interests of the public service would be helped by transferring a Foreign Office clerk to a diplomatic post, while the man proposed to be transferred may not have the money to go?—That may happen, of course.

38,043. So that the existing system presupposes the possession of money, both on the part of the diplomat and on the part of the Foreign Office clerk?—Yes, the particular Foreign Office clerk who would be selected for an exchange. But I should like to say that I think myself it is very difficult to lay down a hard-and-fast rule. I think, for instance, if there was a very promising young Foreign Office man who would be benefited in the opinion of the Secretary of State by spending a few years abroad, he would probably send him to a post where it might be possible, even with less money, for that young man to get on. In the first place, posts differ in this respect: not only may one be rather more or less expensive than another, but some have greater facilities for secretaries. In Madrid, where I have been so many years, we have a house where secretaries are put up, and a secretary who has the advantage of getting into that house, of course, saves the whole of his expenditure under the heading of "rent," and he is next door to the Ambassador, who, if the habits of the Ambassador are sociable, would very likely have him very often at his table. There are many ways in which the position of a secretary can be made, under favourable circumstances, easier in one post than in others, or under one chief than under others.

38,044. But there would not be the full freedom of employing that man who was transferred from the Foreign Office that there would be if the money difficulty did not enter into the question?—Certainly; he would probably feel the money difficulty, but it might be overcome in certain cases.

38,045. I put these questions to you in order to lead up to this question: Do you think the money difficulty

could be got over by any system of local allowances abroad? A system of local allowances might relieve the case of the Foreign Office clerk abroad who had only his official pay, but would it be well to introduce the plan of local allowances for particular individuals; if introduced at all the system should, perhaps, be general. I would ask you whether in your opinion a system of local allowances, fixed with reference to the expensiveness of a diplomat's life abroad, would meet the difficulty we are considering, while not forfeiting the advantages attaching to the present system of going some way to secure the men possessing the social qualities required in a diplomat?—If the State is going to pay what is now paid out of the family chest, in that case it seems to me at first sight that local allowances would be the fair way of distributing the State aid.

38,046. Have you ever discussed the consideration I have suggested with your brother diplomatists?—No, I never have discussed that point. It has never come up in conversation between myself and members of my staff. It would be an interesting point to discuss, and I do not remember ever having discussed it.

38,047. If it were practicable it would from one point of view widen the sphere of selection of men for the Diplomatic Service. People would join the Diplomatic Service who now do not think of doing so. Should I be right in thinking that the requirement of 400*l.* a year restricts the Diplomatic Service to the wealthier classes, and also deters people not so well off from entering it?—Yes, but I am personally rather afraid of widening the field of selection, which appears to me at present to be fairly wide. Of course, there must be thousands of young men who have not got the 400*l.* a year who would make capital secretaries—just as good as the others, I dare say—but I think we ought not to get away from the necessity of selecting from the set of young men who are accustomed in their home surroundings to the kind of conditions of life that they will meet with abroad. That seems to me very important. I might develop some of these questions, but I would like to answer you as directly as possible.

38,048. I should like you to develop them, because the point you have just touched on is that to which one of my previous questions was addressed, namely, that if a system of local allowances were provided, we might relieve one difficulty, while on the other hand importing certain disadvantages?—You would run the risk of importing disadvantages. I have in mind that the object we all wish for is the greatest possible measure of success in diplomacy. We want to succeed. There are so many qualities, besides those of mere quickness and intelligence, which are wanted, and which I should say even come before great brilliancy or great cleverness—common sense, judgment, and tact, I think, all come before mere intellectual alertness. The great thing is to get both, and I hope in many cases we have both, but judgment and common sense come first in my opinion. I think the object in a foreign diplomatic mission is to have at the foreign post an English centre, where the members of the mission live the kind of life that people most respect and admire in England—what is most looked up to and honoured in England. I think if those circumstances can be reproduced abroad it will give the embassy influence. That has regard to the composition of the embassy itself. Then I think the members of the embassy should be welcome guests among the circles in which the government of the country is carried on; and not only the government of the country, but a most important thing is to be on easy terms with the foreign diplomatists. Now a man who has been in the Diplomatic Service for a number of years comes to know a great part of the Diplomatic Body of all nations. It would be impossible for him to go to a post in any part of the world without meeting a few people whom he knew before, and in the families of those people and in their missions he should be a welcome guest, so that he can exchange views, and in that way assist his country by being in a position to report faithfully and accurately as to the state of feeling in different countries.

38,049. Angularities of character or brusqueness of demeanour would not be conducive to that efficiency which you have now suggested?—I think not.

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

38,050. Do the diplomatic departments of foreign States and Governments to which you have been accredited pay much attention to that method of selection—that is, selecting for their Diplomatic Corps men who will mix on easy terms of equality with their colleagues of other countries?—I think they all pay attention to it, and, as far as I know, in all the great nations—in most of the leading nations in the world certainly—the Minister for Foreign Affairs reserves to himself in one way or another a right of exclusion of people whom he thinks, however well suited for other careers, are not well suited for that. I think all of them really have the power to keep such candidates out.

38,051. In the United States of America, to which you were accredited, I believe that is specially insisted upon, and the appointments are all matters of nomination resting with the President?—Yes.

38,052. We called for information upon that point, and in a document under date 26th November 1909, which has been presented to the Commission, the following passage occurs: “No person shall be certified as eligible”—(that is for a diplomatic appointment)—“who is under 21 or over 50 years of age, or who is not a citizen of the United States, or who is not of good character and habits and physically, mentally and temperamentally qualified for the proper performance of diplomatic work, or who has not been specially designated by the President for appointment to the Diplomatic Service, subject to examination and subject to the occurrence of an appropriate vacancy.” So that selection in a great democratic State seems to be insisted upon?—The President reserves to himself entire discretion. I think the American Diplomatic Service is unlike any other in that there is no constituted Civil Service in the United States in our sense of the word, and it is a familiar spectacle at all posts to have a new set of American diplomatic colleagues after Presidential Elections.

38,053. Is it your experience that these new colleagues come mostly from the same social stratum as their predecessors, and that they are men of the world, men who have been in the habit of mixing in good society?—I think the Americans are not very particular in their selection in this sense. We are particular, in sending men abroad, that they should have some knowledge of foreign languages. That does not seem to be considered at all a necessity in American diplomatic appointments. I think most Americans would admit that the appointments are mainly made for political reasons, as a reward for services during the elections.

38,054. If the system of local allowances were introduced, do you think it would be necessary to alter the existing system of leave and travelling allowance and allowance for removals? It seems to me that these allowances at present are calculated upon an economical scale?—I think they are, because journeys for leave are not paid; they come out of the secretary's pocket, and that is, of course, a very considerable expense when one is at a distant post.

38,055. That is to say, if we are to send young gentlemen abroad from this country who have not the 400*l.* a year private income, regard must be paid not only to an adequate local allowance, but to the other matters of necessary expenditure which they must incur?—That is to say travelling expenses. Yes, I think so, certainly, because it would differ according to the different posts, and the length of the journey when a young man came on leave.

38,056. Passing to the Consular Service we have noticed in the Ridley Commission's Report that proposals were made for the amalgamation of the Diplomatic and Consular Services, our attention being specially called to the French precedent. It was said that the two Services are amalgamated in France. In connection with this question of amalgamation, do you think you want the same stamp of man for your Diplomatic Service as you do for your Consular Service?—No, I think not. I think for a consular post some of the special qualifications that we have been talking about as being desirable in diplomacy are not so necessary—always very acceptable when they are there, but

not so necessary. I was speaking of communication with foreign diplomatists, and with the Government of the country in which you are; all that, of course, exists in a consular post on a much smaller scale. The necessity is there too. A consul should enter into friendly relations with his brother consuls of different countries, and therefore the qualifications we have mentioned are also very desirable there; but the interests at stake are so much smaller and so much more local that I should say, broadly speaking, the qualifications required for the two Services are different.

38,057. I infer that you are not in favour of an amalgamation of or frequent transfers between the two Services?—I am not in favour of amalgamation. I am in favour of the Secretary of State having a considerable discretionary power as to appointments. The object being always the best service of the State, if there is a man who is eminently suited for a post, I think it should be in the power of the Secretary of State to appoint him, as has been done in the past.

38,058. It has been done, but in exceptional instances?—Yes, exceptional instances.

38,059. Are you in favour of the transfer of diplomatic officers to high consular posts, say to the post of Consul-General?—I think so, sometimes. I do not see why, in certain cases, it should not be done. I have known instances where it has been done and where it has suited the diplomatic officer: Where he has been told, for instance, for some reason, that he is not likely to get to the top of the tree, and a good consular post is offered to him. In some cases he will accept it and be glad to have it.

38,060. Such a transfer as that might be, I think, likely to create discontent in the Consular Service?—Yes, it might do that.

38,061. Still, you would not fetter the discretion of the Secretary of State to make such an appointment?—I think it is very desirable that he should have the discretion.

38,062. (*Mr. Beck.*) I think our Chairman has asked you most of the questions dealing with the machinery, but I would like to ask you, not perhaps on behalf of myself, but on behalf of a considerable body of public opinion, a few questions as to whether there is any need for altering in some way the present machinery of British diplomacy. It is said to us constantly—and I am speaking as a politician now—that our present Diplomatic Service was a very fine Service for the 18th century, and the beginning of the 19th century, and that kind of thing, but that in these days when power has changed so much—I mean when newspapers have so much to say, and when you have great democratic governing countries—our diplomacy does not really keep the Foreign Office adequately informed of great popular movements. I do not know whether you care to say anything on that point, but it is a thing that this Commission may have to deal with?—I think it is a very interesting question and I should like to talk about it. I think, myself, that our missions abroad do now pay very considerable attention to those questions which lie outside the sphere which is generally considered to belong to diplomacy—the relations between countries and so on—and that they use their presence at a foreign post to obtain information on many interesting subjects. I do not know if I am answering your question quite directly or whether what I am going to say is included in your question, but nowadays I should say certainly half the time of a diplomatic mission—I am speaking of those I have been acquainted with for a good many years past—is taken up with commercial work, that is to say, backing up the interests of British traders who have grievances, who have complaints against the country, who say they cannot get justice and who try and make out that they are prejudiced as foreigners or as Englishmen in their business. It is a very large part of our duty to look after these claims. I may say that at my present post there is no topic that has so engrossed me and taken up my time—which I do not grudge, and I would give twice the time if I could do any good—as the question of the treatment of the Canadian Pacific Railway; it has been with me night and day. That has nothing to do with the Balkan question, but it is a question to which the whole embassy

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

have devoted a great deal of time, very properly and rightly. Then as to other questions I think you were more specially asking as to information with regard to great movements in the country—labour movements and such like. We constantly receive circulars from the Foreign Office asking for information on particular points, generally in order to enable the Secretary of State to answer a question that has been asked in the House of Commons. On every kind of topic we obtain information. I remember in Spain having to ask what was the custom in Spain with regard to boys smoking too early in life. All kinds of subjects come up, and if you could look through the register of an embassy, you would see that certainly the majority of the entries do not relate to those matters which affect merely the relations between countries, or what is going on in the Far East, for instance. I do think that a great deal more attention is devoted to these matters than is generally supposed, and probably a great deal more now than was the case 20 years ago—I can assert that that is so.

38,063. I am not criticising it personally, but you said just now to the Chairman something about it being very desirable for all diplomats to be people who could go into drawing-rooms and be amongst friends there, and discover the state of feeling of the country. The criticism that is made is that nowadays, whether rightly or wrongly, what drawing-rooms think does not count so much as what people who have no drawing-rooms think. What I want to ask you is, whether you had any feeling that there was any gap in our diplomatic machinery which should be filled by training people more in the study of those great questions which we all have more or less to face nowadays?—I do not think it is the glamour of drawing-rooms that attracts one, but in continental places it is in the drawing-rooms that you meet the statesman and people who can tell you about important questions. Besides, I think the ideal member of an embassy should certainly not restrict his visits to smart drawing-rooms. Quite the contrary; I think he should go into all societies, literary, artistic, or any society, in which he can hear the great questions of the day discussed. I think an intelligent young man will do so, and I think many of them do. I think if you were to question the diplomatists of to-day—the young members of embassies and legations—you would find that they could talk intelligently about the view taken in foreign countries of those great questions. As to having men who are specially competent to discuss those questions—

38,064. I meant competent in the sense that they had studied them. My point really is that though nobody who knows anything about the subject denies that in the way of meeting great statesmen, diplomats, and so on, our people are splendidly equipped, yet there is a criticism that they do not sufficiently study the movements which may have a very enormous bearing on the future of the world. That is the criticism that is made?—They study, of course, specific points to which their attention is called by a Secretary of State. As I was saying, we are constantly called upon to furnish reports on such questions as rates of wages and so on. Then the information is obtained and sent home. I think in every embassy now there is a secretary whose special duty it is to attend to commercial matters, which would include, very largely, rates of pay and labour questions too. Certainly it is the duty of those secretaries to inform themselves very specially on all those subjects.

38,065. Supposing there was any great social experiment—lately in this country, for instance, our political Ministers have taken to running over to Germany and bringing back bits of social legislation with them—would it be the duty of anybody at the embassy to report on any great social change that might be taking place in the country?—I think so, most certainly. For instance in relation to Germany, where all these great insurance experiments have been made, I have no doubt that the archives of the Foreign Office are full of reports on the subject.

38,066. All that work is done?—That is done: done, I think, pretty fully now, though certainly it could be stimulated. It depends a good deal no doubt on the particular head of the mission whether he will direct

inquiries into a particular question, which he would do if it was becoming important. Certainly such questions as those connected with social legislation are reported on and are studied at embassies and legations.

38,067. Leaving altogether for the moment the question of means, social position, and so on, do you consider that the present intellectual training for the Diplomatic Service gives you men who are quite competent to deal with and report on these very complex questions?—They are not experts in those particular subjects, but I think their education enables them to take an intelligent view of them.

38,068. If I may sum up that side of it, you do not agree that too much attention is paid in modern embassies to the work that can be approached from the social side and too little to the knowledge that is to be acquired outside what may be called fashionable circles. That is the charge that is made, and you do not think that it is really a substantial one?—No, I do not think it is deserved. I think a young man who is popular in society may very often be very capable of going into questions that have nothing to do with his social qualifications.

38,069. In England we undoubtedly have that nowadays—people are all interested in so many things, that in any drawing-room you may meet a man who is a very great expert on a particular subject?—That is so in some countries much more than in others. I should say that in my present post I am less likely to meet people of that kind; in other posts more likely—in France I should think more likely.

38,070. But in a country like Austria do you think we have the means of knowing what people think who obviously would not be in society?—I think my present post is one in which it is very difficult to obtain information, but the members of my present staff are as capable of obtaining it as any other body of young men who are not special experts.

38,071. I have heard it suggested that we ought to have somebody attached to each embassy who has made a particular study of those questions. What is your opinion about that?—If I may say so, I think in the same way as we appoint commercial attachés for that special purpose, so we might have attachés or secretaries whose special duty it should be to watch labour questions or social questions. I think such a colleague would be very welcome, if the Government chose to undertake the expense, but whether the information that he could get would be of sufficient importance to make it worth while I do not know; and whether it would be so much superior to what can be got by the present machinery I should rather doubt.

38,072. I suppose it would be doubtful whether a man could occupy his whole time in such work, and if he was not fitted for other diplomatic work he might feel in a difficulty?—Those questions are so vast that I would not go so far as to say that a man could not spend his whole time in getting them up. I suppose he could if it was thought worth while to turn on a special man for those particular questions in the same way as has been done with regard to commercial questions.

38,073. (Chairman.) Is there at present any means of general control over the Diplomatic Service which would enable you to pick out from a mission, say, in America, a man of the particular type Mr. Beck was speaking of, and securing his transfer, say, to Vienna, to deal with a particular subject which it was desired to investigate there?—I could always ask the Secretary of State if arrangements could be made.

38,074. Any such arrangement would have to be made in the central office in London?—Yes, it would have to be done through the Foreign Office.

38,075. (Mr. Beck.) With regard to commercial interests, the only thing that has been said to me is that our embassies—and I think perhaps it is to their credit—are more scrupulous in the way of pushing British commercial interests than foreign embassies are in pushing foreign commercial interests. A big business man has said to me, that whereas he knows his rivals in a foreign country have behind them the whole pushing power of their embassy, he finds that owing to the very high standard of the British service he is told: "We cannot use any influence. If you have any

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

"injustice or hardship we will support you, but we cannot actively push the contract you are trying to get for a railway bridge," or whatever it may be. Have you anything to say about that?—It is a little difficult to answer without bringing in the names of foreign countries. I think there is something to be said about that, but I do think that very great attention is given to pushing commercial claims and commercial interests. Certainly at some posts it would be done more and at some less; but in all British posts it is done to a very great extent now. I do not think people realise the extent to which commercial business and pushing commercial interests take up the time, quite rightly, of a diplomatic post.

38,076. (*Chairman.*) In a growing measure?—Certainly much more so now than 15 years ago. In my last post, where I spent so many years before going to Vienna—in Spain—my time was very constantly taken up with claims and pushing commercial interests, such as mining matters and questions of that kind—perpetually the whole time I was there. For that purpose I think it is very desirable that the staff of missions should travel a good deal. I always encourage my young men to go about and see the different parts of the country. You cannot learn about a country from being at the capital only, and, for commercial reasons especially, it is very important to be in touch with all the principal consuls at all the great ports. I make, myself, a great point of being in touch with them.

38,077. (*Mr. Beck.*) I find in the regulations for the examinations for the Foreign, Diplomatic, and Consular Services this: "No candidate will be eligible unless he be a natural born British subject and born within the United Kingdom"—those are the important words—"of parents also born therein, except when the circumstances are of such a special nature as to justify a departure from the general rule." I do not know whether that regulation has ever been brought to your notice. I cannot say, personally, that I have ever heard of any grievance, but it does strike me that to put down in a paper that a candidate must be born within the United Kingdom of parents also born within the United Kingdom when we have a vast Empire around us is a very undesirable regulation which ought to be altered?—I should not think it was applied.

38,078. You have never heard of any case which has arisen that anybody born in one of the Dominions has been barred from the Diplomatic Service because of that regulation?—No, I cannot think of any case in which any one who was otherwise suitable and could be called an Englishman was barred.

38,079. Do you think that a practice that is really obsolete?—I do rather think it is.

38,080. (*Chairman.*) The Secretary of State has a dispensing power. He should, I suppose, be satisfied that the representative of England shall have been born and brought up in an English atmosphere. A British representative abroad should, I presume, represent British feelings in the best sense of the word?—Of course I suppose I am rather a case in point, and no doubt you may have had that in mind. Of my four grandparents one was a German—a very distinguished German grandfather of whom I am very proud. The rest of my parentage is purely English. So that I may say that out of four drops of blood one was originally German. I do not know how far it has become assimilated. It might have been said—and I do not know that I should have any right to complain—when I got my nomination many years ago from Lord Derby: "This candidate has a foreign name and some foreign ancestry and he is not the man we want." But it did not occur to him to say so, I suppose, owing to the fact that I was entirely born and bred in this country and never had any idea of being anything but an Englishman.

38,081. (*Mr. Beck.*) That was not in my mind at all. I was not thinking of a man of whom it might be said that he was foreign in any way. I was thinking merely of the fact that there is a school of colonial thought which considers that their interests are not particularly adequately represented by the Foreign Office, just like they say the British Army is a preserve and so on. I do not think it is a very well informed school of thought;

but I was only pointing out that, in my opinion at any rate, it is very undesirable to have the words "born in the United Kingdom of parents also born therein." I think it ought to be "born in the King's Dominions" or something of that sort. I only wondered whether you knew of any case in which that rule had worked harshly which would strengthen my view?—No, I do not know of any instance.

38,082. I was thinking of a young man born in Canada. A considerable number of people are making their homes in Canada, and in New Zealand, South Africa and so on—people of great culture and of very English traditions—and it does seem to me somewhat anomalous that such people's children should have to be specially brought in because they break a rule which I think is obsolete?—Yes, I understand.

38,083. (*Mr. Graham Wallas.*) Some men who have been in the Diplomatic Service have complained that in a certain sense there is not quite enough to do, that inquiries and work which might be entrusted to the Diplomatic Service are not, in some cases, given to them, and they say that they think the Service would be more efficient if rather more use of it were made. Has that point of view ever been presented to you?—I certainly do not think we suffer from lack of work, but if that is so it would be because the Foreign Office omitted to instruct us.

38,084. I think what was in their minds was inquiries which originated in other departments than the Foreign Office—perhaps in the work of the Board of Trade, or the Insurance Commission, or in the work of the Local Government Board; and that the other English departments are not quite sufficiently in the habit of seeking the assistance of the Diplomatic Service?—I am sure we should always be most happy to give our assistance, and I suppose it is open to them to apply to us through the Foreign Office.

38,085. You have never had the feeling yourself that closer touch with the other departments in that sense would be advisable?—I have often been in close touch with them. With the Office of Works and the Board of Trade I have frequently corresponded privately, as well as getting instructions founded on what they wrote to the Foreign Office. I think it lies with them.

38,086. You have never thought that any change in degree or any increase of touch between the Diplomatic Service and other parts of the British Government is desirable?—No; I think it exists, because there is really no obstacle to it whatever.

38,087. Then it has been complained that in the earlier years of the service of a young diplomat he has, in the English service, routine work given to him to do which, in certain other services, is done by a special class of more subordinate officials. Have you ever heard that complaint?—Yes, that is a very important point, no doubt. It is a difficult question. In our Diplomatic Service all the routine work is done at most posts by the diplomatic staff. They are often, for hours, typewriting, deciphering telegrams, and doing work, which people of less intellectual standing than theirs could do just as well. It is an important question, and I think myself that in some foreign services they meet it by employing a class of officials called "chancelliers" (chancellors), who are, no doubt, extremely useful. I think it is a little exaggerated in some foreign services; they do too much of it. I am inclined to think that we do too little. Of course, our system has certain manifest advantages. I have noticed in the case of some foreign missions that owing to the fact of the routine work being done by this special class, the regular secretary or attaché is not well informed; he does not know what is going on. At least all our men do know it, because they have had to write it out themselves, and they are better informed thereby. That is all to the advantage of our system. But, of course, there come times when there is a great rush of work, when you see the entire time of our staff taken up in typewriting.

38,088. But on the balance of considerations you think there ought to be an increased delegation of work to more subordinate officials?—I think in a big embassy it would be desirable, if it were possible to do it, to have a secretary who should not belong to the official staff of



7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, B.C.M.G., G.C.V.O., C.B.

[Continued.]

the embassy, but who would typewrite and perhaps keep registers, and do that kind of work.

38,089. How would you appoint him?—He would have to be appointed, I suppose, by the Secretary of State.

38,090. (*Chairman.*) Would he be an Englishman sent out from this country?—Yes.

38,091. (*Mr. Graham Wallas.*) Do you think it would be possible to make a post of that kind more or less interchangeable with the second division clerks in the Foreign Office?—That, I should think, would be very difficult, owing to questions of pay. The pay of a second division clerk would be entirely inadequate abroad. You would have to start a new service really.

38,092. (*Chairman.*) Cannot you meet such a case by a local allowance attaching to the place or mission?—I cannot say straight off why not. That seems to me quite reasonable.

38,093. But if it were practicable it would be desirable?—It seems to me that in big embassies it would be desirable.

38,094. (*Mr. Boutwood.*) As a matter of fact, has not that been done in two cases? Have not two chancellors been appointed, two archivists?—Yes, an archivist very often does that work, there is no doubt. There is no reason why an archivist should not do the work.

38,095. (*Mr. Graham Wallas.*) On the question of pay, do I understand you to suggest that it would be necessary to appoint persons with private means to these posts?—I do not suggest that, but I suggest if it were someone of the category of a second division clerk his pay would have to be considerably augmented by means of local allowances, or some other means.

38,096. (*Chairman.*) Have you in your mind what the limits of pay of second division clerks are? They enter very young at 85*l.* a year, and go up to 350*l.* a year. Say that a clerk had 250*l.* a year, would that be inadequate pay for your chancellor?—I should think he would be pinched. I should not think that he would desire the post at that salary.

38,097. (*Mr. Graham Wallas.*) It has been suggested that such a man in an important embassy would find himself rather solitary in a foreign capital. Do you think there is anything in that point?—I think he would, but I dare say people would be ready to face it.

38,098. You said while in the earlier years of service you would favour an interchange of posts between the Foreign Office and the Diplomatic Service, you would not favour it in the later years of service?—I hope I shall not be understood to have said that I should discourage such an exchange as an Ambassador being made an Under-Secretary of State, for instance. That has happened more than once with the best possible results. Those are rather special cases, I think, but for the ordinary work of the Foreign Office it seems to me it would be difficult to find a post at the office that would suit, for instance, a counsellor of embassy, unless it was such a post as head of a department, or, perhaps, one of Under-Secretary of State.

38,099. But if he were found fit for such a post as the head of one of the minor departments of the Foreign Office, you think there is nothing in the nature of things against such an appointment?—I see no objection to it.

38,100. (*Chairman.*) Do you think it should be a permanent transfer in such a case as that, and not a mere temporary one?—I think it should be temporary because you would lose the man's special usefulness by transferring him permanently to the Foreign Office, as he has been trained to diplomatic life.

38,101. You mentioned such a transfer, for instance, as from an ambassadorship to a ministerial appointment of high rank here. Would that be permanent?—I suppose not necessarily. We get down to two or three cases, but I do not see that there is anything to prevent their subsequently leaving the Foreign Office and going back to an embassy.

38,102. But it would not be in accordance with the Service rules?—It would be done as a matter of expediency within the discretion of the Secretary of State.

38,103. (*Mr. Graham Wallas.*) Do you think in certain other cases an interchange of employment between the Diplomatic Service and other offices—I take, as instance, the Colonial Office and the Board of Trade—might be advisable. If you got a thoroughly suitable man who liked to go abroad, it might give a certain accession of new blood to the Diplomatic Service if he were moved as a comparatively young man to one of the embassies?—Is it suggested that a member of the embassy would take his place in the Colonial Office?

38,104. Moved to fill a vacancy, or by way of exchange?—I certainly think the interest of the State is the first thing. I would agree to that if you could get a more efficient man in that way—if there was a man who was obviously efficient—but I think it is rather dangerous to go into too wide a field. We always come back to this, that the Secretary of State has a wide discretion. If he knows of a case where it would be specially desirable, I suppose he has power to bring it about.

38,105. But you can conceive that it might be a certain advantage in the general efficiency of the Service if there was that amount of variety of type represented by the occasional appointment of a suitable man from other branches of the public service in England?—Or from anywhere else, as is done. People are taken from outside altogether; then why not from one of the public departments if, in the Secretary of State's opinion, it is desirable? We have seen the most important posts filled, and very admirably filled sometimes, entirely from the outside. From the outside would include from one of the Government departments.

38,106. But you would agree that a certain variety of type of experience and outlook is desirable in the Diplomatic Service?—We think we get a good deal of it in the course of a long career.

38,107. At present the Diplomatic Service is confined to the sons of those who can give their sons at least 400*l.* a year by way of allowance?—Yes.

38,108. Would you say that if you took the body of people who can allow their sons 400*l.* a year, there would be a certain approximation to uniformity of outlook? You spoke of the need of common sense—would you say that among that body of people, things that would appear to be common sense to them would not necessarily be common sense to the rest of the community?—I think you would find thousands of people who have just as good common sense outside.

38,109. But the common sense is apt to be of the same uniform type if you confine yourself to those in receipt of 400*l.* a year?—I have not noticed that. I cannot say that that is a matter of my own observation. I think you have a pretty large field in the 400*l.* a year people.

38,110. If we were to assume that this Commission desired to recommend that the 400*l.* a year rule should be done away with, what steps would be taken to do so with the least harm? Would it be best to grant, or to add, 400*l.* a year to everybody's pay, or give it by way of house allowance, or residence in an embassy, or increased language allowance, or abolition of the probationary period? Which would you do if you had to do it? Would you do it by simply adding 400*l.* a year to his pay, or by a more complex system of allowance?—I think a local allowance in that case would be the best way.

38,111. And you would make general what you suggested to us existed in Madrid—that the embassy provides its younger staff with a residence?—That is very desirable. It cannot very well be done everywhere. Of course, the State could pay for lodgings and give rent allowances, and I should think it would be desirable in that case.

38,112. Then instead of the State merely paying the 400*l.* a year that the father pays now, it ought to be done in some other way?—I suppose it would involve some money payment as well as making things easier by way of rent. It is rather a complex and difficult question to answer off-hand, and I do not feel very competent to do it.

38,113. It has been suggested that in some cases a young diplomat, either when on leave or during his



7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

term of service might be encouraged to get up other subjects as well as languages and international law. At present he gets up languages because he gets a definite allowance, and also in some cases he gets up international law. It has been suggested that a young diplomat living in a foreign capital, with large opportunities for study, or when on leave, might be definitely encouraged to acquire other subjects in a formal and definite way?—For instance, labour questions?

38,114. I will take diplomatic history, for one thing, and the history of developments in legislation, and so on?—As to history, I think every intelligent man naturally studies very closely the history of the country he goes to. It is the obvious thing that one does. It is a matter of the greatest possible interest, when you go to a new post, to study the history of that post. It does not seem to me that any special inducement is necessary to bring that about.

38,115. Cannot you conceive that it might be desirable in any sense to extend the list of studies which a man is formally recommended to undertake as part of his life training in the Diplomatic Service?—That is, as at present, languages and international law: but those are subjects that are taken up almost before he enters the Service, or in the first two years. I think the international law examination has to be passed within two years, when he ceases to be attaché and becomes third secretary.

38,116. Then you think no change in that respect is desirable?—I am not ready to suggest any change.

38,117. You suggested that it would be a great advantage to a young diplomat if he could find himself at home in literary and artistic circles, and acquaint himself with the literary and artistic interests of the country to which he is attached. It has been suggested very strongly to me that it might also be very desirable if a young diplomat were capable of being interested in the scientific work of the country to which he is attached—either anthropological, or any other form of work. Can you think of any instance in which a young diplomat has been really able to associate on fairly equal terms in some branch of science with scientific men in a country to which he is attached?—I cannot think of any special instance. An intelligent young man will naturally take up what he can in the country where he is, but I do not think it is part of the purposes of a diplomatic mission to turn on one of its members to make a special study of those questions. It is not the purpose of an embassy.

38,118. Nor is it the purpose of diplomacy to study literary or artistic subjects?—No, it is not, but I think any young man who goes about informs himself of the manners of thought, and of what literary, artistic, and scientific people are talking about. Certainly he gets a better insight into the country if he has a liking for those pursuits, and for those inquiries. It would make him, perhaps, a more intelligent observer if he had a hobby of that kind to take up.

38,119. I notice you have added the scientific now to the literary and artistic?—I never thought of making an exhaustive catalogue of the things a young man should turn his attention to. I consider that we have a good set of men in the Diplomatic Service, and I think very highly of them, and an intelligent young man naturally takes an interest in the questions of the day, among which you may mention literary, scientific, and commercial questions. I think, perhaps, we should get away from the main purposes of diplomacy if we defined special directions in which the members of a mission are to work outside the usually accepted ones.

38,120. (*Mr. Beck.*) All you said was, I understood—and I think Mr. Wallas rather drove you a little far—that in studying the popular movements they obviously hear a good deal about them in artistic and literary circles, and that kind of thing?—Yes.

38,121. (*Mrs. Deane Streetfield.*) I have only one question to ask which arises on what Mr. Beck asked, and on what you have been replying, I think, to Mr. Graham Wallas. I should like to ask you whether you think it would be advisable in the examination or training of persons intended for the Diplomatic Service, that they should be specially required to study such things as commerce or commercial law, or have

some knowledge of social or economic science?—Certainly I think it would be very important.

38,122. As making them more easily able to judge, or inform themselves of such matters in the country to which they went?—I think those are very important subjects, and that it is very desirable that they should be instructed in them. I suppose the examiners in the Civil Service Commission would have an opinion, or those who lay down the subjects that have to be gone in for, and the subjects might, perhaps, be usefully extended. Those are, no doubt, most important matters for a diplomat to be acquainted with.

38,123. I only want to know your opinion?—Yes, I think them very important.

38,124. (*Chairman.*) They are important for him to know, but at what period he should learn them is a matter upon which perhaps you would prefer not to express an opinion. It is a very moot question whether these subjects should be made subjects of study before admission to the public service or afterwards. If taught among collegiate educational courses they might, of course, be taken up as a particular subject of study, and then the Service examination might be taken in those subjects?—Yes. I do not pretend to say how it would fit in with the educational system, and the system of preparation in England at this moment, but they are subjects which it is very desirable that a diplomatist should have some knowledge of.

38,125. There are schools in the universities which deal with some of such subjects, and it might be a question whether it might not be obligatory upon men presenting themselves for the examination to take up a particular course?—Yes.

38,126. (*Mr. Boutwood.*) The first questions Mr. Beck put to you were based upon a document which has been submitted to us, and the impression that document has made on my mind was this: This seemed to be the feeling behind it, that in every considerable country nowadays there are large changes taking place in the thoughts and sympathies of people more or less beneath the surface, and certainly outside the circles that one comes closely in contact with in "drawing-rooms"—to use that expression. I gather that it was felt by those who were parties to that representation that all these movements are going on, more or less, under the noses but beyond the vision of our diplomatic representatives, so that by-and-by, five or ten years hence, the Foreign Office might find itself confronted with a transformed political and social condition in some foreign country which had been developing for many years but of which it heard for the first time when it became an accomplished fact. I gather that they felt that the Diplomatic Service might extend its purview beneath the surface of things, more or less, in that way. If that interpretation of the paper, and of Mr. Beck's questions be right, do you think our Diplomatic Service is really in touch with the vital movements of national life in the different countries as distinguished from official movements?—I think if an ambassador who was conscious of such a movement going on did not direct the attention of his staff to it with a view to obtaining a report on the subject, he would be omitting to perform a part of his duties. But I must say that it is extremely difficult for a man really to pronounce an opinion on those movements. They are judged so very differently, and people have such very different opinions about them that I do not know whether the opinion of the particular mission would be of any very great value. In our own country these questions are judged very differently. I do not know that a foreign diplomatist who went into those questions in England would be likely to write anything very illuminating. I certainly think that any great apparent movement of thought, or intellectual movement which is going on, ought to be detected by the diplomatic mission and brought to the attention of the Government. I think if anything is concrete enough to be able to be handled in a report it should be reported upon.

38,127. There is one point upon which I am not clear. Have the different embassies and legations any clerical staff, or anything of that sort, outside the diplomatic ranks attaching to the embassy?—I should say no, they have not, except in certain cases. For

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

instance, at Madrid, the embassy and the consulate are in very close touch, and they correspond and discuss every kind of question together, and pull together, of course. Is that the kind of addition to the staff that you refer to?

38,128. No. If one went into a foreign embassy and saw all the men belonging to it, would there be anybody there outside the diplomatic staff except, perhaps, the archivist?—No, there would not be.

38,129. You described the qualifications which you thought necessary for the Diplomatic Service. Your description tempts me to use an unfashionable word nowadays, and to say that for the Diplomatic Service you require gentlemen—using that word in no narrow meaning?—I did not use that word because people differ so much in defining a gentleman.

38,130. I do not know how old this rule about 400*l.* a year is, but one imagines that it goes back a good many years, and then, perhaps, it did roughly define a certain social class. But nowadays one knows so many gentlemen who could not afford their sons 400*l.* a year, and one knows so many men who could afford their sons 400*l.* a year who are in no sense gentlemen. Supposing that rule were abolished and you had, as far as that went, an open field, then the only possibility of getting men of the class you indicated would be by the preliminary selection before nomination is given?—That would be so.

38,131. Assuming that the financial restriction no longer operated, then the only means of making the necessary selection of that sort would be by inquiries preliminary to nomination?—Yes. You would have to eliminate much more, perhaps.

38,132. Is the present system of selection strong enough for it to bear that strain do you think? Taking the three or four gentlemen at the Foreign Office who constitute the committee, and who make no inquiry about parentage, apparently, would they be willing to accept the responsibility?—I should think they would be sorry to accept it.

38,133. Your experience of the Diplomatic Service goes back a long time. How do the men who come in now, under the recent system of examination, compare, on the whole, with the men you found in the Service in the earlier days of your experience?—I think there is more of a level kept—a more uniform level.

38,134. But is it higher, lower, or about the same?—I mean to say an absolute duffer, or anyone like that, would not get in. It takes a very able young man to get in nowadays with all the competition that there is. Even with the system of selection he has considerable competition with others who have all been working for it for a considerable time, and I think the result is extremely good. I think the level is high.

38,135. (*Duke of Devonshire.*) What is the relationship of the naval and military attachés to your work? Are they responsible to you, or only to the Admiralty and War Office, respectively, in the first instance?—They are under my directions, and all their reports go through me, and there is the very closest intimacy between the naval and military attaché and the head of the mission. We meet every day and talk over all questions.

38,136. Could you direct the naval and military attachés, respectively, to do a certain sphere of work if you thought it advisable?—Yes.

38,137. It has come to my personal knowledge during the last two or three months that a comparatively young gentleman was sent over to Ireland to investigate the position of affairs there, and at the end of the first week he confessed himself hopelessly mystified and confused with what he heard and saw, which I do not think would surprise anyone. If there was a similar case would you tell off someone specially to inquire about a matter which was occupying so much attention?—I should ask the military attaché to make inquiries.

38,138. To inquire into the social, economic, and general political situation?—No, but with regard to the question of military preparations, which is what I thought you were referring to.

38,139. Do you think there are men coming into the Diplomatic Service at the present moment who are well qualified to deal, not with what is on the surface, but with the general undercurrent of what may be going on?—As I have said once or twice, I do not think those particular studies could be carried on very usefully.

38,140. Is the general standard of the men who are coming in such that they are capable of being able to form a fairly reasonable and sensible estimate of what they see and hear going on around them?—On social questions?

38,141. I was thinking of the question of the condition of Ireland?—That, perhaps, is a question very much in point at my present post, where half a dozen "Irish questions" are going on perpetually. Yes, I think they are qualified to study those questions.

38,142. They have tact, judgment, discretion, and a sense of responsibility?—Certainly. I am thinking of the particular men I have with me now, and I answer that unhesitatingly, yes, they have certainly a very high sense of responsibility and duty, and they have capacity, too.

38,143. I rather think the suggestion coming from Mr. Beck and Mr. Boutwood is, that generally things are getting more complicated from various causes—partly the Press and partly big democratic movements. But you think, on the whole, our Diplomatic Service is keeping well abreast of the times?—Yes, I think well abreast of it. Having been able to observe it for a great number of years now, I think it is very sound; that it stands well, and is highly respected in the great countries of the world. That I do firmly believe.

38,144. So, on the whole, would you agree that the present system of recruiting, and the present class from which candidates for the Foreign Office are drawn, ensure that they are able to deal with the work they are called upon to perform?—Yes. I have said that I should look with some hesitation on suggestions for enlarging the field.

38,145. (*Mr. Beck.*) I think what we all have in our minds is this specific case: Supposing a foreign embassy in this country wanted to know, and they must know, what is likely to be the course of future events in this country, they would want to know what London thought, and to a certain extent they would want to know what Hampshire and Kent thought, but it would also be vital for them to know what the industrial north of England was thinking?—Certainly.

38,146. In similar circumstances are our embassies equipped to know what people who would be entirely out of their social relationships are thinking. That is really the point we all have in mind?—I think they are, and that for the purpose of being as well equipped as possible they should travel a good deal, and go to outlying parts of the country and hear what is said and thought there. I do think they are capable of dealing with those questions.

38,147. (*Chairman.*) At the present time the clerks in the Foreign Office and the attachés of the Diplomatic Service are examined in the same subjects that are presented for the examination of men applying for the Indian Civil Service, the Home Civil Service and cadetships—at least there are a certain number of groups of subjects made out, and men can take these groups up to a certain limit of marks. The men who enter for the Home and Indian Civil Service take subjects carrying a maximum number of marks of 6,000; but men for the Foreign Office and the Diplomatic Service are limited to subjects carrying a total of 4,000 marks. Consequently, if you can judge of it in that way by marks, the Foreign Office and Diplomatic men's education is not as extensive as the education which must be possessed by men who enter the Home and Indian Civil Service. Is there any reason why all the examinations should not be assimilated? There is no substantial reason so far as the limits of age are concerned, but is there any other reason why candidates for the Foreign Office and the Diplomatic Service should not be treated, in regard to the examinations, precisely on the same footing as candidates for the Home and Indian Civil Service?—I have so little studied the question that I do not think I can give a

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

very useful answer. If I were asked now I could not give a clear account of what the subjects are. They have changed a good deal since I entered and I have not followed them closely.

38,148. The limitation in the marks I rather fancy is due to the expectation that men for the Foreign Office and Diplomatic Service would concentrate more upon modern languages than the applicants for the other services would. You think it essential that men in the Diplomatic Service should be thoroughly familiar with French and German?—Certainly.

38,149. They must be able to speak French and German as well as they do English?—As nearly as possible.

38,150. I was anxious to know what your views were, if you have considered the subject, as to whether it would not be desirable to assimilate the two examinations?—I do not know what subjects are excluded from the Foreign Office examination.

38,151. They generally do exclude Greek, for instance, in the papers that I have seen?—I did not know that.

38,152. (*Duke of Devonshire.*) Are there any general rules laid down as to honorary attachés?—No, no general rules. It is left very much to the initiative of the head of the mission to ask if he may take on an honorary attaché.

38,153. And if he takes one on I suppose the honorary attaché takes his fair share of the work?—Yes.

38,154. And he would be treated exactly the same, as far as regards discipline and attention to his work, as if he was an official member of the embassy?—Just exactly in the same way.

38,155. Does he interfere at all with the promotion and prospects of the regular members of the service?—I think not. He generally comes for a short time. I have had two or three who stayed a couple of years, perhaps.

38,156. You find that they do not interfere at all with the matter of promotion?—I find they do not interfere.

38,157. (*Sir Henry Primrose.*) With regard to what was said just now as to studying the domestic politics of the country to which an ambassador or his staff are accredited, it is a matter of considerable delicacy, is it not?—Yes.

38,158. For instance, at this moment I am not quite sure that we should relish it if there was a general desire on the part of the Embassies in London, to have representatives in Belfast reporting on the subject. It is very easy to get into considerable trouble over those things?—Of course.

38,159. Therefore it has to be very carefully done?—Certainly, it has to be very carefully done; but that is a point that is not lost sight of. There are special instructions with regard to the kind of information, for instance, which consuls may get who would otherwise be looked upon as spies.

38,160. But it clearly shows that there are rather narrow limits within which it is possible for diplomatic officers to be active in that field?—Yes. I suppose they would perhaps avoid a very burning question. There are plenty of questions left where inquiry would only be welcomed, and information very readily given.

38,161. After all, it is always possible to ask the question, what concern is it of the foreign power to know anything about it?—Of course. It depends a good deal upon the tact of the person who makes the inquiry what results he will get.

38,162. As regards what foreign powers do, I suppose in the case of the majority of the foreign powers the Diplomatic Service is essentially a close service, and there is no pretence of making it an open service?—No, I do not think any.

38,163. Take France, which is now a Republic, and America. In France it is not a close service, is it?—No, I should not call it a close service.

38,164. They recruit their subordinate diplomats by means of examination?—Yes, they do; and they pass through a probationary period in the Ministry of Foreign Affairs in Paris, and I believe there is a system of marks there; but I have not studied it very much.

They select them, of course. They want good men, of course.

38,165. Do they do the same in America?—I think much less. I think the idea there is, that any American can fill any post.

38,166. Take France: do they make any requirements as regards private means, do you know?—I do not know what they do about that. I think it is almost essential that they should. They cannot send a man abroad and let him live miserably.

38,167. Unless they pay high salaries?—Yes. But I do not think there is any special local allowance; I do not know about it. They have what is called an allowance for representation—that is for heads of missions; and that, of course, is a regular system they have. More than half of an ambassador's pay is considered to be given in that manner.

38,168. If we were to withdraw the requirement of private means of 400*l.* a year, it would mean a very large addition to the cost if the State had to make it up?—Certainly, it would be expensive.

38,169. And it would be absolutely necessary if men are really to be of service, that they should be able to live in a way which means an expenditure of whatever it may be, 600*l.* or 700*l.* a year, probably?—Yes, I think so.

38,170. Therefore, it would be absolutely necessary to make it up if we did away with that requirement?—Undoubtedly.

38,171. (*Mr. Matheson.*) I suppose it is true to say that in France and Germany there is rather more formal training for diplomacy than there is with us. Do they not require men to study more special subjects in qualifying for the service?—I am not aware that they do. It may be so, but I really have not gone into that point. That is a thing which is easily ascertainable. I feel that on many questions I am rather answering off-hand; but some of those answers are very easily obtained.

38,172. Do you think our less formal training is equally effective?—I think it is effective. I am satisfied myself. I have the honour of the service very much at heart, and I think it stands very high in the estimation of the world.

38,173. I gather that in a man's earlier years his education in the service will depend very much upon the head of his mission?—Very much indeed. No doubt the head of the mission has a great deal to do with the distribution of work, and the amount of work that is done, and the way in which it is done.

38,174. And the encouragement which is given to independent work?—Yes. I think it is very desirable—I have done it very much myself—to ask particular members of your staff to pay special attention to certain subjects of interest that call for attention.

38,175. You have seen a good many young men as secretaries. Should you say that on the whole they have been responsive to your training?—Yes, I do think that. They "play up," if I may use the expression.

38,176. It has been said to us that our young diplomats are not sufficiently acquainted with English institutions. Do you think that that is at all a just criticism?—I do not think that can be fairly said. Our profession makes us live abroad a good deal, but it does not in any way cut us off from home life. We follow everything that goes on, and we spend our leave at home, and endeavour to become acquainted with what is going on. An English embassy abroad is like a little English oasis in the country, but it keeps up its interest in what is going on at home, and I think you will find it follows the events with intelligent interest.

38,177. Would the members of a mission in a foreign country have opportunities of seeing representatives of the political party that was not in power, as well as of the other party?—Certainly. It would depend very much on themselves. It is most desirable to keep in touch with all parties in the country in which you are. Speaking for myself, after the years I spent in Spain I may say I knew all the leading Spanish statesmen of the different parties, and many of them were intimate personal friends. That ought to be so after you have spent a few years in a country. You have no more leaning towards one of their parties than towards another.

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

38,178. We have had some statistics given us as to the schools from which Foreign Office clerks and diplomats come, and I find in the list for six years that out of 21 attachés 16 came from Eton. Do you think it possible that it might be an advantage to have more variety of schools represented?—I was proud to think that at one time there were three Rugby ambassadors, of whom I was one.

38,179. I am glad to hear it. The question of widening the choice is a question of some interest, and those figures do seem to show that the social area from which at the present moment the service is drawn is somewhat narrow.—If that is so, I suppose it is because people educated at that particular school have shown a greater desire to come forward.

38,180. I think that is so; but it is possible also, and, I think, very likely, that people who send their sons to other schools are not familiar with the service and do not know what attractions or opportunities it offers. It does seem to indicate, as a matter of fact, that the service is drawn from a comparatively narrow area?—Yes; but, of course, it is a very small service. I have not gone through the list of schools. I think there are a good many Eton men, but there are others. It may be that a large proportion have come from Eton, but there is no obstacle placed in the way of others coming forward.

38,181. I quite understand that. Should you say that taking the men you have come across in your service there has been a good deal of variety of personality among them—that they are not all people of one type?—Yes, I think there is sufficient variety.

38,182. Would you say they are fairly representative of English life?—Yes, I think so. You find very different characters among them. I think they are fairly representative.

38,183. (*Mr. Shipley.*) I wanted to ask you about the King's messengers. They travel once a week, I suppose, between London and Vienna, or something of that sort?—Once a week between London and Berlin, and one week they go on to St. Petersburg, and the next week from Berlin to Vienna and Constantinople. It bifurcates at Berlin.

38,184. They do not seem to be very well paid; they only get about 200*l.* a year, and they have very monotonous work. It sounds romantic in a novel, but in reality it must be very monotonous?—Yes; it used to be much better paid. I think it was 400*l.* a year when I entered the Service, and it is now 200*l.* a year. It is poorly paid, no doubt.

38,185. Since the examination has been modified and made what it is now, have you noticed any improvement in the class of men you get?—I think I have said already that I consider the level is a more even one of intelligence. You have eliminated the obviously unfit.

38,186. I do not know whether you have seen the document put in by an anonymous group in the House of Commons, which is called the "Liberal Foreign Affairs Group"?—I have not seen it.

38,187. Then I will not bother you about it. It struck me it would have more weight if it had been signed because we should know who they were; but they do say this: "British diplomats have a reputation 'abroad, not only for what foreigners call greater 'snobbism,' but for less energy and activity than those of Germany and France." I gather from what you have said already that you think our Service quite as good if not better than the Services of those countries?—I think certainly it compares favourably with any Service. I am convinced of that myself. I do not know where they get that criticism from.

38,188. It is not a very satisfactory document as it is, as I say, unsigned, and we have no indication of who sends it in or from where they get their information. Are there any other countries that exact certain financial guarantees such as our Government does?—I really cannot answer the question. I do not know. I think it must be so, because they would not send a man to a post in order that he might live there miserably, and not be seen and not be known at all.

38,189. Could you tell me whether they pass in by examination in Germany or Austria?—Yes, they do pass an examination in Austria, I know; and I am sure

they do in Germany. I think there was a Parliamentary paper put in on the subject.

38,190. (*Mr. Hoare.*) Do you know at all how these salaries of our diplomatic servants compare with the salaries of the servants of other great powers?—I have never really compared them. I could only answer that very generally. I think it has always been rather understood that the Russian salaries are the highest, but I should think ours struck a good average. They are perhaps higher than the average.

38,191. In Vienna for instance?—In Vienna the ambassador's salary is 8,000*l.* It is very difficult to compare salaries, because so much depends on the allowances for transfers and for housing. It is not only the salary that counts, so it is rather difficult to compare them. I think the figures are given in a Parliamentary paper.

38,192. I have the figures for France?—But there is another one showing Austria and Germany, I think.

38,193. Can our ambassadors in any of the great capitals live comfortably on their pay, or would they have to have outside means besides?—I think there are one or two posts where they can live on their pay. That is difficult to answer because so much depends on whether the ambassador has a family or not. I think it would be the experience of almost every ambassador that he does not live on his pay alone, but that he has to supplement it rather considerably from his private income.

38,194. With reference to the expenses to which an ambassador is put when he moves from one place to another, do the grants from the Foreign Office cover all his expenses. For instance, when you moved from Madrid to Vienna, were your expenses covered by the allowance paid you?—They were met to a great extent, but not covered. The expenses of removal are, of course, very great indeed. For instance, I had to pay the men—a forwarding house—who transported my furniture and goods between 700*l.* and 800*l.* Then you have to break up your stables and start afresh; and you have to sell a great many things for a song and buy new ones and partly furnish the house, because the ambassador's house that is given you is only furnished for you, in respect of state rooms and reception rooms—not the rooms in which you live.

38,195. I suppose that would be covered by the figure I see in this return which the Foreign Office has sent us. 2,500*l.* is the scale of outfit?—That is on first appointment.

38,196. But if you move from one embassy to another you do not get that?—You only get half.

38,197. How long leave does an ambassador get?—He has two months' leave, during the whole of which a deduction is made from his salary to pay the *Chargé d'Affaires*. In my case it is 5*l.* a day during those two months that I am away. Therefore, to get at the ambassador's salary you must begin by deducting two months at 5*l.* at day. That is the arrangement in regard to the payment of the *Chargé d'Affaires*. He has two months' leave, and if he exceeds the two months he automatically goes on half pay.

38,198. Is an ambassador expected to spend some of his leave in England?—There is no rule at all about that. As a matter of fact, I suppose most of them do. I never spend mine anywhere else; but there is no rule about it at all.

38,199. I had in mind that it is very important that an ambassador should keep in close touch with what is going on in England, and, unless he spends a considerable time of the year in England, he might fall out of touch with the things going on?—I think what you say is absolutely true, and I cannot think that any ambassador would not do so. I feel myself that we are too little in England, and I would be very glad if it were four months instead of two. It is, of course, so very necessary to keep in touch with what is going on in England that one should spend one's leave there.

38,200. I suppose it would be difficult to arrange for longer leave than two months?—I think it would. It seems to me that it is a reasonable period. I should naturally like it to be longer, but I do not think it

7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

could be fairly asked. A consul's leave, I believe, is only one month, which always seems to me very short.

38,201. Does an ambassador have any voice in the appointment of the members of the staff apart from his personal attachés?—It is really the Secretary of State who decides that, but the ambassador is always privately consulted, and they are always very willing to meet his views as far as they can with regard to his staff.

38,202. (*Miss Haldane.*) You said that what was most requisite in a young man going into the Diplomatic Service was common sense and judgment. How do you think you can test that before he goes abroad?—That is almost impossible, I think.

38,203. You cannot think of any way of testing it?—I cannot think of any way, because an examination could not be a test of that. I do not know how far a Board of Selection would be able to form an opinion after putting a few questions to a candidate. I have never been on a Board of Selection myself. I should think it is almost impossible to determine that beforehand.

38,204. I suppose you think if they do not possess those qualities naturally, they may acquire them simply by practice?—I think they may do so, certainly.

38,205. And in association with others?—In many cases they do, no doubt.

38,206. Do you find that there are many failures in the Service?—I think remarkably few.

38,207. When one occurs, what happens? Is the young man advised to go?—I think there is great reluctance to dispense with the services of anyone who has got into the Service.

38,208. It struck me that if there were more assimilation between the Foreign Office and the Diplomatic Service, a young man might succeed as a clerk in the Foreign Office and be a success there, but not a success in other departments?—That may be, and I should think that in that case it would very likely occur to the Secretary of State and his advisers in the Foreign Office to suggest a change. I think that would be so.

38,209. Do you think that has ever been done?—I am not thinking of any specific case, but I think it would naturally suggest itself to the Secretary of State to do that.

38,210. You said to Mr. Boutwood that competition had certainly raised the standard amongst the young diplomats?—Yes.

38,211. Would you think it likely to be the case that extending the area of competition would raise the standard yet higher?—I do not think it would. I am not an expert in this question of examination, but it seems to me that the amount of competition which there already is, is quite sufficient to ensure that only a man of considerable ability gets in. The competition which already exists under present circumstances is very severe, because they are all working hard for it for a number of years perhaps. They know it is no use competing unless they have considerable capacity, and then they all work up for it, and come before the examiners, and only a man of ability can get through. It seems to me that you would not get a better man by extending the area, but I say that with all diffidence; it is not a question I have really studied.

38,212. (*Sir Donald MacAlister.*) With regard to the commercial activities of the various missions, you told us that of late years these have very greatly increased?—Yes.

38,213. Can you tell us the nature, generally speaking, of the activities of the commercial side of a given embassy?—It is a subject which interests me very much, and I shall be glad to tell you all I know about it. In the first place there is a commercial attaché who used to be a resident in the country, but under our present system the commercial attaché, say, for Spain, resides in England, and goes periodical rounds in England to the Chambers of Commerce. It is given out that he is there, and if anyone has a question to put about commercial matters in Spain—about selling a new pump at Bilbao or anything of that kind—he is there to answer the question and to tell what the duty would be and what prospects there are of the duties rising or falling, and what the demand would be likely to be. If the commercial attaché who has

experience of Spain is not able to answer the question he takes a note of it and sends it to the embassy, which ascertains, through the local consul probably, what is the answer, and it comes back, and the man who put the question eventually gets his answer. That is the present system. In order to give the embassy the benefit of a man specially charged with commercial matters, even in the absence of a commercial attaché, one of the staff is termed commercial secretary. The ambassador recommends one of the staff to undertake the duties of commercial secretary, and that man gets 100*l.* a year extra for it, and it is his special duty to write the annual commercial report and to interest himself in commercial matters. A claim that arises with regard to a commercial matter will go to the commercial secretary first of all; I should minute the application to the commercial secretary, who would go into the question and report to me about it, and we would decide what was to be done. That is the organisation at the embassies. But the embassy as a whole is expected to take an interest in these questions, and, in the first place, the ambassador certainly. As I understood you to ask me for a few details about it, I will say that during the years I was in Spain I was concerned in starting a British Chamber of Commerce at Barcelona, which was at first thought rather a tender plant, but I may say that it turned out a very great success. I used to make a point of going every year to Barcelona to consult with them, and I was in constant correspondence with them; anything they wanted done or any representation to the Government was done in correspondence with them. A new tariff was under discussion while I was in Spain, that is to say the new tariff was made just after I came to Spain, and after five years it was given out that there would be some modifications, and the Government would listen to any representations that had to be made. That was a very active time for the embassy. We tried to ascertain also through the Board of Trade, what the special grievances against the tariff, as it stood, were, and we sent in representations with regard to items that were considered excessive. These were all considered, and the tariff was modified, and in some respects regard was had to what we pointed out. Then in a country like Spain there is a good deal of British mining, and there are four British railways—not important ones, because the important railways in Spain are not British—and I believe there are only three, because one has been sold. Those companies were constantly troubled about Spanish taxes. A tax on capital was levied, and it was a question how the capital should be estimated—a most thorny and difficult question—and I was in correspondence with the Spanish Government about it nearly the whole time I was there. As to the Rio Tinto there were constant difficulties with regard to this same question of taxation, and strikes also. Many British merchants would have claims against the Spanish Government for fines unjustly imposed on ships, for instance. That is a fruitful source of dispute, and the consuls will try to settle these questions locally, but as a rule they have to come up to the embassy for final settlement with the Spanish Government. Those were all cases we paid great attention to. I do not hesitate to say that our English communities in Spain would bear me out in what I am saying, that they have met with great support at the embassy. They have been good enough to say so to me over and over again, and I think their claims have been attended to as far as possible. In my present post there are fewer of those claims, for some reason, but there is one which has occupied me the whole time I have been there—the dispute about the Canadian Pacific Railway—and I have done what I could to help the Company to get back their concession, and it is a negotiation that is still going on. I am in constant oral and verbal communication with the different Ministers concerned; I go and see them to talk over the matter in a friendly way. In fact, I may say that the commercial side of the business is not lost sight of.

38,214. I am very glad you have given us so full an explanation because I have been in Madrid and Lisbon,



7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

when you were ambassador, and I heard enough to bear out all you have said. I was particularly anxious that we should be enlightened on what I may call the "non-drawing-room" side of the embassy. Is the commercial attaché a member of the staff of the embassy?—Yes, he used to be. When he resided at Madrid which was in the first few years I was there, before the new system was introduced of having him reside in England, he was a member of the staff of the embassy. He was sometimes a Foreign Office man—Mr. Wellesley of the Foreign Office, now head of the Treaty Department, was commercial attaché.

38,215. Is the commercial attaché while on duty a member of the Diplomatic Service?—Yes, he is a member of the diplomatic staff.

38,216. Have you found it necessary in Madrid to have a commercial secretary who is also a member of your staff?—Yes, only because the commercial attaché no longer resides in Spain. It is for that reason.

38,217. So the commercial side of the embassy work is represented by the attaché, who is not necessarily a resident in the country, and by the commercial secretary, both of whom are members of the ambassador's staff?—Yes, the commercial attaché who now resides in England is a member of the diplomatic staff while he is at his post, but not when he is in England, naturally.

38,218. But he is a member of the Diplomatic Service when in England?—No, not necessarily. The commercial secretary who replaces him is, and he is selected by the ambassador from his staff. But the commercial attaché is not necessarily a man selected from the Diplomatic Service. He is sometimes selected from the Foreign Office, as in the case I mentioned, and sometimes from the outside.

38,219. But while he is exercising his functions he is a member of the Diplomatic Service?—Only when he is in the foreign country concerned.

38,220. Is he attached to the Foreign Office when he is not in the country concerned?—Then he has a room at the Foreign Office.

38,221. So he is either in the Diplomatic Service or in Foreign Office employment?—Yes; and in close communication with the Foreign Office and with the Board of Trade especially.

38,222. How do these functions, that you have described as fulfilled jointly by the commercial attaché and the commercial secretary on the spot, differ from those of an active consul with regard to his particular district?—They differ in this way, that a consul's activity is limited to his district, whereas the commercial attaché and the commercial secretary have regard to the commercial affairs of the whole country. Constantly consuls are unable to settle questions because their power is limited and they are referred to the capital for settlement, and then the commercial attaché deals with them. It is the larger area which is the main difference.

38,223. That is exactly what I thought. The nature of the function fulfilled within his district is very much the same in the case of a superior consul as would be that fulfilled by these attachés or secretaries at the embassy itself?—Very much the same. The consul writes an annual commercial report for his district, and the embassy produces one which is written by the commercial attaché, under the direction of the chief, for the whole of the country.

38,224. Generally speaking, how are commercial attachés selected?—I think it is done very much in consultation with the Board of Trade. Those I have known in Spain, for instance, have been Foreign Office men.

38,225. Are you satisfied that this system of having commercial attachés with a secretary on the spot, is a good working plan?—It is being tested now. I do not know that it is a definite plan which will be adopted. I believe the Board of Trade prefer that to having the commercial attaché reside in the country. I should say, from the point of view of an ambassador, that he would rather have the commercial attaché at hand. I missed mine very much when he left.

38,226. I was not referring to the fact that he was non-resident, but practically, as missions and embassies have developed now, a commercial member or attaché,

resident or non-resident, has become a necessity?—Oh, yes; I think so.

38,227. Would not the consul who had a large district and exactly this kind of experience, be the man who might most properly be transferred to this particular branch of diplomatic activity?—And added on to the staff of the diplomatic mission?

38,228. No. Is not the experience that a good consul gets exactly suited to qualify him for this kind of duty?—I think there would be nothing to prevent that transfer, and I dare say it may have been done, if you look through the list of commercial attachés. I cannot say, but I should think very likely you would find one or two have been consuls.

38,229. If the Consular Service were more closely associated with the Diplomatic Service than it is at present, would not this necessity, which you have indicated, for commercial experience to be represented at an embassy, afford a bridge between the two?—Yes; the consul might become the commercial secretary.

38,230. Or the commercial attaché, if that system were continued?—Yes.

38,231. I merely throw that out to see whether you, in your experience, have found anything fatal to that idea, because it has impressed itself on my mind?—That the commercial work at an embassy might be done by an official selected from the Consular Service?

38,232. Yes; which would thereby be a stepping-stone for the most capable consuls to get into this particular branch of the Diplomatic Service?—I do not see why it should not be.

38,233. (*Mr. Hoare.*) That has happened in the case of Sir Francis Oppenheimer?—Yes, he was Consul-General.

38,234. (*Sir Donald MacAlister.*) It has happened several times sporadically, I think I may say. There is no system?—That is so.

38,235. Take an example you are familiar with: you were for several years in Constantinople?—Yes.

38,236. The Consular Service in the Levant is very different from that of any other part of the Service, for obvious reasons?—Yes.

38,237. But there, apart from the mere routine work—what I might call registering work, and so on—the other higher work of the consuls, who have a large area, is exactly what you described as the commercial side of an embassy?—Yes, but it is much more.

38,238. It goes further in some directions and less far in others?—It is largely political in those countries.

38,239. They have a very great deal of political work to do in connection with their commercial activity?—Yes, and apart from that, too. The Consul-General at a place like Smyrna has an enormous area where his activities are not only connected with commerce and shipping, but he watches politics too.

38,240. He is a political agent as well?—He is a political agent as well. If a British subject gets into trouble and is captured by brigands the local consul has a good deal to do with getting him out.

38,241. And he could act on his own responsibility, reporting no doubt to the embassy; but he could initiate things?—Certainly he could. He would probably report to the embassy, and it would add to his power of dealing with the local authorities if he could say: "I am instructed by the embassy to say this."

38,242. As an ultimate resource?—As an ultimate resource, yes; but he could do so without.

38,243. You were also out in China and Japan, and it is the same there exactly?—Yes, quite the same.

38,244. So that in those two regions at least there is no reason in the nature of things why the Consular and Diplomatic Services should not be more closely related as regards the individual members of it?—You were suggesting just now that to give commercial assistance at an embassy a consul might be useful. I think he would be.

38,245. If it were possible to transfer him to the embassy for commercial service?—As commercial attaché in some sense—I do not see why that should not be done.

38,246. I have never met anyone who can see why there should be any difficulty, but it is not done?—No.



7 May 1914.]

The Right Hon. Sir MAURICE DE BUNSEN, G.C.M.G., G.C.V.O., C.B.

[Continued.]

38,247. (*Chairman.*) Then would not he have to cross the bridge which you have referred to?—He would not then become a member of the Diplomatic Service, but could be transferred. His usefulness would still be local only. He would not be available for a diplomatic appointment elsewhere; he would be on a different footing.

38,248. (*Sir Donald MacAlister.*) That would be true. So far as his special experience made him valuable in the Levant, or in China, or Japan, it would be a personal limitation?—Yes.

38,249. But I want to see whether, in this case, where the Consular Service and the Diplomatic Service on their commercial side are really doing the same work, the difference being only that of the area, there could not be established correlation between them which would make it possible for picked men of the Consular Service to be drafted into the other service?—Yes, but I must keep to it that it would be a local appointment, and, therefore, would differ from an ordinary diplomatic appointment, which is not local, and entitles the man who gets it to go through the regular course in another country, and to rise up to the top of the tree.

38,250. Sir William White was transferred from the Consular Service to the Diplomatic Service. He made an admirable Ambassador at Constantinople, and his special knowledge made him particularly valuable there?—Yes, his special knowledge was political. He had, it is true, a consular career, but he was distinguished for his knowledge of the political relations between all the countries in the East, and his knowledge of the Eastern question. It was more than his commercial attributes that brought him to the embassy.

38,251. The very fact that he was supreme in his particular knowledge of that kind made him less available to transfer to China?—Yes, he was available for that particular position as ambassador at the top of the tree getting to the end of his career. There would not have been any question of sending him on, I suppose.

38,252. So that the special qualities of an ambassador relating to particular regions makes him less transferable to others, and a consul transferred in that way would lead to the same difficulty?—We are transferred. I have been just transferred from one region to another with a very different outlook.

38,253. Do you know Sir Edwin Pears, at Constantinople?—Yes.

38,254. He is a man with immense opportunities of forming a sound opinion?—A very good man.

38,255. A paper by him has been sent us, in which he says: "A point to which I attach the most importance is that the Consular and Diplomatic Services should be co-ordinate," and he gives reasons of the kind I have mentioned?—Yes.

38,256. You would realise that in the East, in Constantinople, the feasibility of that is greater in that Service than it might be elsewhere. There is the Special Consular Service, the special political character

of that Consular Service, and the special commercial character of one side of the embassy?—Yes; but then I do not know why he should be transferred. The Consul-General at Constantinople is in constant touch with the embassy, and they are working together. They would not be more closely associated really if the Consul-General was called a member of the embassy.

38,257. Do you think that is an opinion held in the Consular Service?—I dare say he would like to come in. There is nothing to prevent his being selected as commercial attaché.

38,258. From the nature of things you do not see why there should not be a pretty regular custom, established by degrees, of transferring?—It is really extremely difficult to answer these questions. One would like to think about them a little more. I rather hesitate to say that in the Levant it ought to become the regular system for the Consular Service to send one of its members to the embassy to join the staff of the ambassador. I do not quite see that it is needed. I think the commercial work is done without that. There is the commercial attaché.

38,259. Was the gentleman I named at Constantinople when you were there?—No. The present Sir Adam Block was there when I was there.

38,260. He was in the Consular Service?—There is no reason why any efficient consul should not be made first dragoman. The Dragoman Service is the same as the Consular Service. That is at the top of the tree.

38,261. And he could not rise higher because he would not be technically in the Diplomatic Service?—He could rise higher if the Secretary of State chose to think that he was so eminently qualified that he would make a better Minister or Ambassador at a post than anyone that the actual organised service could find.

38,262. But the rules of the service would separate the two?—Yes, they would.

38,263. I was wondering whether that rule was worth retaining?—If you took him away from his sphere of special activity in Constantinople, of course, he would not be an expert at any other post.

38,264. Are not we constantly losing the service of men who, in these particular posts have risen to the top of the tree in the so-called Consular Service, but have been really doing diplomatic work. They take posts elsewhere. They have no prospects, and the rule of the Service which keeps them outside the diplomatic circle makes us lose them just when they become most valuable. That is the complaint that I have heard in Constantinople. Is not that so?—I have such a high opinion of one or two people who have become first dragoman that I think they are capable of filling any post with distinction.

38,265. So any rule which prevents them doing so, and causes the country to lose them, is not a rule which in itself is beneficial?—I agree to a certain extent with what you say.

(*Chairman.*) We are greatly obliged to you for the valuable evidence which you have given.

Mr. WALTER REA WALLIS called and examined.

38,266. (*Chairman.*) You are a second division clerk?—I was.

38,267. When did you enter the Service?—In 1882.

38,268. Did you enter by open competition?—Yes.

38,269. Have you been since then in the chief clerk's department of the Foreign Office?—Yes, continuously.

38,270. What position do you now hold?—The post of staff clerk.

38,271. Drawing what salary?—500*l.* a year.

38,272. We have heard evidence in favour of the general memorial from the second division clerks. Will you now tell us exactly how you differ from them?—We think we have a stronger case for improvement than they—and that has been shared by the department who have pressed that view on the Treasury—from the nature of the work that we do. Having had the case put before the Treasury we did not join in the original memorial because we were not asking for the

same thing as the rest of the second division clerks in the office were asking for.

38,273. If the general scheme of the "senior clerical division" which we have proposed be accepted by the Government and applied in the Foreign Office will not your difficulty be met if not altogether then to a large extent?—To a large extent, but I do not think wholly. If I may look at it from the public point of view, as apart from a personal point of view, this is a small department and does not attract the best men unless it can get some more attractions attaching to it. If when the clerks are doing some particular work—even about the third man from the bottom is doing more or less individual work—some special rate of pay could be attached to it, I think that would meet the case by a slight modification of the scheme.

38,274. Something of the nature of the establishment of staff posts of about 500*l.* a year?—No. They are to come in at 85*l.* under the new scheme. That

7 May 1914.]

Mr. WALTER REA WALLIS.

[Continued.]

might do for a few years, but if a man was doing important work in six years he ought to be getting at least 150*l.* a year I should suggest.

38,275. But there are minor staff posts?—I did not know that that was provided for in the new scheme.

38,276. Yes, it would be provided for in the new scheme?—I think that would largely meet it if they were fairly liberally given; but from a public point of view you do want to attract some of the best men into the Foreign Office because the work there requires it. It is not quite fair that they should all go into big offices where they can get much better prospects.

38,277. If the Treasury were to sanction a certain proportion of minor staff posts, in addition to major staff posts which go to 500*l.*, would that meet all your difficulties?—Yes, I think it would meet a great many of them. We still ask that we should go rather above 500*l.* for the staff posts.

38,278. You have at the present time one post above 500*l.*?—That is the assistant. That is rather a special post.

38,279. But the clerks of the "senior clerical class" would naturally expect to hold that post?—Yes.

38,280. If that were so, if their expectations in that respect were gratified, would that not meet your difficulties altogether?—Mostly so. It largely depends upon what rate of pay you attach to the post—whether you go beyond 500*l.* or not. If you absolutely fix it at 500*l.* we do not think that is quite sufficient for the third man.

38,281. The assistant at present gets up to 750*l.*?—Yes.

38,282. He begins at 600*l.*?—At 550*l.*

38,283. I should think 550*l.* to 750*l.* about adequate?—I think 550*l.* is too low a minimum to begin with. It takes ten years to get to the maximum, and, as far as one can see, for a long time to come it will be at least the age of 50 before one can think of getting that. In my own case it will be 52, and ten years will take me to 62 before I touch it.

38,284. Have you any objection to 750*l.* as the maximum?—I cannot say an objection, but I have suggested 800*l.* There is not much difference.

38,285. What do you suggest as the minimum?—600*l.* or 650*l.* to 800*l.*

38,286. If that was granted then you consider the application of the senior clerical scheme to your department would meet your difficulty completely?—Yes, I think it would provided you will allow for one or two posts going to 550*l.* and not stopping at 500*l.*

38,287. That is really what you have to say and nothing more?—Practically that. There have been one or two points mentioned. Perhaps I am not called upon to meet it, but I have heard the objection made that we have already a large proportion of staff posts to second division; and it is so at first sight, but I think you might take into account the work we have to do. I do not know whether you have seen an account of the distribution of the work—a list we have sent to the Treasury of the work done in the chief clerk's department.

38,288. Yes, we have had that?—We have to account for spending nearly a million of money, and we collect over 100,000*l.* under several different kinds of regulations. You cannot therefore have one man or two men supervising all these things; there is too much variety of work. We have not only got that voted money to deal with; but take the consuls, whose accounts we have to control; they have to deal with a lot of other monies in their official capacity, such as the estates of deceased British subjects, and recently, under the Algeiras Act, consuls have to collect taxes on their nationals. They have to be accounted for and we have to show that they are accounted for and handed over. There are a number of outside things of that kind like the Persian advances and the advances to the Crete Government, and so on, which come before us and cannot be treated all alike by a lot of juniors all doing the same work. Each one almost has individual work to do. That is why we consider that the staff posts should be more than perhaps an average proportion, and also that even the juniors should be rather

better paid than they are in many places. I think we meet the possible objection that you are unduly favouring the department by the fact that at present the office is not sufficiently attractive to get the best men; they do not offer to come to the Foreign Office. So that by giving something more than the average you would not do more than attract an average number of the best men, which is certainly wanted.

38,289. Do men often leave your branch of the Foreign Office and go to other departments?—There have not been many, but one or two have entered for other examinations—for surveyors of taxes. There have been very few so far.

38,290. Are men taken from the chief clerk's department of the Foreign Office for promotion to other departments?—No; it has been called a close corporation, with its advantages or disadvantages, as the case may be.

38,291. (Sir Henry Primrose.) I take it that the chief clerk's department really corresponds in part of its work to the accountant's department in other offices?—I should say so.

38,292. Is the chief clerk the accounting officer for the Diplomatic and Consular Vote?—Yes.

38,293. So that is a very large part of the work?—Yes.

38,294. And that part of it exactly corresponds to what second division clerks are expected to do in other branches of the Service?—Yes.

38,295. There is no real difference there?—No, I should think not. I am not quite sure that we do not get more of what you might call administrative work than any other department. Even a junior, in examining an account, draws attention by queries and that sort of thing on it. The others, apart from the juniors, have to deal with all sorts of financial questions referred from other departments to the chief clerk's department. I do not mean that the answers are always given direct by a junior. They go to the chief clerk, but they are too numerous for the chief clerk to deal with unless suggestions or minutes are made for him.

38,296. What is your own position?—I am a staff clerk.

38,297. At what rate of pay?—500*l.* a year.

38,298. Is that the limit?—That was made personal to me by the Treasury. It was 450*l.*, and when an application was made to raise it, they only did so on, the condition that it should be personal.

38,299. Over you there are only two officers, namely a chief clerk and an assistant?—Yes.

38,300. Do you deal mainly with estimates and accounts, and so on?—Personally I have, generally speaking, the Consular-General branch of the work, including estimates and everything connected with it.

38,301. Work largely in connection with the distribution of the Consular Service, the pay, and allowances, and things of that kind?—Yes, of the Consular Service.

38,302. You have nothing to do with the reports of consuls?—No, not the trade reports and so on. We get reports on the state of vice-consulates under their jurisdiction, which largely deal with finance, and state whether the funds are properly accounted for.

38,303. I understand the chief clerk's department did not join in the other memorial sent in?—No, for the reason that we consider the work we do is more important than theirs and can fairly claim a higher rate of pay. As a matter of fact, we did ask the Treasury to adopt the intermediate scheme.

38,304. You consider the work of the chief clerk's department is really of a higher order than that in the Treaty or Librarian's Departments?—Yes, but I am not so anxious to depreciate theirs as to impress upon you the importance of our own, really.

38,305. Supposing you have a vacancy in the Foreign Office for a second division clerk, is there a tendency amongst the successful candidates to whom it is offered to decline it and prefer to wait for another department?—Personally I do not know, but I have heard that the coaches, tutors, and so on recommend them not to put the Foreign Office amongst their preferences.

7 May 1914.]

MR. WALTER REA WALLIS.

[Continued.]

38,806. Taking the men you have had in the office lately, how far do you know whether they would prefer to have gone to some other department?—I do not know their preferences at all. As to whether the chief clerk's department would be quite satisfied with this new scheme, I may say that the present men think they

ought to be put in as good a position as they would be in if the Treasury had sanctioned the scheme put before them two years ago, but merely abstained from sanctioning it until they had your report. This is a personal matter apart from the situation of the department.

## APPENDIX LXXVIII.

(Vide Q. 37,570.)

## GENERAL CONSULAR SERVICE, 1905 EXAMINATION.

1. Employed in the British Consulate-General, Antwerp (3½ months), and as Acting Vice-Consul and Vice-Consul at Ghent for 1½ years.
2. Employed in Bank of England (one year) and with two firms of stockbrokers for about three years.
3. With Messrs. Nixon, Forrest & Co., East India Merchants (three years) and the North of Scotland Bank (six months); also employed by the "New York Herald" and various New York firms during one year.
4. Clerk in the Bank of England (three years).
5. Served as student interpreter at Pekin (about two years).

## GENERAL CONSULAR SERVICE, 1906 EXAMINATION.

*Ordinary Candidates.*

1. Was British Acting Vice-Consul at Hanover for short periods and Vice-Consul of U.S.A. at Hanover for nearly two years.
2. No commercial experience.
3. " " "
4. Had written articles for the "Independent Review."
5. Hon. Attaché to the British Consulate-General at Antwerp for nine months, Acting Vice-Consul at Ghent for some time, and Vice-Consul at Caen for about one year.
6. No commercial experience.
7. " " "

*Commercial Candidates.*

8. Employed by the Agent-General for Victoria for about one year; by Messrs. Coode, Son and Matthews, Civil Engineers, for about three years; and by the Agent-General of New South Wales for 4½ years. Was secretary to the Delegation of the Commonwealth of Australia at the International Telegraph Conference, London, 1903, and Attaché to the Commonwealth Delegation at the Universal Postal Congress, Rome, 1906.

## GENERAL CONSULAR SERVICE, 1907 EXAMINATION.

*Ordinary Candidates.*

1. No commercial experience.
2. Employed in French, Lemon & Co.'s Bank at Florence (eight months) and in the Resident Engineer's office of the Buenos Aires and Rosario Railway at Buenos Aires (seven months).
3. Studied marine engineering with Messrs. Vickers, Son and Maxim for 1½ years.
4. No commercial experience.
5. " " "

*Commercial Candidates.*

6. Employed by the Ocean Accident and Guarantee Corporation for three years, mainly in Paris; acted as secretary to the Naval Attaché of the U.S.A. Embassy in Paris for three months and for six months acted as foreign correspondent to the North Egypt Land Company.
7. Served as Assistant Expense Accounts Officer under the Admiralty for 6½ years.
8. Served as Assistant Store Officer under the Admiralty for 4½ years.

## GENERAL CONSULAR SERVICE, APRIL 1908 EXAMINATION.

1. No commercial experience.
2. " " "
3. Was translator and archivist to the British Legation at Caracas, Venezuela, for over five years and (concurrently) Acting Vice-Consul for nine months.
4. Clerk in a shipping firm (one year); stockbroker's clerk (two years); buyer and representative in Austria-Hungary and Roumania of the Anglo-Austrian Trading Co., timber and general merchants, for 3½ years.

## GENERAL CONSULAR SERVICE, JULY 1908 EXAMINATION.

1. Served as Assistant Naval Store Officer under the Admiralty for 7½ years.
2. Employed by Messrs. Watson and Youell, steamship agents, at Galatz and Kustendje (18 months).
3. Indian Army Officer for about 2½ years.
4. No commercial experience.
5. Clerk in Lloyd's Bank for 10 years.
6. Served as Customs Port Clerk for seven years.
7. No commercial experience.

## GENERAL CONSULAR SERVICE, 1909 EXAMINATION.

1. Employed as book-keeper at Frankfurt (two months); private secretary to the British Vice-Consul at Zurich (1½ years); correspondent with Mons. A. Tournier of Paris (nine months); and clerk and correspondent at Messrs. Kleinwort, Sons & Co.'s Bank for eight months.
2. No commercial experience.
3. " " "
4. " " "
5. " " "

## GENERAL CONSULAR SERVICE, 1910 EXAMINATION.

1. Employed by Manufactures Royales de Corsets of Brussels as foreign correspondent for nearly 1½ years and by the British American Tobacco Company, Ltd., Bristol, for a like period.
2. No commercial experience.
3. Employed for four months at the Dresdner Bank and for 3½ years with Messrs. Gray, Dunlop & Co., stockbrokers; for about one year was English secretary to the town of Carlsbad and was also correspondent of the "Daily Mail," "New York Times," &c.
4. No commercial experience.
5. Employed by Messrs. Heyn, Franc & Co., East India merchants (three years); by Messrs. Franc and Zurhosen of Moscow (three months); for two years in the Indian branches of Messrs. Kahn and Kahn, merchants, of Paris.
6. No commercial experience.

## GENERAL CONSULAR SERVICE, 1911 EXAMINATION.

1. Was head manager of a rubber firm in the Malay States.
2. Previously a schoolmaster.
3. Six years with the Pearl Life Insurance Society.
4. No previous commercial training.
5. Six years in a solicitor's office; two years in H.M. Sasines Office, Edinburgh.
6. No previous commercial training.

## GENERAL CONSULAR SERVICE, 1912 EXAMINATION.

1. No previous commercial training.
2. Apprenticed to a commercial house at Havre (one year); and nine months with a Seville firm.
3. No previous commercial training.
4. " " " "
5. Taught English abroad. " "
6. Employed for a few months in the office of the British Consulate General at Havre.
7. No previous commercial training.
8. " " " "
9. Acted as sub-editor of the "Literary World" for some months.
10. No previous commercial training; called to the Bar.
11. " " " "
12. " " " "
13. " " " "

## GENERAL CONSULAR SERVICE, 1913 EXAMINATION.

1. 2½ years as foreign correspondent of Messrs. Lockie, Pemberton and Company.
2. Entered Civil Service as Boy Clerk. Was employed as Second Division Clerk in the General Post Office and in the Estate Duty Office as Second Class Clerk.
3. Employed for six years (including apprenticeship, transferred from another firm) in a solicitor's office at Edinburgh in their Factory and Estate Management Branch.
4. A schoolmaster (as substitute on several occasions).
5. Six years clerk to the British Consulate at Helsingfors.
6. Came straight from Oxford.
7. Came straight from the University (under tuition for the examination).
8. No previous commercial training.
9. " " " "
10. " " " "
11. " " " "

## APPENDIX LXXIX.

(Vide Q. 37,583.)

## APPOINTMENTS in the GENERAL CONSULAR SERVICE.

*Age of Successful Candidates.*

	In 1905 and 1906 when age limits were 22-30.	From 1907, age limits 22-27.
Over 22 years - -	—	8
" 23 " - -	3	12
" 24 " - -	2	16
" 25 " - -	1	15
" 26 " - -	4	9
" 27 " - -	3	—
" 28 " - -	—	—
" 29 " - -	—	—

ROYAL COMMISSION ON THE CIVIL SERVICE.

---

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

---

8th May 1914—21st May 1914.

WITH

APPENDIX.



LONDON:

PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE  
By EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., 29, BREAMS BUILDINGS, FETTER LANE, E.C., and  
28, ABINGDON STREET, S.W., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

1914.

*Price Sixpence.*

**ROYAL COMMISSION ON THE CIVIL SERVICE.**

---

**TABLE OF CONTENTS.**

---

LIST OF WITNESSES	-	PAGE.
MINUTES OF EVIDENCE	-	2
APPENDIX	-	3
	-	62

---

**LIST OF WITNESSES.**

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
Ninety - fourth Day.	8th May 1914	The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.	H.M. Ambassador at Madrid.	38,307-38,486	3
" "	" "	Sir ROGER CASEMENT, C.M.G.	Consul - General (retired).	38,487-38,649	13
Ninety - fifth Day.	14th May 1914	Mr. STANLEY LEATHES, C.B.	First Commissioner, Civil Service Commission.	38,650-38,834	21
Ninety - sixth Day.	15th May 1914	Mr. C. E. MUSGRAVE	Secretary to the London Chamber of Commerce.	38,835-38,984	28
" "	" "	Mr. CHARLES CLIPPERTON.	Consul - General at Rouen, and Visiting Consular Officer.	38,985-39,248	40
Ninety-seventh Day.	21st May 1914	Mr. ARTHUR PONSONBY, M.P.	Member of the Liberal Foreign Affairs Group of the House of Commons.	39,249-39,482	48
" "	" "	Sir JOHN JARDINE, K.C.I.E., M.P.	Member of the Liberal Foreign Affairs Group of the House of Commons.	39,483-39,549	58

---



ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, Old Palace Yard, S.W.

NINETY-FOURTH DAY.

Friday, 8th May 1914.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.O.B.,  
K.O.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR OECIL TYRELL BECK, M.P.

Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss HALDANE.

Mrs. DEANE STREATFELD.

Mr. N. E. BEHRENS (*Secretary*).

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B., called and examined.

38,307. (*Chairman*.) We should like, Sir Arthur, to have on our notes a brief statement of the various diplomatic posts you have filled, if you will be good enough to give it to us. When did you enter the public service?—I began in the Foreign Office. I passed into the Foreign Office in the year 1880.

38,308. By open competition?—No. The competition in those days was limited competition; twenty of us went up for two places.

38,309. That is practically the existing state of things I understand; it was in fact competition?—It was competition before the Civil Service Commissioners in Cannon Row.

38,310. It was competition among nominated candidates?—Yes.

38,311. Will you very briefly mention the particular missions to which you have since been attached?—I went, first of all, as Secretary to Madrid. Then I went to St. Petersburg, from there to Constantinople, then to Bucharest, then I was for three years attached to the Agency in Egypt. Then I went as Agent and Consul-General to Zanzibar; then to that was added the Commissionership of the East Africa Protectorate, which I held for six years; then I was made Minister in Persia, then in Belgium, and then in Portugal, and last year I became Ambassador to Spain.

38,312. During the course of your many appointments you have seen a good deal of the young men who join the Diplomatic Service in their earlier years?—Yes, I have; but I ought to qualify that by saying that during the seven years I spent in East Africa I was quite severed from the Diplomatic Service; strictly speaking it was not a diplomatic post. I was agent and consul-general and commissioner, and my staff was almost entirely recruited from either consular officers or from young men who had been in the service of the Imperial British East Africa Company, and in Persia, too, we had a good many on our staff who were not regular diplomatists, but Persian specialists with local rank. I had never been at any of the great central European capitals to which young men usually go when they begin their diplomatic duties.

38,313. What posts have you held in which you have been brought into contact with these young gentle-

men?—Of course, at Madrid, Constantinople, and St. Petersburg, and Cairo to a certain extent; and now, since I have been a Minister in Europe at Brussels, Lisbon and Madrid, my staff has been nearly entirely composed of them.

38,314. All that experience enables you to speak with authority on their general capacity?—Yes.

38,315. Would you say that the kind of work which diplomatic officers do differs essentially from the kind of work which a Foreign Office clerk does?—Now, I think it does, and that you require rather a higher standard of ability in the lower ranks of the Foreign Office than you do in the Diplomatic Service, so far as I understand. In my time the work done by the lowest rank was rather clerical and mechanical—highly confidential but consisting largely of deciphering and ciphering secret telegrams; but now I understand that all the mechanical work in the Foreign Office, copying out and typing and that kind of thing, is delegated to lower division clerks, and the ciphering work, I believe, is done in a special department by junior clerks who take it in turns.

38,316. We have been so informed. It has also been suggested to us that the work of a Foreign Office clerk might be distinguished from the work of a diplomat in this way, that no obligations social or other lie upon a Foreign Office clerk after office hours?—That is true. A Foreign Office clerk has harder work, I think, than the ordinary diplomatic attaché, because there are many of the smaller posts, like the Hague and Copenhagen and so on, where the actual work, intellectual or mental or even physical work if you like to call it so, of a young diplomatic attaché is comparatively small. At other places he works harder than a Foreign Office clerk does; at a place like Constantinople, for instance, during the recent Balkan crisis, I fancy they worked all day and a great part of the night too; therefore as a general rule his hours are lighter, but he is not free on his Sundays. He may be summoned at any moment by his chief, whereas a Foreign Office clerk gets his week-end.

38,317. The distinction which I was endeavouring to indicate was that while the Foreign Office clerk's work ends when the office closes for the day, the attaché's work,

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

which makes him really useful to the Minister he serves, begins after the office hours have finished, and he goes into Society?—Very frequently that is the case; and then, of course, in many ways he is like an aide-de-camp to a governor, he has to arrange dinners and issue invitations and so on.

38,318. But the work of making himself acquainted with current political movement and thought in the country to which he is accredited and reporting to the Minister is an even more important part of his duty than his mere office work?—Yes, quite so. We want him to know people, the Ministers, the leaders in Society, everybody who counts in the country.

38,319. He is largely an intelligence officer?—You might say so.

38,320. And the conditions of his usefulness depend a good deal upon his personal character?—Yes, they do—upon his quickness of intelligence.

38,321. And his acceptability in Society which largely depends on his manners?—Yes, his social aptitudes, his quickness of apprehension, his knowledge of the language, and so on.

38,322. Therefore you cannot infer that a man will make a good diplomatic officer because he possesses good intellectual qualities?—Not necessarily, you might have a very brilliant professor who delivered admirable lectures on international law who would be a failure in an embassy, because he might not have the social qualifications; he might be shy perhaps or eccentric in manner.

38,323. A potentially good diplomatist cannot demonstrate his efficiency as a diplomatist by doing a very good paper in the examination hall?—No, I think you want more than that.

38,324. You want certain qualities that cannot be tested?—Which it is very difficult to test by any competitive examination.

38,325. (*Sir Kenneth Muir-Mackenzie.*) I think Lord Bryce was a professor?—Yes, but Lord Bryce, besides being a professor, was a statesman and a very brilliant writer and traveller.

38,326. (*Chairman.*) You might say in Lord Bryce's case that the exception proves the rule?—Yes.

38,327. What I was leading up to was that beyond the written examination you should have a personal test?—Yes.

38,328. And that you cannot rely altogether in selecting diplomats on a written examination?—I do not think it would be wise to do that. You might get, of course, a very good man but a bit of a failure for the Diplomatic Service.

38,329. Do you think that the expenses of living in the Diplomatic Service abroad are greater than the expenses of living of a Foreign Office clerk?—Yes, I should say that they were, because London is not a very expensive place to live in. A Foreign Office clerk who lives in London can very much choose his own quarters, but if he is in the Diplomatic Service he must live near or fairly near his embassy, because, as I ventured to observe just now, his work does not terminate with his office hours like that of a Foreign Office clerk; he is liable to be sent for at any hour of the day or night, he may have to dine with his chief and send people in to dinner. Therefore he must live near the embassy, so that he cannot economise.

38,330. But apart from the mere fact of his place of residence, is he not compelled by the circumstances of his situation to mix in an expensive society?—Yes, naturally more or less; it varies of course in different capitals. In a place like Persia, where outside the legations there is practically nothing but Persian society, that does not apply.

38,331. You have a legation in Persia?—Yes, we have a full legation there; there are a councillor, a military attaché and two diplomatic secretaries; they are housed there, it is cheaper, and a young diplomat who is not very well off is glad to go to Persia because he has very few expenses; if he likes sport he gets plenty of it, and interesting work; but in places like Vienna, Paris, and Berlin, his expenses naturally are very much greater, he has, for instance, to belong to expensive clubs.

38,332. At the present time an attaché must have 400*l.* a year private means as a condition of his employ-

ment?—That is his pay under the present rule; it is a fairly recent rule I believe.

38,333-5. Did such a rule exist when you joined; if so, was the sum higher or lower then?—When I entered the Diplomatic Service I was never an unpaid attaché, I entered from the Foreign Office, so that the question was never put to me, but I believe that my contemporaries when they entered were usually asked whether they had sufficient means.

38,336. I should like to put this question to you, if you will excuse the personal application: was it understood in the Foreign Office at the time when you were transferred to the Diplomatic Service, that you had a private income besides your pay?—I do not think so—they did not ask me any question about it. I do not think they knew anything about my private means, but the question was not put to me, and at the time when I entered I was already in receipt of 250*l.* a year from them because I was third secretary, getting 150*l.*; I had passed my examination for international law, which gave me another 100*l.*, and I was on the eve of getting my promotion—there had been rather a rapid flow of promotion and I expected soon to be second secretary, getting about 400*l.* a year, also; so that perhaps on that account they did not think it necessary to ask me the question.

38,337. So that when you were transferred from the Foreign Office to the Diplomatic Service, you were, or were about to be, in receipt of about 400*l.* a year?—I was very near it, from the Government.

38,338. Might I ask, without desiring to intrude into your private affairs, whether you found 400*l.* adequate for your expenses when you joined the Diplomatic Service?—In addition to the 400*l.* I had an allowance for Oriental languages, which, housed as I was at three of my posts, and with extra pay at two of them as Chargé d'Affaires, rendered it sufficient; but I do not think if I had gone to Paris or Vienna or Washington, or some other expensive western post, I could have managed on my pay from the Government.

38,339. May I ask you to say whether, in your opinion, the allowance of 400*l.* a year now secured to an attaché is sufficient to enable him to live in the style that his position in the Service requires?—Yes, I should say that it was sufficient if a man is not extravagant. It depends of course enormously upon what post he is at; probably he would find it difficult to live on it at a place like Washington or Vienna or Paris, while he could live on it quite comfortably in the Balkan States or in the East.

38,340. The necessity that he should have 400*l.* a year private means when he goes into the Diplomatic Service would render, would it not, transfers between the Foreign Office and the Diplomatic Service somewhat difficult? A clerk of the Foreign Office need not necessarily have 400*l.* a year private means?—No, not necessarily.

38,341. If a clerk in the Foreign Office were desirous of transfer to the Diplomatic Service, and he had not got private means, it might be difficult under the existing conditions to effect a transfer?—It might be so. The higher up in the Foreign Office that secretaries get the easier transfer is; it is only in the lower ranks in the Service that the absence of money is keenly felt.

38,342. But is it not also true that beyond a certain point it is undesirable to effect transfers? We were told yesterday by Sir Maurice de Bunsen that a diplomatic officer who had reached the rank of councillor ought on transfer to the Foreign Office to be granted the position of an Under-Secretary of State?—Yes, I think that would be a difficulty.

38,343. Transfers seem to be either in the lower grades or in the very highest?—Yes, there are many cases of transfers for a short time; many diplomatists, say second or third secretaries, for reasons of family convenience, because they find it advantageous to be in England, get a transfer for a year or so, exchanging temporarily with some junior in the Foreign Office.

38,344. Do you think it is beneficial to the Foreign Office that such temporary transfers should take place?—I think it is very desirable that we should occasionally come home, and that Foreign Office men should see something of the legations abroad.

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

38,345. Do you think it would be desirable, to facilitate those temporary transfers by such adjustments of the emoluments as may be found practicable?—Certainly.

38,346. Do you think that the introduction of a system of local allowances would have that effect. Say that a local allowance, in addition to grade pay of 400*l.* a year, was attached to an attachéship in Paris or in Washington (in the less expensive places a smaller allowance might suffice), could transfers between the Foreign Office and Paris or Washington be effected more freely than now, the man transferred from London drawing the local allowance and the man transferred to London ceasing to draw it during the continuance of the transfer?—Yes; but it should be done in such a way that the junior diplomatists could not complain that the Foreign Office men were better treated than themselves.

38,347. That raises the question whether the transfer should be limited to those cases only in which both parties are consenting; we can discuss that in a moment. But let us for the present suppose that the Secretary of State thought it desirable that, A, a Foreign Office clerk who shows signs of diplomatic ability should be tried in diplomacy, and transferred to Paris in place of a diplomat, B, to be transferred to the Foreign Office. In this case B, who in Paris was drawing 400*l.* a year from the State as an allowance, would, in the Foreign Office, cease to draw it; while A, on transfer from the Foreign Office to Paris, would draw it. How do you think such an arrangement would work?—I should like a little time to think it over before giving a definite reply because it raises a certain number of questions, but *a priori* I see no objection to the scheme. I should like if I may say so, to reserve my opinion until I have considered the full bearings of the thing.

38,348. Yes, by all means. In this connexion have you ever thought over the question of amalgamating the Foreign Office and the Diplomatic Service—bringing them all into one list for promotion?—Yes. It is what they do in Spain, for instance, and I believe in some other foreign countries; they have one entrance examination, and the Foreign Office there is regarded as a sort of embassy or legation. A man spends a certain number of years in a foreign post and then goes for a time, for three, four or five years, to the Foreign Office. An objection which has been made to that by some of the older permanent officials of our Foreign Office has been this: They say that if you once put a man into the Diplomatic Service he becomes rather unfit for the discipline and the regular hours of the Foreign Office. He gets into, I do not say lazier ways, but more irregular ways, and his chancery hours are shorter in a diplomatic post.

38,349. That is probably because of the different character of the work they do?—Yes; his duty is more independent, if I may say so, of mere routine; he may be sent for at all hours of the day by his own chief to see some official of a Government department; and say that a case arises of some injustice done to a British subject or British ship, he goes off to the Ministry concerned at 4 or 5 o'clock in the afternoon, and perhaps manages to get an hour or two of golf beforehand.

38,350. I understand your feeling to be that it would be better to have not a general amalgamation, but rather perfect freedom of transfer at the discretion of the Secretary of State?—I daresay that amalgamation might prove a success, but it is of course a new departure, and on the whole I think the present system works so well that I should be a little afraid of touching it in that way.

38,351. (Miss Haldane.) How is the money difficulty got over in Spain? Is there a difficulty as regards the remuneration?—In the Spanish Diplomatic Service I believe there is no rule at all. I went into that question the other day, because Sir Arthur Nicolson wrote to me about it, and I found that the Spanish Diplomatic Service is entered by theoretically an absolutely open system of competition. In practice they get about the same number of candidates for their posts, or rather fewer than we do; that is to say, for one post there would be say nine or ten candidates competing.

38,352. (Chairman.) Do they retain to themselves the right of excluding any particular candidate for reasons which seem good to them?—I believe theoretically there has never been a case, or only very few cases, in which they have excluded anyone; but I have heard of one, which came before them recently, where a very bright and able boy, who was of humble origin, and had no means of his own, passed a brilliant examination, and they were rather nonplussed as to what they should do because he had not the means to live decently, and his appearance and manners were not suitable to a legation or embassy; so they sent for him, and they said that he would have great difficulty in living on his pay as a diplomat abroad, and offered him a post in one of the home departments.

38,353. Then they do keep that resource in their minds?—Yes.

38,354. It is a factor with them in deciding?—Yes; but such cases are very rare.

38,355. Is the competition for the Foreign Office in Spain really restricted to sons of well-to-do parents?—I think their diplomacy is mainly recruited from the upper and their Consular Service from the upper middle or middle class.

38,356. And that practice is the result of tradition and long experience?—It is not that so much. I think that before the boys compete for the entrance examinations they have to pass certain preliminary examinations. They must have been at a university; they must have a good knowledge of French, German, and English, and in practice in Spain the number of boys outside the well-to-do classes who know French and German and English well is very limited, so that the examination operates to keep the posts within the well-to-do classes of society.

38,357. What is the intellectual calibre of the young men whom you now get into the Diplomatic Service. Do you think it is better than it was?—I do not see very much change since my day, but then in my day the competitive examinations for the Foreign Office and the Diplomatic Service began on very much the same lines. I think my cousin, the Viceroy of India, was the very last of our diplomatists who got in without competitive examination, and after his time it became customary to have the same kind of examination and the same kind of competition for the Diplomatic Service as for the Foreign Office; I think you now get very much the same type of man for both.

38,358. Do you hear any complaints regarding the travelling allowance or leave allowance of your men?—I have not heard of any. My secretaries have never spoken to me about it. I do not know that if anyone did complain he would come to me about it. There may be grievances—I never remember having had any grievance myself.

38,359. (Sir Donald MacAlister.) We heard yesterday from Sir Maurice de Bunsen about the commercial activities of the various embassies in which he happened to have served; among them he mentioned Constantinople, and also Madrid and Lisbon. You have had experience of these places?—Yes; Lisbon is a very busy place in those ways—the commercial work there is pretty heavy.

38,360. That is to say, the commercial work of the embassy?—The work of the legation is largely concerned with attending to the complaints of merchants and shippers.

38,361. So that it would be right to say that, in these embassies at least, the duties of the Minister include a great deal of commercial work, besides that which we might describe as social and political work?—A great deal in a place like Portugal with its African Colonies. We have got in Mozambique and Angola a very large British trade—a South African trade with Mozambique—and the consuls there, when they find they can do nothing with the local government, pass complaints on to the Legation at Lisbon. I have had cases brought before me like the dismissal of an English foreman under contract by the local Department of Public Works.

38,362. You are familiar, of course, with the grumble that we constantly hear from British traders and so on, that our legations and embassies are less careful to push the interests of British commerce than are the

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

corresponding legations of other countries?—Yes, I have heard it. I do not think it is at all true; it may have been truer in the old days. I think the older class of ambassadors in Victorian times may have looked upon commercial disputes as largely consular matters, but I have never known it in my own time. It is always rather impressed upon us that commercial competition is a very important thing, and that we must back up British traders strongly. I have always done so, and have repeatedly been thanked by Chambers of Commerce and commercial bodies in my various posts.

38,363. So that you would say that the tradition has now been established in the places with which you are familiar, that commercial interests are part of the business of the legation?—Yes.

38,364. Can you tell us whether provision is made on the staff of the embassy, or of the officers who are attached to it, for specially looking after these commercial interests?—Formerly we used to have what were called commercial attachés who received a special allowance, and resided at the posts; now there is a commercial attaché for several countries who resides in this country, and whose headquarters are at the Foreign Office in London, who visits the Chambers of Commerce, and who is supposed to be in touch with the commercial world at home, and then goes out to the country to which he is attached, and travels about to various places. In addition to that we have at every legation or embassy a secretary, who gets an allowance of 50*l.* a year for specially looking after and reporting upon all commercial subjects; he writes the commercial part of the annual report to the Secretary of State on the country, and if any new commercial question arises he has to get it up and prepare it for me. There are a number of cases of the incidence of a new duty and its effect upon British trade, upon the local merchants, or of some new tax which may hit a particular industry in which British subjects are interested; he has to get up all that and provide me with materials for supporting a representation on behalf of the interested commercial parties.

38,365. Can you tell us whether this comparatively recent change of system by which the commercial attaché is no longer a resident member of the mission, but is placed in the Foreign Office, is proving successful for the object in view?—I should like to see it at work a little longer before I give a definite opinion. I personally think that in many ways there is great advantage in having your own men resident on the spot, especially the commercial attaché, who is usually a man of middle age with some experience, and that in some ways that was a better system, but the change has not yet been tried long enough for me to give an opinion.

38,366. The commercial attaché when he was resident was actually a member of the Diplomatic Service, I presume?—Yes.

38,367. The present commercial attaché is a Foreign Office clerk?—Yes. The one we have in Spain was formerly Consul at Bilbao, so that on Spanish matters he is a good authority. Whether he is equally good in Portugal and in Morocco, which are the other posts in his beat, I do not know; but I think he is sound enough on Spanish affairs, because he had for a long time been consul there.

38,368. What I was thinking of was his status; he was a member of the Diplomatic Service when he was attached to the embassy?—He is now a member of the Diplomatic Service, he was a consul, but he lives in London; his headquarters are in London, and he comes to Spain, say, for a couple or three months, then he goes to Portugal for a month, and then he goes to Morocco. I suppose for about six months in the year he is on his foreign beat, and six months of the year at home; he has an office in the Foreign Office, does his work there, and interviews commercial people; he also goes to Wolverhampton, Birmingham, Newcastle, and other centres of industry or trade.

38,369. The resident commercial secretary is naturally a member of the Diplomatic Service?—Yes, he is a junior secretary, not the councillor or the first secretary, usually the second secretary in an embassy.

38,370. Then that work which is now undertaken in the various missions by these officers is very largely what the Consul-General would undertake in his special

district?—Yes, in his special limited district, but of course the commercial secretary at the legation or embassy is supposed to be familiar or has to make himself familiar with commercial questions all over the country; and they do so more or less successfully, I think. It rather depends upon the aptitude of the particular man; you may have a much more able man at one time than another; it is rather a lottery whom you get as commercial secretary, some are slower and perhaps more laborious and produce rather more meagre results than others.

38,371. Would it not, in your opinion, be an advantage for such commercial secretary, in that it would enable you to secure that he was better trained rather than less trained, if he had had consular experience beforehand?—You mean that you might appoint a consul?

38,372. Yes?—You might do that of course, but then a secretary in the Diplomatic Service has other duties besides purely commercial duties to perform; he would have political work, and you would have the difficulty, if he were a local specialist, that you could not move him so easily. Your consul is a man who is rather more of a specialist. A diplomatist goes all over the world, whilst a consul often has larger local experience and knowledge.

38,373. Consuls are moved from one place to another?—Yes, but not nearly with the same regularity or frequency as junior diplomatists.

38,374. Would it not add to the efficiency of the Consular Service, and what I might call the commercial side of the Diplomatic Service, if there were some co-ordination between them, so that appropriate persons might be transferred from one to the other with great ease, keeping in mind your own experience?—That is a thing that has been often talked about, and in theory it looks very well; but our Secretaries of State have never found it practicable to do it on a very large scale. It has been done in some of the Oriental posts: for example, several of our Ministers and Ambassadors in the East were men who began life as consuls and spent most of their time in the Consular Service. Sir John Drummond Hay at Tangier was one, so was Sir Ernest Satow who began life as a student interpreter in Japan, was Minister first at Bangkok, then Tokio, and then Peking. The present Minister in China has had the same kind of career.

38,375. And Sir William White?—Sir William White was Consul at Dantzic, and was for a long time in Warsaw and he ended by being Ambassador at Constantinople. There are cases, but I think it would be a little difficult to co-ordinate the two services. The flow of promotion in the Diplomatic Service would be so greatly slowed down by it, that it would rather discourage your diplomatic men.

38,376. If it enabled us to get better diplomats then it would be a less evil in that sense?—Yes. I do not wish to say anything detrimental to the Consular Service which has some very admirable men in it, but I do not think you get on an average quite so highly qualified a class of officials in the Consular Service as you do in the Diplomatic Service.

38,377. Let us take Constantinople, you know about that?—Yes.

38,378. The Consular Service there is a special organisation?—Yes. The Levant Service is entered by competition and produces very capable officers. I know many young student interpreters who have become consuls, and very good men they are, excellent in their own posts; but I do not know that they would all do equally well at posts like Paris or Vienna.

38,379. Let us take Constantinople itself. Supposing there were a rule or a tradition (because a contrary rule or tradition exists) favouring transfers from the Levant Consular Service to the service of the embassy, would you not from time to time gain very considerable effectiveness in the Constantinople mission if that were possible?—You mean that you would appoint the ambassador from the Levant Consular Service?

38,380. I was not going so high as the ambassador; you must appoint the ambassador from the very best men you can get, but in the higher ranks of the Diplomatic Service at Constantinople, have you not

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

from time to time lost men because of the tradition against transferring the best men from the Consular Service to the Diplomatic Service. Let me take, for instance, Block?—Block was a very able man, I knew him well.

38,381. And Fitzmaurice?—Fitzmaurice I know too.

38,382. He has got to the top of the tree; you cannot keep him for long?—I did not know that. Both Block and Fitzmaurice were very able men. I do not see why those men should not be qualified to hold diplomatic posts.

38,383. The special kind of experience in the Consular Service in the Levant would make them more fitted for diplomacy?—I think those men would probably do far better for diplomatic posts in the East than an ordinary consul would. Theirs is the class of officer from whom we had Sir John Drummond Hay and Sir William Kirby Green in Morocco, but the latter had no experience of Western Europe or of America, or of anything but the Eastern world, and the theory of the Foreign Office is that they like their men to have a more or less universal knowledge of foreign countries. The Russians rather adopt your system; they have what they call the Asiatic Department, and a good many of their Eastern posts are filled up by men from the Asiatic Department. I do not know that it is altogether an unmixed success.

38,384. (Chairman.) Is it diplomatic?—Yes, it is; there is an under-secretary for it, and the staff at Constantinople, Teheran, and Peking is mainly recruited from the Asiatic Department. They go, so to speak, into the Eastern service; it is a diplomatic service, but they go from one Eastern post to another; they are rather Oriental specialists.

38,385. They are not interchangeable in places with the Western staff?—In practice they do not go much to European capitals.

38,386. But their salaries and emoluments are on the same scale?—Yes, and they have the same rank.

38,387. (Sir Donald MacAlister.) Does not that practice hold here? A consular officer in the Far East who has been transferred to the Diplomatic Service and rises high in it, say in China or Japan, is, as a matter of fact, not commonly transferred, let us say, to Paris?—I think Sir Ernest Satow was for a time in South America, and Palgrave, the famous central Arabian traveller, went from being consul in Bulgaria to Siam as Minister, and from Siam to South America, and he died, I think, as Minister at Monte Video.

38,388. That, so to speak, was ignoring his special gifts and capabilities?—I think it was. Burton, the great Orientalist, was for years at Trieste.

38,389. But in Egypt, when you were acting-consul at Cairo, for instance, in theory it was consular service that you were engaged on; but your work was just that of the local minister?—Egypt being part of the Ottoman Empire, we could not be diplomatic officers there. We were a consular body; Lord Cromer was Agent and Consul-General, and I was Acting Agent and Consul-General; but the consular work at Cairo, which was not very heavy, because Alexandria is the great trading centre, was done by a special man; he was a Maltese who had been there a long time and had a great deal of experience and knew the ropes very well.

38,390. But it was a consular service?—Yes; but in Egypt our position and the means we had of dealing with the commercial wrongs of British subjects were rather exceptional.

38,391. We will take that as an example where the so-called consular service was a diplomatic service; to meet the local exigencies it had to be so arranged. But in the nature of things there was nothing to make the duties incompatible or to make a fusion of them impossible?—No, throughout the East the consul occupies a very different position from what he does in the West. He is a magistrate and judges his own subjects; he is very much revered by Orientals; he goes about with a cavass in front of him, and a good deal of pomp and display. He is what the natives call a Sahib, whereas in the West a consul's functions are altogether of a less showy character; he is not ex-territorial, he is subject to local law; the

police can arrest him or enter his house, and very often he is merely a local merchant, a native of the country, so that his prestige is much less in Europe than in the East.

38,392. What it comes to is this, that in the East the functions of the Consular Service and of the Diplomatic Service run into each other very closely?—I think they do.

38,393. And their prestige, as you say, is one, really?—I think it is.

38,394. So that in the East the grounds against some kind of closer approximation of the Diplomatic and Consular Services would seem to be small, or at least not very wide?—Yes, I think it is much more easy to fuse the services in the East, or to facilitate an exchange in the East, than in the West.

38,395. In the West what I want to bring out is this, that owing to the development of the commercial side of the ordinary mission, there is a part of the work of the ordinary mission which is consular in essence although not in territory or area of jurisdiction?—That is so.

38,396. And for that reason a closer relation between the Consular and the Diplomatic Services might be worth establishing, in order that you might get the best men for the commercial functions discharged by the Diplomatic Service?—I see what your idea is, and I quite agree with it in principle, but I think it would be a little difficult to carry out, because as I said it would mean importing into diplomatic missions a number of men from the Consular Service—who as consuls are splendid men locally but perhaps would not have the necessary qualifications for service outside the particular country in which they have acquired their consular experience.

38,397. All I have to suggest is that such men would be eligible for such posts if they were otherwise qualified?—Yes.

38,398. It has been pressed upon us very strongly in representations, especially from the East, that the Consular Service suffers owing to lack of admission of its best men to the Diplomatic Service, and that the Diplomatic Service, owing to the existence of some such usage against it, cannot avail themselves of the services of the best of the consular servants?—Yes.

38,399. (Miss Haldane.) There are consuls under the India Office we understand?—Yes.

38,400. Are they eligible to be transferred into the ordinary Diplomatic Service?—No, I think not. We have them in Persia; we have an agent of the Governor-General at Meshed, a Resident in the Persian Gulf, and there are a certain number of consuls in smaller places, one at Ahwaz, and if I remember right, one at Kermanshah. They are Indian officials whose expenses are shared between the Indian Government and the Foreign Office and the appointments are made by arrangement between the Indian Government and the Foreign Office.

38,401. These men are very much allied to the Diplomatic Service?—They are all Indian "politicals," and their desire generally is to go back to India after a time. Say that a man has been at Meshed, or Resident residing at Bushire, he looks to going back and getting a good appointment in India; he is purely an Indian official.

38,402. (Chairman.) And in most cases a soldier?—Yes, a good many of them are soldiers. At Meshed we have Major Sykes. Many of them are men who have begun in the army, but have become politicals, whose work is mainly diplomatic, but who go on rising in military rank.

38,403. (Miss Haldane.) Do you think from what you have seen and heard, that a better type of men enter now under the examination system than used to do so?—Yes, I think you get a more accomplished young man intellectually. I think examination has done good in that way; that they know more of languages and history, and more of them have been to the university.

38,404. On the whole you think that it is a more effective way of recruiting them?—Yes, I think it is. I think that our present staff of young diplomatists is rather more accomplished than was the staff when I first entered the Service, before the competition system began, and that the competitive examination has done good.



8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

Under the old system, especially if a man had passed Moderations at Oxford or Little Go at Cambridge, he was allowed to pass in on a mere knowledge of French and précis writing and a few things of that kind.

38,405. Do you think that if the range could be extended even further and if the 400*l.* rule were not so strict you might get a yet better class of men coming in?—If you mean by having more competitors, at present I think we have as many candidates going up for a place as is the case for the Indian Civil Service.

38,406. But the appointments are restricted of course to the sons of rich parents at present according to the rule?—Yes, I do not like that rule myself, but it seems to me that unless you pay them better it will always be a necessity.

38,407. But you think it would be a good thing if some arrangement could be come to by which they were paid better, by a special allowance or something which would get over this 400*l.* a year difficulty?—Yes, I think personally, it would not be a bad thing. I think you might get a certain number of desirable young men who might be kept out by the present rule but you would have to pay them, because naturally the more gifted and accomplished the young man is, the more he is likely to be popular in society and be asked to expensive shooting parties and that kind of thing; the more agreeable he is socially the more he will get on in society and the more he will be tempted to spend his money.

38,408. Would that be altogether desirable? Do you think it is a good thing that he should go a great deal into society like that?—The more he can do so the better, of course, but if he is a clever, gifted boy with social accomplishments he will be asked a great deal about the country, especially in Austria and Germany; and if he is badly off, he may not be able to afford it.

38,409. Do you think that young men are encouraged as a rule to study such matters as the social conditions of the country, to learn the language, and so on, independently of the special allowance?—Yes, I think they are. I certainly always try to encourage mine to do so.

38,410. But it depends a good deal upon the head of the embassy or mission what the character of the men is, does it not?—To a certain extent it does, I suppose, but they are constantly called upon now—it is a very much increasing practice—to write reports on one subject or another, for which demands are made by some Government department at home, say on the currency, education, and the schools question, or about labour problems, and so on.

38,411. Do you think, on the whole, the system is satisfactory, because one often hears criticisms made that attachés do not know a great deal about the country they live in. I do not know whether rightly or wrongly?—Yes, I think, on the whole, from what I have seen since I have been back in Europe, our young men are better than they were; they are more intelligent and industrious. I think we have got an abler set than was the case when I first joined, and I attribute it very much to the fact that there is a higher standard of competition and that you get cleverer men in.

38,412. (*Mr. Hoare.*) Does every important country have a commercial attaché?—No, I think the system is peculiar to ourselves.

38,413. I did not mean that; I meant, do all our embassies and legations have a commercial attaché of their own?—No, they lump them together. For instance, we have got for Spain, Portugal, and Morocco, one man who does the three countries. France and Belgium are joined together, and Germany, I think, has one to itself, and so has Russia; the Balkan States and Turkey in Europe have one between them.

38,414-5. And they are ordinary clerks in the Foreign Office?—No, ours in Spain was a former consul. The one at Paris—Sir Henry Austin Lee—has been there for a great many years. He began his career in the Foreign Office; he was private secretary to successive Under-Secretaries of State, and then he was transferred to the Paris Embassy I think in an ordinary diplomatic capacity, and was made a commercial attaché, and I think he has been there ever since. He is the one exception, I think, to the rule that they now reside at home.

38,416. Is it the commercial attaché who drafts the annual commercial report that you send to the Secretary of State?—No, that is done by the commercial secretary in the embassy itself. I think the commercial attachés send reports independently to the Foreign Office at home, but so far as regards what we do, we send in every year what is called an annual report on our country, the Minister or Ambassador writes the political part of it, the military and naval attachés contribute their parts, and the commercial secretary, the diplomatic secretary in charge of commercial affairs, contributes the commercial part, which is largely statistical.

38,417. So that you have really three kinds of commercial report; you have the consular report, the attachés' report, and the diplomatic secretary's report?—And you have special reports sent from time to time by commercial attachés to the Foreign Office direct, and you also have the annual report which contains a certain number of paragraphs about the commercial statistics of the year, the trade and commerce, imports and exports, shipping, and so on. I do not think these last reports are always of very great commercial value, because they have to be sent in at the beginning of the year, and a great many of the statistics do not appear until April, so that they are rather guess-work so far as accurate statistical information is concerned. It would be better if they could be sent in in May or June, after the annual statistics have come in. In Spain and Portugal the annual statistics come out in April, and it takes a long time to collect them and bring them out. I know that frequently, when we have sent in our commercial report, we have had the complaint that we have not given sufficient statistical information, and my secretaries say they cannot get it because it is not out.

38,418. On the other hand you have the other extreme that the consular reports very often do not come out till a very great length of time after the statistics are out?—The consular reports we have very little to do with; they are sent to us, and those that concern our country we read; but the annual reports are supposed to contain full commercial information for the year as compiled by the legation or embassy.

38,419. Would the secretary who drew up the commercial part of the annual report be in touch with the consular report and the reports that the commercial attaché in London is making as well?—He would have to read them. The secretary for commercial affairs at Madrid would have to read the consular reports from Malaga, say, and Barcelona, and all those places, and he would have to be in touch with the British Chamber of Commerce in Spain (or Portugal, as the case may be, or wherever the country was). As a rule, in both Madrid and Lisbon, the Ambassador or Minister is honorary president of the Chamber of Commerce, and at Lisbon I used frequently to attend their meetings. I knew them very well and the merchants constantly came to me for assistance and information, so that I was acquainted with all their requirements and complaints.

38,420. You do not think that the commercial secretary on the spot and the commercial attaché in London overlap at all?—That I cannot say as yet. I have not sufficient knowledge of what the commercial attachés in London do. I believe they interview the Chambers of Commerce and receive a number of visitors—people who ask about openings for trade in all these various countries, but they come to us for a comparatively short time, and I do not know that the embassies and legations get an enormous amount of benefit from their visits.

38,421. I suppose that now in Spain the commercial attaché is there only a very few weeks in the year?—He gives us say a month or six weeks, and during that time he stays a fortnight, say, at the capital, and then he goes to the ports. In Madrid we are in a rather different position from Lisbon. Lisbon is at once the commercial and political metropolis of the country, so that at Lisbon we are more in touch with the commercial world than in Madrid. Our commercial centre in Spain is Barcelona. I was down there at Christmas, and I went to the Chamber of Commerce and met the



8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

merchants and had a meeting and discussed what there was to discuss. But at Lisbon they were constantly coming to see me, as I have already said; two or three times a week, I suppose, I had personal interviews with one or other of them about some matter or another.

38,422. Are you in close touch at the embassy with the commercial attaché in London?—Not at all, except when he comes to Spain.

38,423. He does not write to you?—Very rarely. I fancy, as far as my experience is concerned, since these changes have been made and I have been back in Europe, that as regards his commercial work in London he is entirely independent of the embassy.

38,424. Would that not seem to place him at some disadvantage in obtaining valuable information?—I think perhaps it does. I have not thought very much about the subject because I found the system in existence and have acquiesced in it, and at Lisbon I do not think we felt the need of his assistance very much. As I say, I was in such close personal relations with all the local commercial people, and knew all their requirements, that I was almost the commercial attaché myself.

38,425. Would it be then correct to assume that the commercial secretary at Madrid and the commercial attaché in London are not in communication at all with each other?—They were in very little communication, so far as I know.

38,426. (*Mr. Shipley.*) While you were in Constantinople, of course, you had something to do with the Levantine interpreters?—Yes.

38,427. Do you think they are sufficiently well paid? They are expert linguists, and men who live very isolated lives?—I do not think they are, considering the work they have to do, and the disagreeable places they are liable to be sent to, like, for instance, Erzerum.

38,428. And in many cases, I imagine they are exposed to some more or less degree of danger from outbreaks?—Not, I think, always to the extent that they were in a time like the late Balkan crisis. They are undoubtedly exposed not to great but to some danger.

38,429. We have had an anonymous document presented to us which states that British diplomats have the reputation abroad, not only for what foreigners call greater snobbishness, but for less activity and energy than those of Germany and France. Would you agree with that view?—It is rather a personal question, is it not?

38,430. Taking the Service, as a whole, do you think it compares quite well with the Foreign Services?—Yes, I think it does. You may say that is rather speaking personally, and that I would naturally stand up for my own Service, but I do honestly and quite sincerely think that our Diplomatic Service is quite as good as that of any other country.

38,431. Last night I happened to dine next to the Austro-Hungarian Ambassador in London, and he certainly took that view very strongly—that our Diplomatic Service was very good?—I have often heard foreigners say that, on the whole, the best of the Diplomatic Services were the German and ours; of course our opinion may not be worth very much, but I should say that our Diplomatic Service stands high, on the whole, in the opinion of all continental people.

38,432. (*Mr. Boutwood.*) To go back to those commercial attachés, I shall be glad if you can clear my mind a little about them. When I first heard of them here, I got the impression that the commercial attaché, whatever he might know when he took up his appointment in London, had to depend on a knowledge which was every day becoming more and more out of date; that he was fixed in London here, and was no longer in intimate contact with men and things in the country that he was supposed to be cognizant of; that he sat in his office with his knowledge gradually becoming obsolete. But I understand you to say now that he visits his country?—Yes. The old system was that he was resident at the capital of the foreign country in which his work was performed; the commercial attaché to Germany, for instance, was always at Berlin. Then they changed that. I was not consulted at all on the subject, in so far as the countries in which I was at the

time the change was made, Belgium and Portugal, were concerned; it was done by the Commercial Department of the Foreign Office; they came to the conclusion that it would be better that the commercial attachés should be in greater touch with the English commercial world than they could be if they resided permanently abroad; so they arranged that they should divide their time between the countries in which their work was done, or in which they were especially interested, and home. That system was inaugurated a few years ago, and the first man we had of that kind was Mr. Wellesey, commercial attaché to Spain and Portugal, who came out last year to Lisbon, and travelled about Portugal before coming to Spain. He and I discussed all the commercial questions at issue, and no doubt he reported upon them to London, and was thoroughly acquainted with our situation. But whether it is better to have that system, or whether it would be preferable to have them on the spot is a matter upon which I should hesitate to express an opinion. From our point of view as diplomatists, I would rather have them on the spot.

38,433. I was thinking of the man's knowledge of his country?—What they are trying to do now is to combine local knowledge with a knowledge of English requirements; that is evidently their object.

38,434. The present system then seems to depend on whether those comparatively short visits to Spain keep a man up to date?—Yes. I think that is quite an open question, and one quite deserving of examination and study.

38,435. Does the Diplomatic Service, in your opinion, make it its business to get into touch with the changes which are taking place in the national eye of foreign countries? I am thinking of changes in the trend of things which may one day become politically important, but are at present social rather than political. Does the Diplomatic Service charge itself with the duty of keeping in touch with those movements of national life?—I think it tries to do so; whether it absolutely succeeds is another matter. It is very difficult to know really any country thoroughly, and to know what you may call these under-current movements unless you have been very long resident and have considerable power of observation. I think one difficulty is that living mainly in rather a restricted circle, it is a little hard sometimes for diplomatists in any country to be in touch with what you describe as these under-currents; but I think that every serious diplomatist tries to learn all he can about them, to get all the information he can, and to embody such information as he can get in the reports which he sends home to the Foreign Office.

38,436. (*Mr. Philip Snowden.*) Adverting to a question put to you just now by Mr. Shipley in regard to an observation made in a document which has been sent to the Commission; in which it is stated that the present traditions of British diplomacy are exceptionally aristocratic, what would your opinion be as to the correctness of that statement?—What is meant exactly by aristocratic?

38,437. What would you say was meant by it?—It is susceptible, of course, of different interpretation. The word "aristocracy" may signify a class government of a wide or narrower character, or it may mean a government of wealth or birth. I do not quite know what the writer meant.

38,438. Suppose we interpret it as meaning that members of the British Diplomatic Service were drawn from the aristocracy, or had aristocratic associations or connections, what would you say?—I should say that on the whole the members of the Diplomatic Service belong to the aristocracy, and are drawn from the aristocracy, in a very wide interpretation of the term. I should say that a certain number of them are drawn from the families belonging to the peerage, and that a larger number still are sons of country gentlemen and professional men.

38,439. I find in the list of third secretaries in the current issue of the Foreign Office year book that there are 20 names, and eight of those are obviously sons of peers?—Yes.

38,440. Two of them are baronets evidently by succession?—Yes.

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

38,441. And judging by the number of names that the rest have I should say that they, or their parents, have very aristocratic ambitions?—That bears out what I said just now, that a certain number are drawn from the peerage, and a certain number, perhaps a rather larger number, from the families of country gentlemen and professional men, the sons of officers (soldiers and sailors), there are a few sons of clergymen, and a few sons of members of Parliament.

38,442. But seeing that the great aristocracy in this country is so very small in comparison with the working classes, and seeing that the examination for the Diplomatic Service is supposed to be a sort of limited competition, at any rate, not exclusive, would you not consider that the fact that one-half of those who have entered since 1906 belong to the aristocracy seems to point to the fact that they have by some means or other exceptional opportunities for getting into the Diplomatic Service?—Yes, I should think it would. I should think that probably the Diplomatic Service has always been largely recruited, and is in all countries, from the higher classes of society.

38,443. It is, then, true to say that the traditions of British diplomacy are aristocratic?—Yes, I suppose so. What you want to know is whether the Diplomatic Service, as a whole, is a body recruited from the aristocracy or the classes on the verge of the aristocracy; and certainly I think it is so.

38,444. May I ask you what is the difference between a legation and an embassy?—The theory is that the Ambassador is the personal representative of the Sovereign, whereas a Minister represents the Government. An Ambassador has a position of greater dignity and of more display and pomp, he is called "Your Excellency," and so forth; but very often the work of a Minister is quite as important.

38,445. An attaché has no salary for two years?—That is so.

38,446. Are his services of any value at all from the beginning of his attachéship?—Yes, I think so; if he is intelligent and has passed a good examination, he probably talks the language well and is generally rather keen when he gets to his post to learn something about the country and make himself useful.

38,447. What is the reason then why he should give his services to the country for two years for nothing?—He would be glad to get pay if he could, no doubt, but as the Government does not pay him he has to look to getting it later on.

38,448. (Chairman.) There is the honour and glory?—Yes. A man says: "I am going into diplomacy as a profession and I hope some day to rise to be an ambassador and get good pay. I shall have an interesting life abroad; I shall probably see a great many countries, China, Persia, America, and shall have an opportunity of earning distinction or honours like that of K.C.B., etc." It is the same as in the Indian Civil Service. No doubt if you asked him whether he would not prefer to have some remuneration for giving his services to his country he would say: "By all means, I should be most grateful for it, but as you will not give it me until I have been in the Service two years I must put up with it, and look to earning pay when I get higher up."

38,449. (Mr. Philip Snowden.) But the Indian Civil servant does not give his services for two years free?—No.

38,450. Why should a member of the Diplomatic Service be asked to do that when no other person, so far as I know, who enters the public service is required to conform to the same condition?—I agree with you. I think it is rather hard on the attaché.

38,451. Can you give the Commission any reason why such a rule exists?—It is a very old practice and has lasted for many years; there have been paid and unpaid attachés ever since the Service was instituted, and in the old days I think they remained unpaid for a very much longer period. There was at first no regular and organised Diplomatic Service, and an ambassador made his son an attaché or he brought out young men, friends of his own, who were part of his staff; they lived with him in his house, and performed the work of attachés, but they got no pay; and it became a custom

for the first few years of a man's career that he should be prepared to serve for the honour and glory of it, and then gradually, as diplomacy became more of a profession, the attachés and their friends began to ask for better terms, and pointed out the injustice of keeping them for a long time without remuneration for their services; and now the pay of junior diplomatists has been steadily improved and increased.

38,452. After serving two years for nothing he begins at a salary of 150*l.*?—Yes, then he gets 150*l.*

38,453. That, I gather from what you have explained as to the cost of living and the like, does not go very far in meeting his expenses?—No.

38,454. Therefore he continues to serve the State for the honour and glory?—Yes, to a certain extent he does. So does an officer in the Army very often. If you take the Army, there are a vast number of officers who could scarcely live on their pay with the expenses of mess and that kind of thing.

38,455. They look forward, to use your own phrase, to some recompense in the form of a K.C.B. or some good post?—Yes; honours, or a post where they can earn 3,000*l.* or 4,000*l.* a year, and live comfortably in a position of dignity and interest.

38,456. To return to the question that was put to you by the Chairman with regard to the system of making what you might call a maintenance allowance to these men, based upon the expenses of a particular post, I think something of that sort—I do not know whether you are familiar with it—obtains in the Consular Service?—No, I am not familiar with the workings of the Consular Service, but I think they give them an office allowance in some places, and a house allowance in others. It rather depends upon the place. In some countries they get an office allowance where there is a good deal of work to do and they have a certain number of clerks to pay.

38,457. There are probably in the Diplomatic Service some of the cheaper posts to which you referred, where a young man beginning his service might be able to subsist on 300*l.* or 400*l.* a year altogether?—I should say so; I should say at Teheran, for instance, where he is housed, and a few other places where he has not to belong to an expensive club and where servants are cheap he might do so.

38,458. What do you think of a suggestion of this sort: that there should be fixed what one might call a base salary of 300*l.* or 350*l.* or 400*l.*, common to all who entered the Diplomatic Service as an initial salary, and then in addition to that there should be what one might call a maintenance allowance for the extra cost of living in places where the cost of living was more expensive?—I think it is a suggestion that is well worth consideration.

38,459. I gather from what you have said this morning that a young diplomatist has a rather free and easy time of it; he is not required to keep to any fixed hours, and he has a good deal of range in the form of social visits and the like of that. I suppose they all do a good deal of mixing up with local society?—It depends enormously upon the post you are at. At a place like Constantinople they are grinding pretty well all day in their chancery, especially of late since the Eastern question has been so acute; in Persia also they are pretty hard worked. I dare say it takes them most of their time to get through it; but in some places the work is much lighter. At a post like Copenhagen, there may be a sudden press of work, but the work generally is light. And there are places where there is a good deal of social duties, and others where there is very little of them. In America—I have never been there—I believe there is a great deal of entertaining and social life at Washington—on the other hand, at Lisbon there is comparatively little. It depends enormously upon the places.

38,460. I can well understand that; but I suppose the members of the Diplomatic Service do not mix up with anybody except people who are in what one might call smart society?—Of course, the official society—the official world and what you may call the "smart society" in the capitals in which you are accredited, are naturally the elements with which the Ambassador or Minister, and his staff, would come most in contact, because the

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

Governments belong to that world in most cases, and the entertainments are chiefly given by people in that world.

38,461. Do the duties of ambassador and consul—I remember what you said with regard to their relations in Eastern countries—overlap at all in Western countries?—No, I do not think they do. Of course, in capitals where you have a consul, very often complaints are made, not to him directly, but to the Ambassador or Minister; and the Ambassador or Minister sends them on to the consul and says to him, "You try to settle this business, and if you cannot arrange it I will intervene and bring the legation into the field and write myself." It will carry greater weight, of course, if the Ambassador or Minister writes than if the consul writes.

38,462. You yourself quoted the case of an English workman out in a foreign country who could not get his agreement fulfilled?—Yes.

38,463-4. And I understood you to say that that was a case which you would take up?—Yes, I took it up.

38,465. Finally, have you any suggestions that you would like to put before this Commission as to any improvements in the methods of recruiting the Diplomatic Service or the treatment of the diplomatists after they have been admitted into the Service?—No, I have not. I am quite satisfied myself with our Diplomatic Service on the whole. No doubt it is not perfect; no service is absolutely perfect in this imperfect world, but I think on the whole it performs its duties as well as it can be expected to do. I do not know that I can suggest any actual reforms which would improve it much; I think it might be well to pay some of its members a little better.

38,466. (*Mrs. Deane Streetfeild.*) I think Mr. Snowden has asked most of the questions I wanted to ask you; but with regard to the relation between the ambassador or diplomatist and the consul, there is one point on which I am not quite clear. Is it possible or customary for a diplomatist to obtain the services of the consul? Can he go to him direct or has he to do it through the Foreign Office? What are the relations between the two—between the consul and the diplomatist?—What happens as a rule is that the consul is stationed in a port. If you take a country like my own, Spain, the consuls are chiefly in seaport towns, Barcelona, Malaga, Cadiz, and so on, and their business is largely with shipping and with sailors, such as paying off crews, and with British subjects who get into difficulties, with local merchants and traders who have quarrels with the local authorities, or are oppressed, or are interfered with by those authorities, and very often they settle these matters on the spot. If they fail to settle them they report to the embassy and say: "We have tried in vain to get justice for the captain of this ship from the governor of the town; will you try to bring pressure upon the proper department at the capital."

38,467. I wanted to know really whether the embassy could give orders to the consuls—whether they are under your control?—Yes, we should instruct our consuls; and if any complaint were made by the Spanish Government, as sometimes happens, that our consuls were behaving improperly, we should inquire into it, and we should either back up our consul if we thought he had acted rightly, or check him and tell him not to do it again if we thought he was in the wrong.

38,468. So that the Consular Service is really under the control of the embassy?—Yes, in every country the consul gets his instructions from the minister or ambassador. He communicates to a certain extent independently with the Board of Trade and the Foreign Office. There are a number of mechanical duties that he fulfils in such matters as the paying off of seamen, repatriation of British subjects in a state of indigence or poverty at his port, as to which there is generally a regular instruction laid down by the Foreign Office or the Board of Trade, and he marries and buries people, and disposes of their estates. With regard to these he requires no instruction from us; but there are a number of questions on which he applies to us and asks us what

he is to do. He will say, for instance, such and such a case has arisen; such and such a man has been arrested; the local authorities have made such and such a claim upon us, what am I to do? Then I instruct him; I tell him, you are to do this or you are not to do the other, and he carries out my order.

38,469. I have only one more question to ask you, which I think you practically answered to Mr. Snowden. In the case of a young diplomatist who wishes to make himself useful to his country and has some difficulty in learning how to inform himself on matters which he thinks it is important for his superior to know, have you any opinion as to the desirability of giving him any special training for the purpose of enabling him to make himself competent to judge of these matters—a special training in political science or economics for instance?—I think it would be a little difficult to do that because he does not start as a specialist. He has probably been to Oxford or Cambridge—I think it is very desirable that he should go to one or other of the universities if he can—and he has just that general culture and knowledge which a boy who has passed through a public school and a university possesses, with the addition of a knowledge of the languages he has to learn, and no doubt it would be desirable that he should endeavour to qualify himself by acquiring knowledge of the country to which he is going. Very often he begins pretty early. If I may give my own case, when I first went to Spain as a junior one of the first things I had to do was to inspect the Spanish lunatic asylums and write a report on the Spanish Lunacy Laws. Mrs. Georgina Weldon was very much interested in the lunacy laws of the whole of Europe, and she obtained a report from all our embassies and legations on the subject. I was told that I must write such a report, and I accordingly interviewed barristers and solicitors, and visited the lunatic asylums all over Spain and wrote a report upon them.

38,470. That would mean that you think that the work itself is the training?—Yes, I think it is. For instance, they will call upon you frequently to write a report upon the educational system of the country, and that interests a young man. If he has any intelligence or enterprise about him he tries to write a good report which will please his chief and the Secretary of State in London, and he will try to master the subject. That, I think, in a way gives him an interest which perhaps the ordinary work of his chancery in writing or copying out his chief's despatches or deciphering telegrams may not afford.

38,471. (*Mr. Graham Wallas.*) Do you think that sufficient provision is now made to relieve the younger members of the Diplomatic Service from really routine and mechanical work?—I think that it is very much improved from what it used to be. A good deal of the clerical work is now done by what is called the chancery, a sort of office clerk. A good deal of the translating work is done by a special man—they have translators who relieve the younger men of a good deal of the work of translation.

38,472. But the employment of such men is not universal or even general in the Service, is it?—In Portugal we had a permanent secretary with local experience who was by way of doing all the translating work. As a matter of fact it was too heavy, and during the few years I was in Portugal, when we were exceptionally hard pressed just after the Revolution, a whole number of questions arose, so that the translating work practically could not all be done by the regular translator, and the secretaries used to have to do both the commercial work, and some of the translating work to help them to get through the correspondence.

38,473. Your experience then would suggest that the employment of a man of the type of a chancery is satisfactory?—Yes, I think it is.

38,474. Have you ever considered whether it might strengthen the Diplomatic Service if suitable men could be put into it from other departments as well as the Foreign Office—say from the Board of Trade?—In what capacities would you propose to do to make them Ministers?

8 May 1914.]

The Right Hon. Sir ARTHUR H. HARDINGE, G.C.M.G., K.C.B.

[Continued.]

38,475. Or secretaries, or of the rank of chancelliers?—I think that the Diplomatic Service would very much dislike your introducing from other departments of the Government service, men who could become Ministers and get the prizes to which they look forward. They are always liable to that, because from time to time distinguished men who have no connection with the Diplomatic Service are given these posts, and it always creates a certain amount of disappointment, naturally enough. I do not think it would tend to the harmonious, the working, or contentment of the Diplomatic Service if you introduced too many men from other departments.

38,476. In your experience does the Minister in assigning work to young diplomatists, or does the Foreign Office in sending young diplomatists to this place or that, consider whether they are sending a rich man to a poor place or a poor man to a rich place?—No, I do not think they do very much; they may do to a certain extent. I think if a man were to say: "I do not want to go to Buenos Aires because it is a very expensive place and I cannot afford it," they might perhaps listen to it and say, well it is true it is rather hard upon you, we will send you to some less expensive place. I have heard of cases in which that has been done. I think it ought to be considered.

38,477. You say that at present to a certain extent it is one of the things that are considered?—Yes, I have known cases in which that has been done. I take a place like the Argentine Republic; life is very expensive there, and on a small salary it is more than a secretary without much means can do to live there, and I think that plea would be sympathetically listened to, though, of course, the Secretary of State would say, naturally, "I must reserve my right to send you anywhere; you have to take the good places and the bad." The general view, and I think the right view, is that every man has to go wherever he is sent, and that he must go to bad places as well as good ones.

38,478. But the department are not in a position to send the man whom they simply think to be the best man; they must also consider his pecuniary position?—It does not follow, and as a general rule I do not think they do, unless he complains himself. I think the kind of reasoning by the Minister's private secretary in distributing men through the posts would be: Where has this man been before? He has been to Paris; that is a popular, agreeable embassy near England, with interesting work and pleasant society. He has been to Rome; that, again, is a popular embassy near home. Now it is time for him to have a turn at Peking or Venezuela and then they send him there, especially on promotion.

38,479. (Mr. Beck.) We ventured yesterday to trouble Sir Maurice de Bunsen with one or two general questions, and if you will allow me I would rather like to repeat them to you; but before doing so, may I say, in justice to a matter which escaped me at the time, that Mr. Shipley was wrong when he said that this was an anonymous communication; it is from the Liberal Foreign Affairs Group, the members of which are quite well known; and it did not suggest snobbishness on the part of the British Diplomatic Service, but merely, I believe, it is very fashionable; "*tres snobbistes*," I believe, means very fashionable persons?—I dare say.

38,480. The point is that British diplomats are really in touch with only one class of society in a greater degree than other embassies, and that view is borne out by a very eminent gentleman in Germany, Mr. Edwin Peers, who starts his letter by saying, "I am quite convinced that our Service is less efficient than that of other countries, and I believe the wealth test and the society test are two contributory causes." He mentions four ambassadors whom he considered extremely efficient at Constantinople, of whom you and Sir Maurice de Bunsen are two, but he says that on the whole he considers that our embassies are not as well served as many of the foreign embassies?—I do not know what the present condition of things at Constantinople is. When I was there my chief, Sir William White, was, I should say, an exceptionally efficient and

vigorous ambassador, and the last man who you could say was a snob or cared about rich people or fashionable society for its own sake. He had a wonderful knowledge of the East, not so much of the Mahometan East as of the Balkan countries and the Slavonic side.

38,481. Then I do not know whether you would care to express an opinion, but I ventured to say yesterday to Sir Maurice that a thing which is said to us continually—I do not know that we say it, but, at any rate, it is said in democratic circles—is that the present Diplomatic Service of Great Britain is out of date; that it was very desirable in the eighteenth and the first half of the nineteenth centuries to have people who were in close touch with what in those days were the ruling classes, that is to say, people of great position and very often of great wealth, but that now, although that is still necessary, there is also another need, and that is, of people who really know something of the great democratic upheavals that are taking place in so many countries. Do you follow me?—I think I understand the drift of your question.

38,482-5. May I give an example? Supposing that a foreign embassy here in London wished to convey valuable information to its own country, it would be able to convey a very large amount of information if it knew London society, and of life in the Highlands of Scotland, but it would convey very incomplete information if it neglected the great industrial northern life, or the life of the Welsh coalfields, where these enormous movements, the future of which we do not know, are taking place at the present moment. It would, I think, help us enormously if you would express any opinion that you might have as to whether the British Diplomatic Service is equipped to notice that great change in foreign countries?—I think it is exceedingly difficult both for foreign embassies in London and for the British embassies abroad to have any very real or close touch with what you call the democratic movements of the modern world. No doubt the object of the Diplomatic Service should be to get to know all that. Of course its primary object is to maintain friendly relations between Governments, and its secondary object, but a valuable object, too, is to inform the Secretary of State of all that is going on. You must, however, be careful, I think, if you will allow me to say so, not to allow the secondary object to interfere with the primary object, and if the good relations between the English Government and a foreign Government were to be compromised by a too great intimacy between the embassy, or legation, and forces, such as socialism or its leaders, which a Government regarded as unfriendly to itself, that would be for the sake of the secondary object perhaps defeating the first.

38,486. Might it be desirable, do you think, to strengthen or to add to the Diplomatic Service men of the type of our permanent Civil servants, men who have made a special study of the social questions and economic conditions, who might be attached to the embassy, perhaps temporarily only, in the same way as your commercial attachés are?—I have never thought of the question. I think it worth considering. One difficulty about having those specialist members is that they might not harmonise very well with the rest of the staff, and some of them might want to obtain higher posts themselves, and to interfere with the flow of promotion in the Service itself. I am a little doubtful whether it would be a good thing to have attached to an embassy as its officials people acting as intelligence officers who are not really subordinate to the head of the mission. It is very important that the head of the mission should have authority over the whole of his mission, that his staff should all be under him, and look to him as their head, and if you were to have persons from outside, whose interests are not in the Service, who are attached to it as observers, I think you would get rather an unsatisfactory state of things. Abdul Hamid used to practise it in Turkey; he had eminent outsiders attached to his missions, and they often sent in diametrically opposite reports.

(Chairman.) We are greatly obliged to you, Sir Arthur Hardinge, for your evidence.

Sir ROGER CASEMENT, C.M.G., called and examined.

38,487. (*Chairman.*) I believe you have come here at considerable personal inconvenience, in compliance with my suggestion that you should give the Commission the benefit of your evidence, and I desire to thank you on behalf of the Commission for coming. When did you first enter the Consular Service?—In June, 1895.

38,488. Did you enter by competitive examination?—No.

38,489. We should like to know what your experience has been in the Consular Service. To what post were you first appointed?—Perhaps I had better state how it was I first entered the Service, because, although not actually in the Consular Service, it was more or less an apprenticeship to it. I went out to the Niger in 1892. At the time it was called the Oil Rivers Protectorate, and was administered by a Consul-General, Sir Claud Macdonald. It was supposed to be a native territory, or native territories, with a consular officer merely representing the protecting power, but the administration quickly developed and the protecting power ultimately became the annexing power. I entered the Service there, not in a consular capacity, but in a branch of the public service that was administered by the Foreign Office through consuls and vice-consuls. Then, having served there for nearly three years, I was asked by Lord Kimberley to go out to Delagoa Bay, Lorenzo Marques, as the British Consul in May, 1895. At that date I was 31, and there was no competitive examination then, but it was necessary to pass an examination in certain subjects. That question was raised in the Foreign Office, and I said: "I am not prepared to pass to-day examinations in those various subjects; but I doubtless could pass them if I had a little time." My examination was dispensed with, and I was sent out without any examination at all to Delagoa Bay in 1895.

38,490. That was a direct appointment?—A direct appointment. It was quite an ordinary one. Many appointments of the same kind were made at that time. The Secretary of State could always dispense with an examination if he was satisfied that the officer he was appointing fulfilled the conditions necessary for the post he was appointing him to.

38,491. That was in 1895—19 years ago?—Yes.

38,492. Can you say whether that same power of dispensing with the examination, in particular circumstances, is still retained by the Secretary of State?—I could not answer that. There may be reserved to the Secretary of State, in certain circumstances, the power; but I do not know.

38,493. How long did you remain in Lorenzo Marques?—I went out immediately following my appointment and took up my duties in the beginning of September 1895, and I remained there until June 1897—nearly two years. Then I returned in November 1897; but as I was ill I came back almost at once, within six or seven weeks, and I was kept at home, nominally as consul at Delagoa Bay, but with a view of appointing me to another post.

38,494. What was the next post you were appointed to?—My next post was at St. Paul de Loanda as consul in the same capacity. This post of St. Paul de Loanda at that time covered the whole of the Congo State, Portuguese West Africa, and the French Congo. I was really three consuls. I held three separate commissions from the Queen, and three exequaturs from the foreign governments. St. Paul de Loanda was merely the headquarters.

38,495. How long did you remain there?—St. Paul de Loanda was an old post, and the other jurisdictions—the Congo State and the French Congo—had come into existence long after the consulate at St. Paul de Loanda had been created. St. Paul de Loanda was merely the place of residence. I pointed out that it was very inconvenient for the British Consul who lived in St. Paul de Loanda to attend to his urgent duties in the Congo State, and I suggested to the Foreign Office that they should split up my consulate into two, keeping a consul for the Portuguese province of South-West Africa resident at St. Paul de Loanda and appointing a consul to live in the Congo State itself.

That suggestion of mine was made to them at the end of 1899, when Lord Salisbury was Foreign Minister, and they accepted that suggestion at the end of the Boer War. I was transferred to South Africa, not officially, but Lord Salisbury employed me in South Africa during the Boer War for nearly a year in a political capacity which had nothing to do with my being consul at St. Paul de Loanda, but had some relation to my previous experience at Delagoa Bay. On my return from that special service they told me that they had followed out my suggestion and had split up the consulate into two, and wished me to go into the Congo part of it, and to transfer my seat of residence to Stanley Pool.

38,496. We need not dwell at any length upon your Congo experiences; in connection with your reports, I understand, important inquiries in regard to rubber in the Congo took place?—No, not in consequence of my reports—in consequence really of the public feeling raised by public reports outside.

38,497. From the Congo where were you transferred to? What was your next post?—At the end of my Congo experience I was seconded for a year. I wanted a rest and there was no post available for me, and I could not return to the Congo, where I was not a *persona grata*. My next post, after being nearly two years out of the Service seconded, was Santos, in Brazil.

38,498. How long did you remain there?—I went to Santos in July or August, 1906, and I stayed there until the following June. Then I was asked if I would like to go out to the Republic of Haiti, in San Domingo, as Consul-General, and I said, "Yes, I should prefer it to Santos"; and I was told that my next post would be Haiti. That appointment did not ensue, for purely private reasons, but I was sent to Para, at the mouth of the Amazon—the next consulate—in December, 1908; and from Para, after only a few months, I was transferred, or promoted to be Consul-General at Rio de Janeiro, in Brazil, and that was the last consular post I held.

38,499. During your tenure of the consulate at Rio you were engaged upon inquiries in connexion with rubber?—Yes; not as Consul-General at Rio, but merely because Sir Edward Grey desired me to go to the Upper Amazon. Some consular officer had to go and I was the one he selected. As Consul-General at Rio I had nothing to say to consular affairs in Peru.

38,500. It was a special duty?—It was a special duty. I merely retained my consular rank and titular office, but I was never near Rio for three years during the actual period that I was Consul-General.

38,501. When you completed your inquiries did you return to Rio?—No; I never went back to Rio. I came back here on the Secretary of State's orders, and was kept here by the Foreign Office until finally, in June last, I retired from the public service.

38,502. I do not wish to inquire into your private reasons; but were there any public reasons for your not going back to Rio?—In this sense, yes; that having been employed by the Foreign Office upon a special mission they desired to keep me in close touch with themselves here, and did so keep me until the public issues involved had been sufficiently dealt with, whereupon they gave me leave of absence. I was at the time seriously unwell, and I was ordered out to South Africa, or at least to a very warm climate, by the doctors. I had arthritis and was half-crippled. I went out to a warm dry climate, and on returning from there, acting upon medical advice, I declined to go back to Rio—at least the doctors said they thought it would be, not fatal, but that it would perpetuate the malady from which I was suffering to return to a damp climate. As there was no transfer available from Rio to another consular post I decided to resign.

38,503. Might you have had an extension of your leave?—No doubt I could have had; but I had already had six or seven months of leave on half-pay as a sick man, and I did not wish to be continually asking for sick leave. I was convinced that the medical opinion was a just one. I had the opinions of five doctors, and they were all unanimous that it would be highly detrimental to my health, and would probably end in my



8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

being physically incapacitated if I returned to Rio. I asked if there was any possibility of a transfer, and was told that there was no likelihood of one at an early date; whereupon I resigned.

38,504. The first part of our reference is concerned with the appointments to the Consular Service. As you know, the ordinary way of entering the Consular Service is by examination?—At present, yes.

38,505. Am I right in thinking that a candidate requires a nomination by the Secretary of State, after which he has to pass an examination?—Yes. That was the rule in my time, and I fancy it still holds good. I am not sure. I know it was the rule in my time that you had to be nominated by the Secretary of State.

38,506. In the paper before me I see the nomination is still preserved. I do not know of any later rule. Have you any opinion upon that question of nomination? Do you think it is desirable that the competition for the Consular Service should be a limited competition—that is, a competition between nominated candidates—or do you think it should be an open competition like that for the Indian and Home Civil Service generally?—The Civil Service, I take it, is quite open?

38,507. Yes, quite open?—Then I think the Consular Service should be quite open. I see no special reason for differentiating between the Consular Service and other branches of the Civil Service.

38,508. For all the services under the Foreign Office limited competition applies?—When I entered the Consular Service I was told that it was the last stronghold of patronage. Those were the words employed to me by a Foreign Office officer, and at that date it was strictly limited, because the Secretary of State could dispense with the public examination. There was no competitive examination, but merely an examination to satisfy the Commissioners of the Civil Service that you were a competent person, and even that test could be dispensed with, and was, in my case, dispensed with.

38,509. At the present time, under the existing rules as I understand them, a nomination by the Secretary of State is required; but among the nominated candidates there is competition?—Yes, that probably is the case now.

38,510. And the appointment goes to the person who gets the greatest number of marks in the competition?—The idea, I take it, is, that the Diplomatic Service necessarily must be a selected service; but the Consular Service is not a part of the Diplomatic Service, although subordinate to it, and I take it that the Foreign Office has applied to the Consular Service a rule that was probably a good rule to apply to the Diplomatic Service.

38,511. That may be so, but you yourself do not see any particular reasons for retaining the rule?—I see no particular reasons. The reasons that probably are good ones to govern a State in selecting its diplomatic officers do not apply, in my opinion, to the Consular Service.

38,512. In your days was the Consular Service a regular graded Service consisting of vice-consuls, consuls, and consuls-general?—Nominally and theoretically, but not actually. I was never a vice-consul. I had nothing to do with the Consular Service when I received a telegram from Lord Kimberley offering me the Consulate at Delagoa Bay.

38,513. But yours was a special appointment?—But I think many similar appointments were made subsequent to mine. A Member of Parliament, who left the House of Commons for private reasons, was appointed as a Consul out at Monte Video merely to give him a post. I mean that rule undoubtedly did exist in my time, and was applied—that the Consular Service was at the disposal of the Secretary of State for purposes of patronage.

38,514. The Foreign Office list shows us now that the Service is divided into grades—vice-consuls, consuls, and consuls-general—and so far as I know at present the rule is that promotion to the consul grade should be of persons who have entered through the vice-consul's grade; that is to say, you must pass through the grade of vice-consul before reaching the grade of consul?—I should say probably to-day the Foreign Office would adhere to those published rules;

that is to say, any person now entering the Consular Service would have to enter it as a vice-consul. I presume that is the case, but it was not so in my personal experience.

38,515. That is an improvement upon what prevailed in your time?—I think it is an undoubted improvement.

38,516. (*Sir Kenneth Muir-Mackenzie.*) If it prevails?—Yes, if it prevails.

38,517. (*Chairman.*) But that is a point upon which you can give us no information?—No, I cannot give you any information on that. May I say that, although the Consular Service is there graded into vice-consuls, consuls, and consuls-general, there is no such thing as the status of a consular officer. I think there should be a definite status of vice-consul, consul, and consul-general in this particular Service, just as in the Army you have the ranks of lieutenant, captain, major and colonel; and that whether a man is filling a certain consular post or not—which depends entirely upon his employers—he should occupy that grade, and should receive the salary attaching to it. I will give you my reasons now or later on, if you like, but they do bear very much upon the Service.

38,518. Do you mean to say that the pay should be personal pay attaching to the status of the officer, and not pay attaching to the office or place to which he is appointed?—Yes, I mean that. There are grave inconveniences to the public service in the method now adopted of attaching the pay to the place and not to the rank or status of the officer.

38,519. For instance, was the post that you filled at Para a consulate or a consulate-general?—It was a consulate.

38,520. Was the pay, which you drew when at Para, personal to yourself or was it attached to the place?—It was attached to the place. The difficulty arises in many ways. A consul is appointed to a place like Para, or the Congo—unhealthy posts with very unhealthy climates—and he may fall sick suddenly, as I often did on the Congo. He has to leave his post, but he still remains in law a consul. He may not be able to return to that post at all, and during that period that he is awaiting a transfer to some other post he is drawing the pay of that post or the half-pay, and his duties are being filled by anybody he likes to lay hands on out on the spot—not by a person sent by the Foreign Office, not by a person they have any cognisance of at all, not by a person who has fulfilled any requirements imposed by these published conditions. I could lay my hands on a publican or a nigger, or anyone I pleased, and appoint him as consul in the Congo, and notify the Secretary of State that I had done so, and ask for sanction—purely a formality, which will be given because I am supposed to exercise my discretion. In a place like the Congo, Delagoa Bay, or Para I have to get anyone I can.

38,521. Do you mean to say that when, owing to ill-health, you left Para, you had to find a substitute?—I had to find a substitute. I found a young clerk in a commercial office in Para to act as the consul there during the period that I was away, and I never returned to it, and I never meant to return to Para. I was sick there and I was carried on board the steamer. I appointed him, notifying the Secretary of State by telegraph that I had done so. The name was all he knew of the person.

38,522. Does the Secretary of State give the substitute any document conveying authority to act as consul?—No, none. His document is the letter of authority the consul, the titular holder of the post, gives him.

38,523. Is that a universal rule?—That is a universal rule, and I think it an exceedingly objectionable one, and it could be obviated by adopting my idea that the status of the consul should prevail over the existing system of the post.

38,524. Did you take the pay attaching to the post of consul at Para with you when you went on leave?—Up to a certain period, then I lost half the pay.

38,525. What did your substitute get while you kept the whole of the pay?—This man was supposed



8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

to be unpaid; that is to say, the State had no cognisance of him other than my notification that I had appointed him. I had to make arrangements with him. If he was willing to act for me for purely personal reasons to please or oblige me he would do it for nothing. If he was not I had to pay him anything he said was necessary. I had to find my substitute out of people who had no experience of my work or my duties—that is the point.

38,526. Is that the case now in, for instance, such a great city as Marseilles?—Yes, it would be so in any post. I know during a great part of my consular experience consulates that I have titularly filled have been filled by somebody whom I laid hands on.

38,527. (*Mr. Hoare.*) Did that ever happen in Rio?—No, but it might have happened in Rio. There is nothing to prevent it applying at Rio, except that at Rio you have a vice-consul, a subordinate in the service, and naturally he takes your place when you go away. That is the only reason why it does not prevail in Rio.

38,528. (*Sir Kenneth Muir-Mackenzie.*) When you say “naturally,” do you mean according to the rules of the service?—Yes, I think you will find it a rule that when a senior consular officer goes on leave, or for other reasons, the junior would *ipso facto* take his place. If there is a salaried officer, as in the case of the vice-consul at Rio, he does take your place, and I am sure there is a rule to that effect.

38,529. (*Chairman.*) In such a place as Para some fees are paid to the consul for consular acts?—Yes.

38,530. Are those fees credited to the Government?—Nearly all. You will find the distinctions in the table. Parts I. and II. go direct to the Government; that is to say, the fees for the compulsory services that a consul must render in his public capacity are paid by him to the Foreign Office. As to certain services that are not obligatory but lie within his competence to discharge, or refuse to discharge, such as translations of documents, a part of those fees is retained by the consul. In my case they never furnished any appreciable sum at all; they were of no importance in regard to my salary.

38,531. What is your opinion regarding the possibility of connecting the Consular Service with the Diplomatic Service more closely than at present? Do you think there ought to be a recognised system of transferring suitable men from the Consular Service into the Diplomatic Service?—Yes. I think so. I think the Government should contemplate that. They are probably the only Government of a great Power that have not already effected it. The German and French Governments have long since made their Consular Service and their Diplomatic Service concurrent systems; that is to say a French diplomat, the ambassador of to-day, may have been the consul of yesterday or the day before yesterday. Most of their diplomatic officers, probably the majority, would have filled consular posts. Take my own experience: when I was consul in 1895 in Delagoa Bay the French consul at that time has long since—many years ago—been appointed a French Minister. With us the rule is once a consul always a consul. There is nothing to hold before a consular officer in the shape of promotion except to be shifted from one post to another, and, if his health fails, he may end his career in a much less desirable post from a financial point of view than the one he began at, because the better paid posts are possibly the less healthy ones. If he has been in unhealthy climates, as I have been most of my time, there comes a period when his health breaks down and he wants a healthy post, and the healthy posts are not so well paid; so that in order to live at all he would have to go back and take less pay than he started with in many cases.

38,532. Does the emolument attached to unhealthy posts consist of pay and an allowance for the unhealthiness of the posts?—No allowance for unhealthiness is made.

38,533. It is a consolidated pay?—There is no consideration as to pay in regard to an unhealthy post except in regard to leave of absence, which is longer. You are entitled to a longer period of leave annually.

38,534. I thought you said the unhealthy posts are more highly paid than the healthy posts?—I do not

think the consideration of health after all enters in there. It is probably because the cost of living is greater at those places.

38,535. Would you consider Buenos Ayres a healthy or an unhealthy post?—I think it is marked as a healthy post—it should be.

38,536. We have been told, for other reasons, that that is an extremely expensive place to live in?—It is, but not so expensive as Rio de Janeiro. I have been at both—not officially at Buenos Ayres, but I have been there several times—and the cost of living is not so high there as in Rio; but both are exceedingly expensive places to live in.

38,537. If the Consular Service were reorganised on the principle that a particular salary attached to the status of vice-consul, a higher salary attached to the status of consul, and a still higher salary attached to the status of consul-general, with additions to the status salary according to the unhealthiness of the posts, would it be an improvement in your opinion on the existing conditions?—I think it would be an improvement. I think the pay should attach to the office, so that when a consul either goes on leave or is compelled to leave his post for reasons of health, another officer of the same grade should be at once appointed, and not, as is now the case, that you should have many posts filled by undesirables for the time being and the absent man drawing perhaps not the pay of his post.

38,538. Would such a reorganisation of the service as would provide that a man going on leave should be replaced by the transfer of a junior consular officer, necessitate an increase in the number of men in the established service?—It would, but not a very great increase I think. The cases in healthy posts would not be very frequent. It would apply really to the unhealthy posts. Some provision should be made by the Foreign Office to deal with unhealthy posts, similar to the provision that the Colonial Office makes for dealing with the Gold Coast. I was for years nominally consul in the Congo at St. Paul de Loanda, a very unhealthy post—quite as unhealthy as the Niger where I had previously been, or as any post on the Gold Coast—and no provision at all was made for discharging my duties when I was away on sick leave or when I was on my ordinary leave—none whatever. It was left entirely to me to find any one I pleased, and I had to find all sorts of people. On one occasion I closed the Congo Consulate altogether and telegraphed to Lord Salisbury and said “I will not leave anyone that I can find in Boma in charge and I am coming home by the next steamer.”

38,539. You could not find anybody?—There was nobody I could trust. No regard is paid to that aspect of the case in the Foreign Office. They have allowed it to go on for years on those lines.

38,540. These places may be important politically, but does it follow that they are important commercially?—No, it is just because they are important politically that it seems to me most disastrous that there should be no steps taken as to transfer.

38,541. Does that furnish a clue to the explanation that, although the posts are important politically, they are not important commercially?—I think not, because the rule applies elsewhere. Para, which is not at all important politically, has some commercial importance, and there exactly the same condition of things applies. It was in the absence of making provision that the Consular Service grew up out of a European service long ago, and they have never altered their point of view in relation to it, I believe. It grew up on a system of patronage—to give a post to an individual who had to be satisfied, or whose friends had to be satisfied—and it was perpetuated on those lines for a great many years. It is only quite recently, within the last 10 or 12 years, that another conception has begun to be perceived.

38,542. One would fancy that the necessity of having a consul at a particular place was dictated originally by the commercial requirements of the place. The method of filling the place by patronage would be a subsequent development?—No, I do not think that that was the original reason of appointing consuls at all. I remember reading of a duke who many years

8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

ago refused to pay his tailor's bill, but said he would make the tailor's son a consul. Those things did take place.

38,543. In regard to the method of promotion in the Consular Service, are you of opinion that the general rule which prevails in the Civil Service now, of promotion by merit, should prevail, or are there any circumstances connected with the Consular Service which would at all suggest that promotion by seniority should not be disregarded?—Is it not rather difficult to separate seniority from merit?

38,544. It may be so in certain cases, but there is really a substantial difference between them. Still it is conceivable that some services are so little influenced by public opinion that contentment, which affects efficiency, might be promoted if some regard were paid to seniority in determining promotion?—I think as a general rule it might be better to appoint by seniority.

38,545. In the Consular Service?—Yes. No very special aptitudes are required from a consular officer.

38,546. Would you briefly describe what his functions are?—They never have been defined and could not be defined. He is expected to do everything. They are not defined in any regulations.

38,547. Let us endeavour to form a conception. He exercises in some places political functions?—Never by the letter of his instructions, but only by the fact of local conditions.

38,548. His immediate functions are those connected with the Merchant Shipping Act?—Those are some. Those are not his only immediate functions, because he is also a marriage officer by special act, he is a registrar of births and deaths, and he also has to relieve distress amongst British subjects.

38,549. Those duties do not occupy much of his time, do they?—The relieving of distress amongst British subjects occupies a great deal of his time.

38,550. He gets very little money to relieve them with?—He gets no money. He has to do it out of his own pocket, although he is compelled to do it, and then submit a case.

38,551. If he does it out of his own pocket I should fancy his duties in this direction are not very oppressive; he cannot do much?—You have a gang of distressed British subjects three days in a week. My predecessor at Santos had a wire-netting up to the ceiling of the consulate in order to prevent these distressed British subjects throwing things at him. I did not take over the wire-netting, but I took over the British subjects. You are compelled by these regulations to furnish assistance to distressed British subjects, but you are given no funds at all, and no means of relieving their distress. You must do it at your own discretion; and you must submit the case to the Secretary of State at the Foreign Office, and seek reimbursement. In the majority of cases I have been reimbursed, but in several cases I have not been. I remember when I was in Delagoa Bay relieving the whole family of a man called Jensen, and the Foreign Office refused to repay me, because they said there was no proof that he was a British subject. The relief had been furnished by my *locum tenens* at the time I was on sick leave, and he had omitted to get from the man a declaration as to his place of birth. He had relieved the man, his wife, and some children, and sent them down to Natal, which involved an expenditure of 7*l.* or 8*l.*, which I never got back. In many other ways you pay money out of your own pocket, and I have paid out of my own pocket again and again; but that is only because I may have a kind heart, or I may not. One man will do it, and another will not. Your obligation is to relieve, and if you do not relieve you incur, possibly, grave reproach. I remember a case occurring in Cuba where the British Consul-General declined to relieve a gentleman who was in distress, and who subsequently died in Cuba of fever, and the *Daily Mail* and other papers conducted a campaign against that consul, and said that he had failed in his public duty. But if he had relieved him it would have been out of his own purse, and he might never have got the money back.

38,552. Is not that due to the fact that the responsibility of the consul had been brought to public notice,

but the facts as to the limits of his power and capacity, as you now state them, had not been disclosed?—I think Parliament should take up the whole question of the Consular Service. I believe it is of vital importance to this country to go into it thoroughly.

38,553. We are endeavouring to do that?—Take the question of office allowances, which is very important. It is just the same as the equipment of a ship, putting the guns and the crew in and all the other necessary equipment to make a man-of-war an efficient fighting unit. The office allowance is the sum annually paid to the consul by the Foreign Office to equip his office and to render it efficient for the public discharge of its duties.

38,554. They pay him an allowance?—Yes, and it is most unsatisfactory. It is not the sum but the whole principle which is wrong, because it depends entirely upon the individual consul whether he will spend the office allowance on his office or on himself. They do not control it.

38,555. Has he not to furnish vouchers for the expenditure?—None whatever. I went out to Delagoa Bay in 1895, a young man with no knowledge of the Consular Service at all and entirely untrained. They had built a consulate there at an expense to the Office of Works and to the tax-payer here of 7,000*l.* or 8,000*l.*—a large house. The man I was to relieve was being transferred to some other post. I received a telegram from him at Cape Town, asking me if I would buy his furniture for a fixed sum; if not, he would sell it. Well, I was a poor man. The sum he named was quite beyond my means; I could not have bought his furniture. I wired back and said: "Will you not wait until I arrive," and I got a reply at Natal, "Either buy now or I sell." I wired then from Natal at a point nearer Delagoa Bay on my way: "Regret cannot buy but beg that you will await my arrival." I arrived at Delagoa Bay and he told me he was leaving by the steamer that had brought me. I arrived at 10 o'clock and the steamer went out at 2. He had sold every stick in the consulate. There was not a table, a chair, a pen, a bottle of ink, or a sheet of paper or a single thing. I took over a roof and bare walls. I had to sleep on the floor for three days. I had absolutely nothing with which to discharge my public functions. I had to furnish the house. I am not complaining of the absence of beds and chairs, but of the absence of public furniture for me as a public officer to discharge my public duties. He had sold everything. That occurs nearly every time that a consul is transferred, and it goes on to-day.

38,556. But what becomes of the Government furniture?—There is no public furniture belonging to the Government at all. It is all the consul's private property.

38,557. Do you say that the Government gives funds for the furnishing of the office?—They give an office allowance which depends upon the post, and you do what you like with it. One man puts it in his pocket, another spends it, and when he goes he sells lock, stock, and barrel.

38,558. Then there is misappropriation of Government money in some way or other?—It is parallel to this: that the Government should appoint a captain to a man-of-war and say: "Here is your ship; you have " to supply the guns, ammunition, and everything else " and we do not care whether it is derelict or a man-of-war." Many of these posts are taken over as derelict consulates and have to be made efficient by the individual. At Delagoa Bay I could not afford a secretary or clerk. I was bottle-washer and everything else. I had to sit in an office for two years and open the door to anyone who came in. You would be insulted. You have no means of keeping yourself apart from any drunken individual who would come in. There is absolutely no staff appointed, no equipment, and no means of discharging your duties. The same thing applied to Para in 1908, and I took over a consulate there in exactly the same circumstances, without a bottle of ink, a pen, or a sheet of paper. I furnished the Para consulate at my own cost. Nearly all the office allowance paid to me went to my secretary, and when I left to be transferred to Rio my successor took

8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

my furniture that I had bought and refused to pay me for it.

38,559. You say your office allowance went to your secretary?—Nearly all. It went to my secretary; and the rent of the office and all the other expenses came out of my pocket.

38,560. The office then was not a Government house?—Not at all.

38,561. Was the secretary a public officer?—Not at all. He was my servant, and I could kick him out at any moment.

38,562. You used the allowance given you in hiring an office?—And a man to do the writing. All other expenditure—and there is a good deal of it, if you come to think it out—came out of my own purse, or was not met at all. I got 500*l.* a year paid to me personally, as is always done. I wrote officially to the Secretary of State, and said: "I will give you the office allowance with great pleasure if you will equip the office and keep it going. It is a public office; I do not want it, but I want a clerk here and an office, and stationery, and stamps, and I want various things." They said that was impossible. I think the Foreign Office should undertake to do as the American Government does, which entirely equips its consular offices, and furnishes them with good furniture and gives the same stationery to all, and provides everything that is necessary, and it is public property. It cannot be sold by an outgoing consul, and the incoming consul left with no public office.

38,563. Now, coming to the work which you have to do, and the reports that you have to write, do you communicate regarding your consular work with the Foreign Office or, in some respects, with the Board of Trade?—Almost entirely with the Foreign Office. Certain things you send to the Board of Trade. You do not write to the Board of Trade, but you transmit documents to them—letters that reach you, and copies of your replies.

38,564. We have been informed that there are two sorts of intelligence that consuls furnish—the annual reports and reports on special subjects. We have been told that the annual reports are sent to the Foreign Office, and by them transmitted to the Board of Trade, while the special reports are furnished by consuls on direct calls from the Board of Trade?—That is hardly a correct distinction. That, I am sure, refers to special reports called for by the Foreign Office.

38,565. May I repeat my question? I am told that so far as the department is concerned the consul's duties consist largely in furnishing reports on commercial questions, and these are of two kinds—annual reports and reports on special subjects. The annual reports are sent to the Foreign Office and transmitted by them to the Board of Trade. The special reports are called for by the Board of Trade, as required, in direct communication with the consuls, and these reports seem to be regarded by the Board of Trade as the more important of the two. Does your experience confirm that?—No. Those rules hardly existed in my time in that concrete form. We had to furnish to the Foreign Office the annual report, which is not much use, and special reports when called upon to do so upon any subject that the Foreign Office thought useful. Then we were instructed to keep the Board of Trade informed on purely commercial matters, or rather to keep them informed by sending copies of letters to them that were sent elsewhere. For instance, a manufacturer in Birmingham would write to a consul and ask for information as to local buyers, and a copy of the answer to that manufacturer would be sent direct to the Board of Trade without any covering letter—things of that kind. Then the Commercial Intelligence Department of the Board of Trade began before I left Rio to ask specially for information on certain questions, and no doubt what you say deals with an amplification of that. But I left four years ago.

38,566. From what you have said, I infer that possibly you are not in a position to give the Commission a general impression of the Service as it at present exists; but can you give an opinion as to whether the men in the Service at present are an improvement on the Service as you knew it when you entered it?—Yes. I think

they are an improvement since the competitive system came in. I have not great experience of the men under this fresh system, but the few I have seen, I think, are better.

38,567. There was a committee—the Walrond Committee—in the year 1903, which inquired into the Consular Service, and among other recommendations they made was one that aimed at getting into the Service some young men who had had commercial experience, who had joined a commercial firm for a few years and afterwards joined the Consular Service. Have you ever met any of those men?—No.

38,568. It might occur to one that the men who entered the Consular Service in that way would be rather the failures of the commercial world. If they had seen their way to prospering in commercial life would they be likely to abandon it for the Consular Service?—I think, as the Consular Service is now constituted, it offers no inducement to a man of intelligence or commercial ability, because there is no promotion in it. It opens the door to nothing; unless he is a man of superior capacity he would go in as vice-consul and remain as vice-consul for many years and end his days as a consul and there would be an end of it; he would not get beyond it.

38,569. But if you have that gradation into consular-general, consuls, and vice-consuls, and if on entering the Service as vice-consul at 300*l.* a year, which is fair pay to begin with, one reaches to 1,200*l.* or 1,500*l.* a year as Consul-General, and if that promotion be in accordance with the man's merit, do you not think that the inducement to young men to enter the Service as a career, would be adequate?—Yes, if that was made quite clear it would afford inducement, not to men of the highest capacity, but still to good and very good men probably.

38,570. (*Mr. Boutwood.*) But is not that the system as it now exists? It should be?—I cannot say.

38,571. (*Mr. Graham Wallas.*) I have here a set of instructions to consuls issued by the Board of Trade, dated 1914. Do you know if those are all the instructions? Is another volume of instructions issued by the Foreign Office?—Yes, which are the more important of the two. The Board of Trade has no authority over a consul. A consul is only responsible to the Foreign Office. He is not bound to communicate with the Board of Trade, or was not in my time at all.

38,572. He has a volume of instructions to consuls issued by the Board of Trade and another by the Foreign Office?—Yes.

38,573. Is there a third volume?—No, but he gets many other instructions as well. The Admiralty transmits some, but through the Foreign Office.

38,574. There is no bound volume of instructions issued by the Foreign Office and the Board of Trade?—No.

38,575. Have you ever known the instructions of the Board of Trade and Foreign Office to conflict?—No. You would have in the Foreign Office instructions a general instruction that you were to carry out to the best of your ability instructions communicated by the Board of Trade. There would be no conflict, because they deal with different matters. Where the Foreign Office refer you to the Board of Trade they leave the Board of Trade to say what it wants.

38,576. I think the ordinary Englishman would believe that the sole duty of a consul is to push the individual interests of the traders of his nationality. Would you say that?—No, I should not admit that for a moment. There are many other British subjects abroad besides traders.

38,577. Would you say that the consul has to act as civil and criminal judge in effect, or as magistrate?—In some parts. That depends entirely upon the locality.

38,578. But, if he is in a port, on civil questions connected with the Board of Trade he has to act in a judicial capacity?—No, never.

38,579. Supposing a vessel calls with an entry in the log that an offence has been committed, you have to inquire into that offence?—Yes, that is all; but you cannot try the case.

8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

38,580. Not in a magisterial capacity?—No, not in a magisterial capacity, but merely in the capacity of an arbitrator; that is to say, you would use your good offices between the crew and the officers. A consul cannot so act in his consular capacity. If very grave breaches of discipline occur upon a British ship a consul may summon a naval court, for which there are special regulations in another book. If there was a naval officer in the port the naval officer would preside; if not, the consul presides, and he summons assessors to assist him. Then the offender on a British ship is tried by this naval court sitting in the consulate, and may be sentenced. If sentenced to imprisonment he would be sent home as a prisoner on a British ship under the warrant of that naval court, and committed to gaol in a British prison. You cannot sentence or deal with a man out in the country where you are; you have no jurisdiction there.

38,581. On page 99 of the instructions of the Board of Trade it states: "Whenever it comes to the consul's knowledge that a serious offence against property or person has been committed either on board ship or in a foreign country by a person who is, or if a British subject has been within the last three months, master, seaman, or apprentice on a British ship, he is empowered by section 689-1894 to inquire into the case on oath, and (if the evidence appears to be sufficient), to send the offender to some place in the British dominions to be tried." That is a magisterial function, is it not?—No. It is a consular function.

38,582. It appears that he is a consul exercising magisterial functions; that is to say, he holds inquiry on oath and sends the man to trial?—That particular case I should think very rarely occurs. Where the consul is satisfied that there has been a serious breach of discipline or any crime necessitating prompt interference he would call a naval court and the offender would be tried there and then on the spot, and would not be sent for trial but would be committed by the order of the court to a period of detention.

38,583. The consul is also a registrar of births, deaths and marriages?—Yes.

38,584. He is also, as you very clearly explained to us, a relieving officer?—Yes, without the funds at his disposal.

38,585. He is also from time to time directed to take such steps, particularly in less settled communities, as amount to administrative interference in the country in which he is residing?—There is no limit to his functions. They have never been defined and no attempt is made to define them. They could not be defined at present. I have known ladies come in and ask me to pay their cab fares. I have been asked to pronounce a divorce and upbraided for not doing it—quite extraordinary things are asked of you. Once a woman came into my office at Delagoa Bay and fainted on the sofa, and that woman remained in the house for a week. I could not put her out. I got the clergyman's wife to take charge of her. I was summoned once at 2 o'clock in the morning to go down to the gaol to get another woman out who had been locked up.

38,586. Was this special inquiry you undertook to inquire into the Putumayo question part of your consular work?—No, it was no part of my work.

38,587. It was assigned to you as consul?—There comes in the status of a consul. I had no consular jurisdiction in Peru at all. In the country I was sent to I was not a consul. I was consul in Brazil and only in a defined area of Brazil. My commission as Consul-General at Rio de Janeiro covered only certain States of Brazil. I had no more authority as a consul in Peru than I had in Russia. I was sent to the Putumayo merely because the Foreign Office wished to send me.

38,588. Is it your impression that any conception of the duties or possible duties of a consul which related solely to his ability in pushing British goods might be dangerously narrow?—My experience leads me to think—I may be wrong—that it would be better to leave the pushing of British goods to a Board of Trade official, and to take away these supposed functions from a con-

sular officer altogether. As a matter of fact he cannot push British goods effectively. He is really not a man of any commercial training; he does not know anything about British goods. Commercial travellers would laugh at him. The best person to push British goods is a British commercial traveller. I know nothing about commercial matters. On most of the questions that came to me during part of my consular experiences in Rio de Janeiro and Para (which were commercial posts purely, and not political), I knew nothing about the subjects I was dealing with.

38,589. Your suggestion is that the work of a consul, as representing the Government, is so important and so unlike his work as representing the Board of Trade, that the two had better be divided?—I think so. I think consuls were originally intended to be people to represent a commercial community as the chief men of a commercial community abroad, who got a sort of letter of credit from their Sovereign to represent that community in that foreign country. Latterly the functions of the State have entirely outgrown the other aspect. The consul is now an official of his country and his Government, and his official duties take up practically all his time. The possibilities of his aiding the commerce of his country, as a commercial agent, are nil—that is my experience.

38,590. Would it be possible for these ideal commercial travellers, in the employment of the Board of Trade, to be attached to the consulate as a sort of commercial attaché to the consul?—Yes, I think so.

38,591. Then in every place of any importance you would have a consul who would be the general representative, and perform all these varied functions in connection with the State, and who would have in his service a sort of commercial attaché to whom the duty would be specially assigned to look after the commercial interests of British subjects?—Yes, or they might have in great countries, like Brazil, one or two commercial attachés, who would travel and who would have a consulate headquarters to which they were attached.

38,592. (Chairman.) There was a German consul at Rio?—A Consul-General, who is now the Minister Plenipotentiary to Uruguay, at Monte Video.

38,593. Used he to push the trade and interests of traders more than it is the custom for British Consul-Generals to do?—I think he would probably give more assistance, but that was really because he had a much better equipped office, and a better staff. He had many more men to do his work than I had.

38,594. (Mr. Graham Wallis.) Do you think it would be any advantage to the Consular Service, taking its duties together, if men could be promoted to and from another service, say, from the Board of Trade, or the Colonial Office, who had done kindred work under other conditions?—I think it would.

38,595. And again, a man in the Consular Service, who had shown himself possessed of such abilities, might be shifted, say, to the Board of Trade, or to the Colonial Office?—Yes. Anything that would enlarge the outlook would be a gain, and, in itself, good.

38,596. In Crown Colony administration, for instance, there are a large number of posts for which a man trained in the Consular Service would often be admirably fitted?—Yes.

38,597. And a man in Crown Colony administration might develop powers which would make him an admirable consul?—Quite possibly.

38,598. And the same in regard to the Board of Trade?—I think so.

38,599. Do you think a larger interchange of personnel between those departments would be advisable?—I think so; and I should begin it by seeing that both in the Board of Trade and in the Foreign Office there should always be an official who had been a consular officer. The Foreign Office entirely controls the Consular Service, but nobody in the Foreign Office has ever been a consul, or knows anything about the duties of a consul. The Consular Department, so called, in the Foreign Office, has no working or actual experience of a consul's duties, and knows nothing about it at all; but yet they are there to decide upon every question that might arise. I think it would be a gain, and it should be a standing rule, that a consular officer of senior rank,

8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

who has been through the Consular Service, filled all ranks, and knows it thoroughly, should be appointed to the Consular Department of the Foreign Office. Similarly, I think, a consular officer should be in the Board of Trade.

38,600. Is there any point which, in your opinion, it is important that we should know which has not been elicited by our questions, so far?—I have been dealing with the question from practically the official point of view, that is to say, the point of view of the man in the post, and all these things bear on its efficiency. A consul retires on a pension when he retires, and there again we come to the status of a consul. It would be very desirable that the pension should belong to the status; that is to say, if a man retires as a consul there should be a certain pension attaching, just as you have in the army or the navy.

38,601. (*Chairman.*) Yes, but that would follow as a general rule on the classification, if it be adopted?—Yes. The present system is that as a man gets older and contemplates retirement on the age limit, or other reasons, he hustles and tries to get into a highly-paid post, and, if he is a *persona grata* to the Foreign Office, he gets it in order that he may retire on a pension calculated on the pay of his post. The pensions to-day do not depend upon your service so much as on the pay of the post you happen to hold at the time you retire. If your health broke down completely you might have been forty years a consul holding, perhaps, highly-paid posts, but if you had to go to a healthy post for the purposes of health you would go to a poorly-paid post; and then, if you retired altogether, your retiring allowance would be calculated on the pay of that post, which would scarcely be just. On the other hand, it is equally unjust, perhaps, that a man who has not been very long in the Service and has to retire, should be appointed to a highly-paid post in order that he might retire on a better pension. That is really a development of the other points I raised.

38,602. (*Mr. Boutwood.*) I gather from your evidence that, partly for historical reasons, what we have at present is an aggregation of consular posts rather than an organised Consular Service. Is that your view?—That is my view. I have often said to myself that there is no Consular Service. I have said it in the Foreign Office. It is an aggregation of posts.

38,603. (*Mr. Hoare.*) With reference to what you said about throwing the Service open to everybody, do you remember that there is a regulation that no candidate will be eligible unless he be a natural born British subject born within the United Kingdom of parents also born therein? Would you contemplate still keeping a restriction of that kind?—That is a different question. That would depend upon Imperial questions.

38,604. I thought you said you would throw the Service open to everyone?—I meant, of course, within the United Kingdom.

38,605. So that you were not contemplating removing that restriction?—Do not you see the reason for that is that it is the United Kingdom that pays?

38,606. I was only anxious to know whether you were contemplating the removal of the restriction or not?—That had not entered into my mind. It is a question of the federation of Colonial administrations with this country.

38,607. (*Chairman.*) Is there any objection to an Australian or a Canadian being appointed a consular officer?—There is no objection, but I take it they have confined the Diplomatic Service and the Consular Service rather in the first instance on the grounds of who paid. The pay comes entirely from the United Kingdom.

38,608. (*Mr. Hoare.*) With reference to what you said about the graded Service, in the paper that we have had sent us from the Foreign Office, I find that the vice-consuls are to receive from 350*l.* to 500*l.*, the consuls from 600*l.* to 800*l.*, and the consuls-general from 800*l.* to 1,100*l.* If that is carried out, it is very much what you have in your mind?—Yes, if those salaries attach to the officer and not to the post.

38,609. I suppose some posts would always have to rank as consulates-general?—Yes; that is to say, some posts would only be filled by a Consul-General supposing my idea were adopted. As it is to-day it is the post

that makes the man. The pay attaches to the post only, not to the officer.

38,610. But would it not come to the same thing, that certain places—Paris, for instance, would always have to be a consul-generalship?—Not always. Paris was not a consul-generalship very long ago.

38,611. So it is now rather an arbitrary system?—Entirely arbitrary. It is purely an academical distinction. A vice-consul may be performing much more important duties than a Consul-General. As a matter of fact when I entered the Consular Service in 1895, I was discharging much more important duties to the British Empire than as Consul-General at Rio when I left—so much so that they were able to leave me away from Rio for three years and send me up the Amazon. But in Delagoa Bay I was specially sent out because they wanted me, so they said; and they sent me out without an examination because they said it was most important that I should go quickly.

38,612. You would not regard the reverse as somewhat incongruous—a man who has served a considerable length of time in the Consular Service, who is still in a comparatively insignificant place, and yet under the change that you contemplate may be ranked as Consul-General. Would not that be incongruous?—No, I do not think so, any more than in the case of a colonel of a regiment being put in some very dreary garrison town that he did not like. You might say there was no military reason for his being there, but if he was sent there he would be a colonel. The point is that there should be a definite status, I think, attached to the officer, and in that case you will get over these scandals of acting-consuls. We ought to get rid of that idea of an acting-consul, or an acting-vice-consul. The other day when I left Putumayo they appointed somebody consul. I was not consul there, but when Mr. Mitchell left they appointed the agent of the steamship company which was directly interested in the trade of carrying the rubber from Putumayo; but he was the only person available. Questions were raised in Parliament about it. There you have an acting-consul in charge of a post where there is only one question; the post was only created to deal with the Putumayo. I am not making any reflection upon the individual at all, but on the system. The consul lays his hand upon the only available British subject, who happens to be the agent to the steamship company, which makes its profit by carrying that particular commodity.

38,613. Have you ever known any actual scandals arising from the misappropriation of public funds by acting vice-consuls of that kind. At a great many of these places a large amount is collected in fees. Have you ever known those fees to be misappropriated?—Very rarely. I have heard of some cases, but they have gone out of my memory. There have been cases, but I do not think there are many scandals of that kind.

38,614. It seems to me to be a great danger with a man appointed in that haphazard way having possibly at his disposal several hundreds of pounds of fees?—I do not think that is the danger. The danger is that he does not do his duty. Again, we have things that are called trading-consulates, which, I think, are very unsatisfactory. Of a trading-consulate the French definition is much better. They call an official consul *consul de carrière*; the others are not. We have a great many such consular posts. The Foreign Office give a commission to, or appoint, an individual who happens to be a merchant in the place, who gets no salary and who is permitted to trade—this is the official definition. That means he is already a trader, a merchant, or, it may be, a banker. He gets a very small office allowance to cover stamps and stationery. Some of these appointments are quite right, and perhaps excellent; others are merely sops to inefficiency. They are given for purely local reasons.

38,615. In any case, would you like to give some different title to distinguish them from the paid consuls?—Yes, I do not think they should be called consular officers. In the eyes of the local people they rank as consuls, and they are consuls very often. They are entitled to all the deference that would attach to the direct consular office, but they really discharge none of



8 May 1914.]

Sir ROGER CASEMENT, C.M.G.

[Continued.]

the duties of a consul, and do not attempt to in many cases.

38,616. (*Chairman.*) Do they wear a uniform?—Yes, they can.

38,617. Do they hoist the Union Jack?—Yes, and they are entitled to a salute and all the rest of it. They have the same official status, but they do not do the work, in many cases. I had under me at Rio five of these unpaid consuls. One never reported anything for years, and never answered a letter: Then the man died and somebody had to go—I had—to clear up the mess. I found documents had not been signed; all the Somerset House registry papers—which are really very important from one point of view—had not been filled up. Another of these men officiated as marriage officer without any authority and quite illegally, and the marriages were entirely invalid, and were lawless marriages. That was an extreme case; but the majority in my experience do not do their duty. They regard it merely as a credential to the local authorities to give them local standing to wear a cocked hat and a uniform, and to get a salute, and to rank with some other consular officer in the neighbourhood and to help their trade.

38,618. (*Mr. Hoare.*) Would you abolish men of that kind altogether?—I should not have them as consular officers. I should have them as Board of Trade officials, give them the same office allowance and get, if you can, from them the same returns they now give or do not give; but let it be for the Board of Trade, because their whole appointment is merely for trading purposes.

38,619. (*Chairman.*) Perhaps you would not get any of them at all unless you gave them something in the way of dignity in return for their gratuitous work?—Perhaps not. In many cases those posts are not very necessary. With the telegraph and the cable, and an efficient embassy or ministry in the country, you can get most questions of difficulty always settled at headquarters.

38,620. (*Mr. Hoare.*) Sir Eyre Crowe suggested to me that if you called them something different, it might lower their position in comparison with the officials of other countries and might raise difficulties. Do you foresee difficulties arising, for instance, if you call them commercial agents, or something of that kind?—I can only give you my experience, and judging from my experience those men have been of very little use. I have had to deal perhaps with 20 or 30, and I do not think more than five ever attempted to supply their superintending consul with the information they were called upon to supply.

38,621. Your experience has been mostly in South America?—Africa too, but I had not many of them there. It was mostly in South America where I had consular officers under me, all unpaid.

38,622. With reference to leave in unhealthy posts, how does that compare with the leave that is given to Colonial Office officials?—It does not compare at all.

38,623. If you take Boma or Loanda, for instance?—The Congo is a very unhealthy place to live in, and the leave there was the same as in Rio de Janeiro, which is two months after a year of service.

38,624. Whereas a Colonial Office official gets six months?—Yes, and he gets his passage paid both ways, and his *locum tenens* is an official for whose work he is not responsible. He goes away with a clear conscience, drawing his pay and getting his passage paid both ways; whereas the consular officer has first to find a substitute and remunerate him, and then, of course, pay his passage both ways.

38,625. I suppose at a place like Loanda it would be quite impossible to keep in good health with only two months' leave in a year?—You could. Loanda was not so unhealthy. The Congo was much the worse. Loanda is on the sea-coast. The Congo, Para, and up the River Amazon would be about the three most unhealthy posts in the Consular Service.

38,626. And in each case the leave would be exactly the same as in Buenos Ayres or Paris?—The leave would be the same as in some nominally unhealthy post. Buenos Ayres, for instance, is not unhealthy.

38,627. How long would the leave be there?—In an ordinary post you get one month, in an unhealthy post two months.

38,628. (*Mr. Shipley.*) Was it yellow fever that made Buenos Ayres unhealthy?—No, that was Rio.

38,629. There is a diminution in the cases of yellow fever?—Yes; there is better sanitation altogether. Rio might be abandoned as an unhealthy post now; it is merely a hot place.

38,630. (*Mr. Hoare.*) It simply depends upon how the place is graded? In any place the leave is considerably less than in a corresponding place in the Colonial Service?—Yes, less in point of duration of leave and in other respects, that a colonial officer has a substitute appointed and paid by the Crown.

38,631. Are there houses provided in most of the tropical consulates?—No, that again, is entirely arbitrary. At Delagoa Bay there was a house.

38,632. What is the reason of that?—I went to the Congo on the direct appointment of the Foreign Office after the Boer War, and there was no house to live in and no consulate. I had to live with all my belongings in a small wooden hut with two tiny rooms. Then a sum of money was voted, on my representation, to build a consulate, and it was carried over each year to the next year because the ground had not been bought. I finally bought the ground off my own bat, and the Office of Works dropped upon me at once, and protested; but Lord Lansdowne backed me up, and the Office of Works had to pay for it.

38,633. Do you think a house ought always to be provided?—I think in unhealthy posts a house should be provided, because it is very hard in those posts to find a house to begin with. In Para, which was nearly the end of my service in 1908, I arrived after a decrepit consul who could not work and had to be carried away. He had a hired house up in the town. There was no other consulate. He hired a furnished house which I either had to take or go to a hotel. The house was a very unsuitable one. It suited him because he was in bed the whole time and unable to move. It did not suit as a consulate. I had to hire two rooms first to have a consular office, and I lived in the hotel. The two rooms were in the Brazilian Bank—a British Bank—and I paid 120*l.* a year for those two small rooms. After I had had them for three months the bank directors here, in London, notified their manager that they did not wish a consular office established in the bank because it attracted undesirable people—which is quite true—sailors, and other people, and distressed British subjects—and they would be much obliged if the manager would get rid of the consul.

38,634. With reference to the change which you suggested as to removing from the consuls the commercial duties they now carry out and giving those duties to commercial agents of some kind under the Board of Trade, what would be the relation then of a consul to a minister. Take a place like Rio?—A consul has a great many other duties. His merchant-shipping duties, to begin with, would take up a considerable part of his time. Then he reports upon various aspects of the commercial or economic life of the country he is living in—you might say the commercial traveller's part of his duties. He is individually supposed to push goods. A consul constantly will get letters and samples sent out to him offering him a commission if he will push certain things—champagne, bootlaces, rubber-heels, and all sorts of things are sent to him. He will have constant inquiries for the names of people who will undertake agencies for certain firms. These all involve inquiry, and you cannot give a guarantee otherwise, because you would be guaranteeing your Government. It would be much better to dissociate those aspects of pushing the trade of your country from the consuls themselves. I think that work could be done far more properly, better, and more efficiently by a man appointed by the Board of Trade. There is a great deal to be done in that line, I am sure; but it cannot be done by a consul. To begin with, he has to be for six or eight hours a day in a certain office with open doors available to any British subject who comes in upon any possible question. He must be there, and



8 May 1914.]

SIR ROGER CASEMENT, C.M.G.

[Continued.]

is required by law to be there. How then can he be pushing the commercial interests of his country? At any moment he is liable to interruption. People come in with all sorts of questions, and want to see him or take his advice, or somebody is locked up, and the police come and say, "So-and-so is in gaol," or sailors have been drinking and have been arrested, or they have deserted from a ship. You have a hundred and one duties to perform during those six or eight hours. It is only six hours by law, but it is generally eight in fact. When you have finished that, how are you to push the trade of your country? If you are in a very hot and unhealthy climate the first thing you want to do is to get home and take a bath and change your clothes—you are wet through—and get some food, and then you are not going out to rummage round the town and push British commerce in boot-laces. The duties are quite distinct. They put too many things altogether on a consul, and they were accumulating them every day during my period in Rio by circulars. The Board of Trade issue circulars *en masse*, and the Foreign Office issues constant circulars. The Admiralty recently have asked consuls to furnish information. I should limit the functions of a consul as far as possible, and differentiate between the duties appertaining to a commercial traveller and to a Government official.

38,635. (*Miss Haldane*.) Is the French system of separating the two kinds of consuls, the trading consul and the regular consul, a satisfactory one? You said they had different names?—They lay more stress upon their official consuls than we do. Their consul—*consul de carrière*—the official consul, is always eligible to be a Minister or an Ambassador; he is part of their Diplomatic Service.

38,636. (*Sir Donald MacAlister*.) With regard to these trading consuls, they are usually vice-consuls?—Yes.

38,637. Have they all the privileges of a consul?—All—absolutely of the same status and in international law, identical.

38,638. And have they the usual duties with regard to births, marriages, and deaths?—Quite so. Not marriages, unless they are specifically marriage officers.

38,639. So that so far as status and duties are concerned, they are in the Consular Service as fully as any others?—Yes, in law just the same.

38,640. They are not necessarily British subjects?—No, some of them cannot speak English.

38,641. (*Chairman*.) He is an unsalaried vice-consul?—Yes.

38,642. (*Sir Donald MacAlister*.) Therefore his position is the same as the position of other members of the Consular Service?—Yes, it is identical.

38,643. And yet he is not necessarily a British subject at all?—No, and may not speak English. I had a vice-consul under me at Santos who could not speak a word of English. How could he assist British subjects?

38,644. (*Mr. Hoare*.) Some of the trading consuls are paid?—Some are paid.

38,645. Some are paid as much as 300*l.* a year?—That is an office allowance I think.

38,646. (*Mr. Graham Wallas*.) But they can spend it as they like?—Yes.

38,647. (*Sir Donald MacAlister*.) You have yourself suggested that closer connexion between the Consular Service and the Foreign Office is desirable in order that the Foreign Office might have the experience, which a consul has, at its disposal?—Yes, the Foreign Office is our authority; it directs and controls us and gives us our instructions, and it knows personally directly nothing of our duties. None of its members have had any experience of our duties.

38,648. Do you think it desirable that the members of the staff of the Foreign Office itself should occasionally be appointed to act as consuls too?—Yes, that would be the same thing. It would be the same as takes place in foreign governments.

38,649. If the Consular Service was so re-organised as to make this grading you have spoken of an effective thing, do you see any reason in the nature of things why it should not be more closely connected with or amalgamated with the Diplomatic Service as such?—No, I see no reason why.

(*Chairman*.) We are much obliged to you, Sir Roger Casement, for your evidence.

## NINETY-FIFTH DAY.

Thursday, 14th May 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR BOUTWOOD.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss HALDANE.

Mr. N. E. BEHRENS (*Secretary*).

Mr. STANLEY LEATHES, C.B. (First Commissioner, Civil Service Commission), called and examined.

38,650. (*Chairman*.) We want your advice in regard to the selection of men for the Foreign Office clerkships and for the Diplomatic and Consular Services. According to the published orders of the Secretary of State, candidates for the Foreign Office clerkships and Diplomatic attachéships may present themselves for examination in any groups of subjects prescribed for the Class I. examination, provided that the maximum number of marks they can win does not exceed 4,000?—That is so, except that they have, of course, to present French and German, which is a further restriction.

38,651. Yes. They have to concentrate more on French and German than on any of the other subjects for the general Civil Service examination?—Yes.

38,652. Looking at the evidence given before the Ridley Commission, I find that some witnesses suggested that it would perhaps secure a more generally educated type of man if candidates were to present more groups of subjects for examination. But, in the case of the Foreign Office and Diplomatic Service, we must take it as a postulate that complete knowledge of two continental languages, French and German, is essential?—Yes.

38,653. Would it be possible for candidates to comply with that requirement while taking subjects up to 6,000 marks?—I think not. An exceptional man might do it.

38,654. Have men presented themselves for the Class I. examination who came up to the requirements

14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

of the Foreign Office in French and German?—That is a question I am not prepared to answer. I can tell you generally as to the relative standards of the two classes, but I could not answer that particular question.

38,655. And you could perhaps only answer it in any case by comparing marks, which possibly would not indicate the relative ability of the men in respect of conversation?—Yes; I could give you the marks for conversation separately.

38,656. Is it possible, without any great difficulty, to get out statistics of that kind?—Yes, I have them here, and can give you them at once. I have not got them out for the whole range of years, but for each year separately. I think the oral examination is the one you are most interested in, and there, in French, the Foreign Office clerks and attachés get, you may say, half as many marks again on the average as the Class I., Indian Civil Service, and Colonial cadets, that is, the successful candidates only in each case. They really show a very remarkable superiority there. In German the superiority is not quite so great, but there is a superiority. I cannot say why they do not do so much better in German, but it may be that the number of candidates taking German in the Class I. examination is rather small, and those who do take it are rather highly efficient. But in both cases there is a decided superiority in the oral examination. If you take the other part of the examination—translation and composition—you get a very similar, or even, perhaps, a greater superiority.

38,657. Would you attribute that altogether, or in a very large measure, to the candidates for the Diplomatic Service and the Foreign Office having to live in France and Germany?—They almost all of them do go abroad; there is no obligation that they should. I think the main explanation is that they do really concentrate on French and German, and they work very hard at them. I should be inclined to give greater weight to French and German, and, supposing the competition were left as at present, I should be inclined to double the marks in French and German. I think that would then have a more just effect upon the result of the Class list.

38,658. I think you have made a proposal, something to that effect, to the Foreign Office?—We have.

38,659. The present maximum number of marks in French and German is 400 each, and you propose to double that and to make the maximum 800 each?—Yes.

38,660. If you did that, would you still maintain the gross maximum at 4,000?—No; I should increase the maximum accordingly, that is to say, increase it to 4,800 marks.

38,661. You were good enough to send me some time ago the marks both for the attachés and for the Foreign Office clerks for 1913. Taking the attachés first, would you say that these young gentlemen, apart from their knowledge of French, German, and other foreign languages, and judging from the marks they won in other subjects, have acquired a liberal education?—I think so.

38,662. Take the first man on the list of attachés: He got good marks for English composition—329 out of 500—and for Italian translation, and for French and German. He has taken geography; he has taken two periods of English history; he has taken general modern history and political science; but nothing else?—That seems to me a very good general education. He has got a good knowledge of history, and a good knowledge of geography—because the standard of those papers is quite high. For political science it is difficult to say what he really got, because his marking has been reduced; but his English is quite good. I should call that really a very good general education. It is the kind of education that I should like to see more people receive.

38,663. How would that education compare with the completed secondary course in an English school, say, a grammar school?—It does not include any mathematics; but that is natural, I think. Mathematics is part of the earlier preparation, and it is to be expected that candidates whose interest lies in the direc-

tion of what you may call literature in its highest sense should drop their mathematics when they leave school. They have no doubt done sufficient mathematics when they go to the university. Mathematics and science are the two subjects one notices missing, but they presumably have been acquired at school; and at any rate in geography a certain amount of science comes in.

38,664. All the four gentlemen who passed had been at the university. Comparing this list with another, with which you furnished me, giving the universities from which you recruited them in 1913, they were all either at Oxford or Cambridge?—Yes, they had all been at the university.

38,665. There were five selected in 1913, but four only are shown here. Was a man called up in addition?—Yes, no doubt a man was called up.

38,666. As these men were at Eton and Oxford we may assume that mathematics, for the reason you mentioned, have dropped out?—Yes.

38,667. Possibly they may have learned some Latin and Greek—the usual school course?—Very likely. That, of course, we have no evidence of.

38,668. Looking at the successful candidates, there are four Foreign Office clerks for the same year, 1913?—Those four are a very even set of candidates approaching very nearly the same standard, and a very good one, too.

38,669. I suppose really the same remarks would apply to them. They were all at Oxford or Cambridge, and they were all at public schools—such as Eton and Rugby?—I think so.

38,670. Then you would not be in favour of any extension of the subjects for the examination?—As long as they take the subjects which they are taking, it seems to me that they give a very good and sufficient education. Of course, if the Class I. examination is to go to be rearranged, it might turn out that the subjects which they actually take would receive a much larger total of marks.

38,671. We cannot foretell that?—No; but it seems probable that modern subjects will receive greater weight in the examination; and it is the modern subjects on which these candidates are strong. They have what I should call a good modern education.

38,672. What, in your opinion, is the effect of the limitation on the number of men who appear? Does the effect of nomination by the Secretary of State mean that you may have shut out good men who ought to have admission to examinations like this?—No doubt it would shut out a certain number of people who, taking the limitations all together, had not the private means, and so on, required for attachés.

38,673. Omitting that for the moment?—You mean merely the system of nomination? No doubt it would shut out some people who would be successful in the competition if the competition were the only thing; but the importance of personal qualifications for these professions seems to me even greater than it is for the Civil Service, for instance.

38,674. But you think that the effect of the nomination is to shut out men who, if freely admitted, might be successful?—I do not know that it is so, but it seems to me clear that it must be the case that certain people are not nominated who might wish for nominations, and it seems probable that some of those would actually succeed in the competition. But I am only theorising; it is merely a general inference from the conditions. I am not aware of any person who wished to enter the Foreign Office or to become an attaché who has been excluded.

38,675. But from your general knowledge of the men who present themselves for the open competition, and from, in some cases, their very considerable knowledge of modern languages, and, generally, their intellectual equipment, you think it is not impossible that some are shut out who would be successful if admitted?—It seems to be possible. I should not like to say it was so.

38,676. There are two ways of looking at recruitment for the public service: firstly, a fair field and no favour to anybody; and secondly, endeavouring to get the men who are best suited for the kind of work to be done?—Yes.

14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

38,677. Which would you say is the best course to follow—an open field and no favour, on the one hand, or the limited competition among men presumably best suited for the work to be done, on the other?—As a practical administrator I should attach more importance to the second. I should not neglect the first, but the second seems to me what we have to keep mostly in mind.

38,678. Is there any means, do you think, of accommodating one to the other, that is, accommodating the needs of the public service to the competitive method of recruitment—a fair field and no favour. Does any way of reconciling both principles occur to you?—Referring to the report which you have already published, it appears to me that, in a large measure, the memorandum of the Foreign Office, which you were good enough to send me, shows that the Foreign Office does its best to select, from the candidates who present themselves, those who are likely to be most suited for the public service. That reconciles it, to a certain extent.

38,679. I was thinking whether any means of reconciliation could be invented, which did not depend upon personal selection?—You would have still to appraise their personal qualities in some way.

38,680. Towards that you have, perhaps, gone some way by imposing the necessity of acquiring a good knowledge of foreign languages?—But that is only a scholastic test. For the Foreign Office and for attachés, I understand, personal qualities other than those of a scholar are in the highest degree desirable, and I can see no way of appraising those qualities except by personal inspection. That might lead either to the exclusion, which the Foreign Office endeavour to carry out, of those whom they think to be unfit, or it might, conceivably, lead to the assignment of personal marks. That we do already for a post of less importance, but still of considerable importance, in the Post Office—the engineers. In their case a large proportion of the marks is assigned to personal qualities, which are considered by a committee on which the Civil Service Commission are represented.

38,681. Has that system been in operation in the Post Office for long?—No, only a year or two.

38,682. So far as you can judge, is it satisfactory?—We think it is. We hope it is. The Post Office seem pleased with the people they are getting in that way.

38,683. Has it been readily accepted by the candidates?—We have heard of no complaint at all.

38,684. What are the points to which your committee directs attention?—The duty of the engineer is not only to make constructions and to see that constructions are properly carried out, but also to deal with staff of all kinds, and generally to maintain discipline and method. Those are the qualities, I conceive, that the committee—I have not actually served on that committee myself—would naturally direct their attention to.

38,685. Personal qualities, suitability for the particular kind of work which they have to do, and address?—Address would be taken into account.

38,686. Do they ever take into account a man's personal demeanour and appearance?—I do not suppose that would be so important for a Post Office engineer, but I imagine for the Foreign Office it would not be without its weight.

38,687. (*Miss Haldane.*) Is his record taken into account?—The record would be before the committee. I think they would take it into account.

38,688. In the case of estimating his personal qualities, do you consider his record—I do not mean his school record—but his record in other ways than scholastically?—I think they do consider that.

38,689. (*Chairman.*) Beyond the increase of marks to 4,800 you are not disposed to modify this scheme of examination in any respect?—Not substantially.

38,690. Any further modification would follow on a general readjustment of the Class I. examination?—Yes. Perhaps you would like to know what subjects these candidates are most fond of taking? I have some figures about that?

38,691. Yes. I have them for August 1913?—Yes, but my figures cover the whole ground since 1908.

38,692. (*Sir Kenneth Muir-Mackenzie.*) Of people who have got nominations?—Yes, and what subjects they prefer to take in the examination. This examination is for the Foreign Office clerks and attachés. They all take English composition; that is voluntary, but they all take it.

38,693. (*Mr. Philip Snowden.*) Are these papers the same papers as for the contemporary Class I. examination?—Yes, exactly the same papers. Very few of them take Latin and Greek. Relatively a large number take Italian. Very few indeed take natural science. A good many take geography. Very few take Greek or Roman history. A very large proportion take English history and general modern history; and a fairly large proportion take political economy. The other subjects are not largely represented. So that you may say that the effect of this limitation is to cause them to concentrate on foreign languages and on history, which is practically, as far as I can see, the best educational preparation for the work that they have to do. I should add that a good many take Spanish.

38,694. (*Chairman.*) Could you make a comparison between the general capacity and character of the men who go into the Foreign Office and those who go into the Diplomatic Service?—From the examination point of view?

38,695. Yes, from that point of view?—On the subjects which they take, it may be said that both the attachés and the Foreign Office clerks do better, that is to say, they obtain a larger proportion of the marks than the average of the Class I. and the Indian Civil Service.

38,696. They do better?—Yes, they obtain a better average of marks on the subjects that they take, but they take fewer subjects. If you exclude French and German they are not far behind.

38,697. I had it in my mind to ask you the question whether, from the examination point of view, these two Services might be interchangeable having regard to the educational standard?—I should not be at all sorry to see the Class I. examination readjusted, so that people who take the subjects commonly taken by the Foreign Office clerks and the attachés should count for the whole total of the marks—that is to say, the 6,000.

38,698. I meant interchangeability between the Foreign Office and the Diplomatic Service only?—They must be very much the same kind of people.

38,699. So far as education goes there is really no reason why they should not be amalgamated?—No, not so far as I can see.

38,700. With regard to the question of raising the number of marks, I have here a paper from the Foreign Office which says: "There is a great deal to be said for the present scheme of subjects. The candidate who passed first at the last examination is a good example. He had obtained a first-class in the Cambridge history tripos, and he took, besides French and German, roughly the subjects covered by the tripos: English composition, two English history papers, general history, Roman history, political economy and economic history, and political science. This seems ideal. With a maximum of 6,000 he would, even if the French and German marks had been 800 each, have been obliged to take up two more subjects, and considerable ones, e.g., Latin translation and prose and verse composition and Greek translation, or, perhaps, Italian (600) and Greek history (500)." Do you think you would have got a better man if the candidates could have taken up these two additional subjects?—No, I cannot say I do.

38,701. Not for this purpose?—Not for this purpose, nor, indeed, from the point of view of general education, because if he really works at his French and German that means a very considerable addition to the whole work of the historical tripos, and he must work very hard at his French and German because the standard is a very difficult one indeed. I think it was not last year, but the year before, that we ploughed in French the man who came out first.

38,702. (*Mr. Graham Wallas.*) I realise the difficulty of comparing the examination for the Home Civil and the Indian Civil—with its larger maximum—with that for the Foreign Office clerks and attachés;

14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

but could you amplify an answer you made to the Chairman, and indicate, as far as you can judge from the subjects taken, in what relation the successful candidates in the Home Civil Service and the Indian Civil Service stand to the Foreign Office clerks and the attachés?—I will give you what information I can about that. Of course, it would require a very elaborate analysis to make an exact comparison. Taking all the successful candidates in the Class I. combined examination in the six years under consideration they have obtained an average of just about 43 per cent. of the possible marks. The attachés in that period have never been below 44 per cent., and they have been as high as 64 per cent.; their average may be said to be 50 per cent. The marks of the Foreign Office clerks run much the same as the attachés and they have never been below 43 per cent.; their average is also over 50. If you exclude French and German, which brings up their total, their average would be somewhat lower than the average of Class I.—say about 39 or something of that sort.

38,703. The average successful Indian Civil Service candidate represents a somewhat lower percentage than the average Home Civil Service candidate?—I do not feel sure about it. The Indian civilians all come in the middle, and the Home civilians come at the top and often also rather low down.

38,704. I understood you just now to propose to the Chairman that the subjects which are taken by the Foreign Office and Diplomatic Service candidates might have such an increase of marks assigned to them as would bring their total up to about 6,000?—Yes, very roughly—that the total might be very considerably increased at any rate.

38,705. And that that change should be applied, not only in the case of the Diplomatic Service and Foreign Office clerks, but as an improvement of the whole Class I. examination?—Yes, I think that would be a very reasonable arrangement.

38,706. If you increase, for instance, the marks given for history, would not that scheme make it possible for you to slightly extend the range of subjects in history?—I think it might.

38,707. I notice, for instance, that English history in the Class I. examination stops at 1848. For a man who is going into the life of the Foreign Office or Diplomatic Service, it would be very valuable that he should know certain events in English history since 1848?—I think you will find that in general modern history the range is more extensive.

38,708. I know, but general modern history means all history since 1848 I suppose?—I see no reason why we should not come down considerably later than 1848.

38,709. You think it might be possible with increased marks to make general modern history (which would include the lifetime of Bismarck and Cavour, and so on) quite an important subject?—Yes.

38,710. You told us that every one of the successful candidates in the period of the six years you were dealing with, in the Foreign Office and Diplomatic Service, was either at Oxford or Cambridge?—I do not know that every one had been, but certainly a great majority.

38,711. Would it be possible to give the figures for those six years showing the proportion who were at Oxford, at Cambridge, and elsewhere, both among the successful candidates and among all the nominated candidates?—You want a table classifying all the candidates nominated according to the university they attended?

38,712. I think it would be interesting?—Certainly, you shall have that.\*

38,713. The immense majority of the successful candidates in both examinations were at Eton were they not?—Yes, a great many were at Eton.

38,714. With regard to this paper which we have, proposing certain amendments in the Foreign Office and Diplomatic Service examination, which is issued by the Foreign Office, I understand it is a paper which the Civil Service Commission approve of?—I do not recognise it.

38,715. It says: "This seems ideal. With a maximum of 6,000," and so on—is that paper prepared in consultation with you?—No, we have not seen that.

38,716. Then the opinion that it is "ideal" is an opinion of the Foreign Office as to which they have not yet consulted you?—Yes.

38,717. I want to consider the Consular Service. From a paper handed to us it appears that the existing examination for the Consular Service was the result of a committee, one of whose purposes was to secure that young men with commercial experience should enter the Consular Service?—That is so.

38,718. For that reason the maximum age is raised to 27?—Yes.

38,719. But in the examination itself no advantage is given to commercial experience directly in the competition?—No, the commercial experience is one of the circumstances considered with a view to nomination.

38,720. But success in the competition depends upon success in the marks in the examination?—That is so.

38,721. The examination might be so managed that indirectly a man with commercial experience would get more marks than a man without such experience?—It would be difficult, do you not think?

38,722. Take an examination in economics: It would be possible to set an examination paper in economics in which a clever man with wide experience of commercial life might do better than a man coming straight from the university?—With wide experience undoubtedly, but with such experience as he could get in two or three years in one or two businesses it is not so certain, is it?

38,723. I have here the political economy paper set in the last Consular Service examination. Are you familiar with the lines of it?—I do not recall it at this moment. I have no doubt seen it.

38,724. Perhaps you will just glance at it in this book (*handing book to the witness*)?—It follows very closely the syllabus.

38,725. You would agree that it is very conspicuously what might be called a text-book paper?—Yes, I agree to that.

38,726. And a young man who knew his text-book and nothing else would be more likely to do that paper with confidence and success than a man whose ideas were confused by actual experience?—I am afraid I do agree to that.

38,727. It is also, in order to secure that experience, arranged that an arithmetic paper should be taken. You have the arithmetic paper on page 577 in that book. Arithmetic, according to page 90, is only to include vulgar fractions and decimals, including English and metric weights and measures?—Yes.

38,728. Would you say it is anomalous and absurd to examine able young men, in order to detect their mental ability, in arithmetic confined to vulgar and decimal fractions, including English and metric weights and measures?—What would you think ought to be added—book-keeping?

38,729. I should have supposed that arithmetic which really detects ability and shows the power of an able man would include the logarithmic methods which are used in actual banking business?—Your suggestion is that the syllabus might be extended by that?

38,730. In fact, if you look at the paper itself, you will see that in order to make it a test you put questions in these extremely simple rules, which questions themselves are of almost ridiculous difficulty?—I should not say they were of very great difficulty.

38,731. They are laborious, but simple?—Yes, laborious.

38,732. That is the kind of paper that used to be set in the old second division examination when the arithmetic was restricted in the same way?—Very likely.

38,733. Do you think it would be possible to reconsider that side of the consular examination?—Certainly.

38,734. Have you any figures to show whether young men of commercial experience up to or near the age of 27 do, in fact, prove successful in those examinations?—We do not know that. That, of course, comes out before the Nomination Committee. That information does not reach us.

38,735. You know the age of the candidates nominated?—Yes.

\* Vide Appendix LXXX.

14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

38,736. And you know the age of the successful candidates?—I have the figures. I do not know them at this moment.

38,737. Could you insert upon your notes of the figures of the last six years the number of successful candidates of certain ages and the proportion of those successful candidates who claim to have had commercial experience?—I do not think we should know that latter point, but you shall have the other figures.

38,738. (Chairman.) That merely helps for the nomination, and not in the examination at all?—They may fill up a form in which it occurs, but I am not sure.

38,739. (Mr. Graham Wallas.) There are certain special examinations held for attachés which entitle them to receive an allowance for international law and languages?—Yes.

38,740. Do you manage those examinations?—Yes, in international law, but I do not think we examine them in languages.

38,741. Do you know who does?—We hold an examination for Foreign Office clerks as translators, but it is rather an elementary examination—just for the business of translating. There have been only five such appointments in ten years.

38,742. Will it be practicable from your point of view as an examining body to hold certain other examinations to test the acquirements of attachés in their earlier years in special subjects of study, besides international law, that are directly useful for their work?—If the attachés were to go in for the examinations we hold for the Army and Navy interpreters, there would have to be a little change as to the nature of the papers set and so forth, but that class of examination would be extremely practical. I think it reaches a high standard. In almost any foreign language they could be examined.

38,743. At present they get a special allowance for international law, and I can conceive it desirable that the same system should be extended to some other subjects, say to the general trade history of the world, or the history of tariffs in the world?—Yes, I imagine we could examine in that. The syllabus would have to be very carefully considered, but I see no practical difficulty. If it were thought desirable we should be able to do it.

38,744. Then there is in the Foreign Office a selection committee that selects nominees for the Foreign Office, and another selection committee for the Consular Service?—Yes.

38,745. Has the Civil Service Commission ever been consulted as to the formation or procedure of those committees?—No.

38,746. As far as the Civil Service Commission is concerned you have no knowledge of the procedure of the committees or their formation?—None whatever, except what is contained in a memorandum which the Chairman was good enough to send me.

38,747. But you imagine it might be helpful to the committees if the experience from a somewhat detached point of view of the Civil Service Commission were represented upon a committee of that kind?—It is not for me to say.

38,748. (Chairman.) Sir Arthur Nicolson said that for his part he would have no objection?—We should have no objection, of course, if our assistance was thought useful.

38,749. (Mr. Philip Snowden.) You said there were other qualities than those of a scholar that were important for the post of Foreign Office clerk or attaché.—Yes.

38,750. Do you mind saying what those other qualities are?—They are very well set out in the Foreign Office Memorandum No. 4—"Respecting the nomination system as applied in the Services administered by the Secretary of State for Foreign Affairs." I do not think I can improve upon that.

38,751. Do you include in those other qualifications high social connections, and the qualification to take his part in high society in the country to which he goes?—Yes, I should, as the world is at present constituted.

38,752. Have you any explanation to offer of the fact that half the successful candidates in the last few

years have been the sons of peers or baronets in their own right?—The only explanation I can suggest is that that is the class which is most ambitious to fill such positions.

38,753. You would not offer as a possible explanation the suggestion that the system of nomination has something to do with it?—I do not know enough really about the system of nomination to be able to say whether it has or has not.

38,754. The candidate is nominated either for a Foreign Office clerkship or for the Diplomatic Service; he does not enter simply for the common examination, and then afterwards select the post to which he will go?—No, they are nominated for one post or the other.

38,755. Is the condition of a private income of 400*l.* a year applied to a Foreign Office clerkship as well as to the other?—That is not within my knowledge.—(Chairman.) It does not apply to Foreign Office clerkships.

38,756. (Mr. Philip Snowden.) You said in reply to the Chairman that you think the educational standard of these candidates is quite equal to that of the Class I. candidates?—I do not think that is exactly what I said. I said that their educational standard was very suitable for the posts which they are going to occupy, and that in the subjects which they take they obtain a standard fully comparable with that of Class I.; but if you put it to me as a question whether it is actually equal to Class I., I should say it is not so good as the highest and better than the lowest.

38,757. Is it within your knowledge whether these candidates have restricted their studies at the university to the subjects likely to be of use to them in the examination?—I could not say that for certain. If they have, their studies would still be wider than those required for almost any university degree.

38,758. Then they would possibly be, as the examination results show, more proficient in that limited number of subjects than if they had taken a wider range?—I think that is so.

38,759. I take it from what you have said this morning that you really are fairly well satisfied on the whole, I will not say with the system, but so far as you are associated with it?—Yes, I am very well satisfied with the class of men who come up to us to be examined from an examination point of view. I have no reason to be dissatisfied. We sometimes get a bad man, but then he is not successful.

38,760. I notice that on some occasions the competition appears to be rather keen; that is to say, you have a considerable number of candidates for a small number of vacancies. In 1908, for instance, you had only one vacancy for a Foreign Office clerkship, and you had eight candidates. What is your idea about the severity of the competition; that is, the pitting of a large number of candidates against each other for a very limited number of places?—You mean, is it bad from the point of view of the candidates themselves?

38,761. Yes, and about the fairness of the whole thing?—I see no particular unfairness in encouraging people to go in for this competition if they desire to pass, because, supposing they are unsuccessful, they have still had as good an education as they can want, and if they go on to something else instead they are still young; they are in no way damaged. It is not like a highly specialised examination in which all the work done is wasted. I should say that none of the work done for this examination has been wasted.

38,762. Are these returns with which you have supplied us copied from some official document. It is the list of candidates at the various examinations and the marks they have taken?—Yes.

38,763. How does it come to pass that in some instances you give the names of the unsuccessful candidates and not in other cases? Is it not an unusual thing to give the names of unsuccessful candidates?—We sent you such copies as we possess. We have been in the habit of printing two lists, one which goes to the Foreign Office filled with names, and another which goes to the candidates, in which only the names of the successful candidates are given, and the others are indicated by numbers. The candidate will know his own.



14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

number and place and his own marks, but he will not know the names and number of marks of the other candidates.

38,764. Are these returns in which the names of the unsuccessful candidates appear accessible to the public?—No, they have not been in the past. We have recently taken to issuing the names of all candidates in a competition, and we now follow that practice for the Foreign Office, but the names only go to the department and the candidates.

38,765. Do you think it desirable to publish the names of unsuccessful candidates? There is a young fellow here who got a total of 641 marks out of 4,000. I do not suppose he would thank the Civil Service Commission for publishing that fact?—We went very cautiously when we introduced the custom of publishing the names of unsuccessful candidates. We started with one examination, and then we went to another. When we had published three or four, and had received no complaint, we thought the matter was so convenient in general that we might venture further on it. We had some delicacy in the matter, I confess.

38,766. (*Chairman.*) What good is gained by publishing the names?—It saves a great deal of official trouble.

38,767. (*Mr. Philip Snowden.*) In what way?—First of all you do not have to print and check two lists.

38,768. You mean for the use of the Foreign Office?—No, I am not speaking of the Foreign Office, but of the general examinations.

38,769. You do not now publish the names of the unsuccessful candidates in the general examinations for the Civil Service?—Yes.

38,770. The second division?—Yes, and Class I. too.

38,771. How long have you been doing that?—Two or three years, and we have had no single complaint.

38,772. (*Chairman.*) It seems that the only thing to be gained by it is the little saving in printing?—There is also the risk of error eliminated, and a considerable saving of clerical labour. It was urged upon me very much by the directors of examinations, as they thought it would be a very decided improvement, provided the candidates did not dislike it. Of course, if the candidates had disliked it we should not have done it, but as no candidate has raised any objection we have taken to doing it.

38,773. How do the headmasters of schools like it, for instance?—They have never objected.

38,774. You never see any of the Class I. men. They never come before you. You see their papers, but not the men themselves?—No, they never come before the Commissioners. They come into the office to choose their situations, but I never see them except by accident.

38,775. (*Mr. Boutwood.*) Some books containing regulations have been supplied to us by the Foreign Office, and in regard to one of the regulations there is something I do not understand. In a paper you issued in October 1911, you speak of the candidates for the Diplomatic Service and the Foreign Office being examined also as candidates in combined open competition?—That is if they like they can enter for Class I. as well, taking the whole range of subjects; but they do not do it.

38,776. Supposing they did, they would then be eligible for anything that turned up?—Yes.

38,777. And they do not do it?—No.

38,778. I suppose sometimes in this examination for the Foreign Office and Diplomatic Service you do what you occasionally do in other examinations. You take a man for a later vacancy from below the list of those who succeeded?—Yes.

38,779. In cases of that sort does any indication ever reach you, directly or indirectly, that the Foreign Office would prefer a certain individual—Smith rather than Brown—or do they take the man you send?—They take the next man always.

38,780. You spoke several times of a high standard in French and German for the Foreign Office and the Diplomatic Service. I was not quite clear what you meant. Have you a different standard in those two subjects, or is it merely that you exact a higher number of marks in the same standard?—The papers

are marked in exactly the same way, but they have to get a considerable proportion of the marks—60 per cent. before reduction. I may say that the question whether the candidate is to pass or not, does not depend entirely upon marks. If he were anywhere near the border line, his work would be very carefully studied from the point of view of whether it was sufficiently good, and he would be passed or not passed on that investigation, and not merely by the addition of marks.

38,781. Comparing the Foreign Office and Diplomatic Service examination papers with those for Class I., it occurred to me while I listened to you—we heard it many times in the course of the earlier part of our inquiry, and more or less adopted the view ourselves—that one of the objects of the Class I. examination was to secure a good general education of a high type as the basis for the administrative work of the Service?—Yes.

38,782. Evidently the subjects taken by these Foreign Office and Diplomatic Service candidates form a more or less separate group; for instance, you find classics conspicuous in the Home list, and equally conspicuous by its absence in the Foreign Office and Diplomatic Service list?—Quite so.

38,783. The subjects do fall into two more or less contrasted groups?—They do.

38,784. It struck me from what you said, that really the selection made by the Foreign Office and Diplomatic Service men tended rather to get away from the conception of a general education, and tended to make their examination more or less of a professional type. You yourself said that the subjects chosen were admirably adapted for the work the men have to do. That differs from what we have been accustomed to hear about the Class I. examination and the Class I. men?—I should not call it professional. I should call it a general education, only it is a modern general education instead of a classical general education. It is the kind of education I am always trying to persuade people to provide at the universities.

38,785. With regard to the consular examination, the maximum age for that is 27. What sort of examination can you give a man of 27?—It is not very satisfactory, of course, from the examination point of view, to examine a man after he has left his scholastic studies; certainly I agree to that. But the system of examination being imposed upon us we do examine people well up to 30, and beyond that even.

38,786. Hitherto we have attached some importance to the idea of co-ordinating examinations with a general educational system, but when one has an examination open up to the age of 27 and intended to catch men who have been out into the world, such an examination is rather outside the range of that principle, is it not?—It is. It is an endeavour to reconcile two different requirements—one a scholastic requirement and one a practical requirement.

38,787. (*Chairman.*) I put a question upon that point some days ago, my object being to ascertain whether the education which your examination for the Consular Service was devised to test, should be of the secondary type or of the university type. Having regard to the Consular Service and the sort of work these men have to do, which do you think it ought to be?—At that time of life it ought to be an examination on such parts of their general education as people who had been out in the world for a little while might be expected to have retained. That is the answer I should give to that question.

38,788. But do you not appeal to a different class of people in the Consular Service; you do not appeal to the university man?—Not so much.

38,789. You appeal to a man who has a general commercial education?—A certain number of university men go in, but I do not remember the proportion. It is a very difficult examination to make at all satisfactory, I fully agree.

38,790. And then you mix up with it certain matters of a semi-professional type—knowledge of merchant shipping and all that sort of thing—which are really matters which can be crammed in a very few months?—Yes, it is a very troublesome examination.



14 May 1914.]

Mr. STANLEY LEATHERS, C.B.

[Continued.]

38,791. (*Sir Kenneth Muir-Mackenzie.*) I think you have nothing to do with the number of men who are sent in for the examination for the Foreign Office at any particular time because of there being certain vacancies?—No, we have no control over that. If the number was singularly deficient we might make representations, but that would be all.

38,792. And after they have passed you have nothing to do with whether they continue to act upon the list that you have sent in, or whether they send in a fresh batch for examination upon two or three vacancies taking place?—They only hold the examinations once a year.

38,793. Is it a regular system with them, as far as you know, that they exhaust during the year the number that you have made out on the list?—That must be so, because they come to us for certificates, and, if they take people out of their order, we should know of it; but they do not. Whether they take any more from the list as originally issued would depend upon casual vacancies which, I suppose, they might or might not fill.

38,794. That lies in their discretion?—Whether they fill their vacancies, yes, but if they fill them they must take the next man.

38,795. I do not know whether such a case has ever arisen, but I suppose it might arise that there was a small list of men sent in for you to examine, say, for a couple of vacancies, and there were two men very good, and perhaps the rest were rather below the average, and not men who would be likely ever to be at the top of the list of ordinary candidates. Under the system that you say prevails one of those inferior men, I suppose, might get in?—He might, yes. We have never had much anxiety as to the qualifications of the candidates.

38,796. I did not wish to suggest that, but it occurred to me as a possible evil in the system?—Yes.

38,797. (*Mr. Boutwood.*) Would you refuse your certificate if the men were very low down and very bad?—We might be obliged to, I think.

38,798. (*Sir Kenneth Muir-Mackenzie.*) But the question before you in the examination is to put the candidates in order?—Yes; and also to see whether they pass in French and German, so that there is generally a proportion of the candidates who are not qualified, and they cannot be appointed.

38,799. (*Mr. Matheson.*) I notice that in 1913 the lower candidates who were successful seem to have been rather below the average. I suppose that is only just an accident of the year?—It varies from year to year. If I remember rightly the Foreign Office result was very good, but there was a weak candidate among the attachés.

38,800. Yes; it is an attaché of whom I am speaking. Is the minimum standard in French and German definitely fixed, or do you go just on the general look of the work when you come to the examination?—There is a standard of marks, but then when the candidate appears not to have come up to the standard of marks, or very near it, the work would be specially considered.

38,801. Do you find that the people who are good at French and German generally do pretty well in the other subjects?—Commonly; but it has happened that the man who was best in French and German was not successful.

38,802. Have you any experience of the people appointed under the old system?—No, I have known nothing about it.

38,803. The old examination was not in force while you were there?—Yes, it was in force, but I was not then on the examination side.

38,804. You have no opinion as to the quality of the two classes of men?—No, I have not. I could not really compare them. The old classes of men were all crammed; that is to say, they went to a crammer.

38,805. It has been pointed out that a comparatively small number of public schools are represented in these lists. Do you think the Foreign Office is known among the public schools as a possible service?—It has occurred to me that perhaps the conditions for applying for nomination were not so widely known as they might be.

38,806. We have it in evidence that nominations are given very freely, but I cannot help thinking that perhaps good men are not aware that it is very largely an open service?—I should think what you suggest is quite possible.

38,807. Do you get many inquiries with regard to the Foreign Office and Diplomatic Service?—No, I think not. I do not think they write to us. They write to us very extensively about the Egyptian Civil Service because they do not know whom to ask; but I do not think we have many inquiries about the Foreign Office.

38,808. At this examination the age is a year older; they go up to 25?—Yes.

38,809. As a rule do you find that men go in before their last chance?—I should say certainly most of them would enter the second time if they were not successful the first.

38,810. What you said about men who failed having other professions open to them is quite true, only they would be a little older than the man, say, who had failed for Class I.?—That is so. I do not suppose they would go in again if it was plain that they had no chance. I should not say it made a very great deal of difference.

38,811. (*Mr. Philip Snowden.*) Have they to state on a form to you whether they have competed in any Civil Service examination before and for what examination?—Presumably, yes.

38,812. You do not happen to remember whether these candidates for the consulships are the failures of the Class I. examination, largely?—I should not say so, but I do not know. It would require a good deal of research to ascertain that. I do not think there is any reason to believe it.

38,813. (*Mr. Shipley.*) Could you give us any information about how other countries fill their Diplomatic Services?—I am afraid it would be very inaccurate.

38,814. As far as I make out in France you are allowed three chances at a final examination; if they fail once they may go in twice again. Is that so with us?—That results from the working of the age rule.

38,815. A man may compete more than once?—Yes.

38,816. I suppose the waiting list runs out in twelve months, and then you start again?—That is so.

38,817. Would you see any objection to having the consular examination at a fixed time? It always seems to me that the consular examination is not nearly so well known as the others, and I think it is partly because it is held so erratically?—I think it would be a great advantage to hold it at a fixed time.

38,818. I have some information here about the way they enter the United States Service, and they seem to have an examination which, I take it, is rather more than medical—something in the nature of gymnastics. Is there anything like that in ours—any physical examination?—No, no physical examination.

38,819. They pay so much more attention to that kind of thing in the United States. With regard to the student-interpreters, in your experience of them do they compare favourably, say, with the higher consuls or the Diplomatic Service, or the Foreign Office?—Do you mean the student-interpreters for the Far East or the Near East?

38,820. Begin with the Near East?—The student-interpreters in the Near East are a very special class of men. They are really tremendous linguists, and from that point of view they are very remarkable. Most of them, or nearly all, take up six languages; and then they go to Cambridge and learn others. Those for the Far East are rather like diplomats, but they are not so highly qualified. The competition for the Far East is not so keen.

38,821. Looking down their salaries it struck me that these men with the very highest ability are very poorly paid considering the life they have to lead in the Near East?—It must be a very hard life, no doubt, though very interesting.

38,822. I suppose a man might pass in and become a diplomatist without any particular knowledge of such things as international transport or the big problems of emigration or the Convention of Berne or such

14 May 1914.]

Mr. STANLEY LEATHES, C.B.

[Continued.]

things as they examine them upon in France?—That is so.

38,823. As far as I make out, in France they have to have either a degree or diploma from the *École des Chartes*, or some other institute, and then they have a highly specialised examination in subjects that they would be likely to have to deal with in after life. Do you think that would lead to a better class of men passing in?—I should doubt it myself, and it is open to the very grave objection that the people who fail have wasted their time to a large extent.

38,824. (*Miss Haldane*.) With regard to the advertising of this consular examination, is it advertised in the public newspapers?—I think not. We never advertise for nomination posts. Any advertising that is done would be done by the Foreign Office, and I think their memorandum shows that they do not advertise.

38,825. I wondered how the examination became known to schools and universities. I was rather struck by seeing how very few Scotch boys have gone in for this examination, as I thought probably it would be one that would appeal to that type of boy?—It seems to me possible that it is not very widely known.

38,826. Is the examination in French and German what you would call an educational examination for the Consular Service?—No. I should say it is an examination in the languages.

38,827. Anyone whom I have known going in for that examination simply went abroad to learn the language in a colloquial way?—They have to know it in a scholarly way too. They have to be able to compose and translate in a scholarly way.

38,828. Is it of a sufficiently educational type?—I think as far as you can make an examination in a language educational it is educational.

38,829. But surely you can make an examination in a modern language highly educational?—Not unless you bring in the literature and the history of the country and everything of that sort, and that we do not feel able to do; it would keep them out.

38,830. It would make the standard too high?—Yes, it would make the requirements too high.

38,831. (*Chairman*.) In regard to the consular examination which consists of two parts, first the educational and next the special subjects, what would you say to having the examination altogether of the educational type, and subsequently giving them time to learn the special subjects?—I think that is rather a question for the Foreign Office.

38,832. It would be; but from your point of view, if you can express an opinion, I should like to know whether you would be likely to get a better type of man if you were to have the examination directed to purely educational subjects, and afterwards to employ the selected candidates, say, for six months during a period of probation in learning the special subjects?—Looking at it purely from my point of view, I should say that would be preferable. Of course, I see difficulties with regard to cost and trouble.

38,833. But, eliminating those difficulties, the men, if employed here in the Foreign Office and in the Board of Trade during a period of probation and given facilities to study and learn the special subjects, might at the end of six months be turned out more efficient consuls?—I think that is very likely.

38,834. You are not in favour of assimilating all the examinations for the Diplomatic Service, the Foreign Office, and the Class L, but you think there are particular reasons why you should retain the existing system?—Yes, with such modifications as there are.

## NINETY-SIXTH DAY.

Friday, 15th May 1914.

### PRESENT :

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR BOUTWOOD.

Mr. JOHN ROBERT CLYNES, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. PHILIP SNOWDEN, M.P.

Mr. GRAHAM WALLAS.

Miss HALDANE.

Mr. N. E. BEHRENS (*Secretary*).

Mr. CHARLES EDWIN MUSGRAVE (*Secretary to the London Chamber of Commerce*) called and examined.

Mr. WILLIAM G. WALDER (*Statistical and Information Department, London Chamber of Commerce*) was in attendance.

38,835. (*Chairman*.) Will you tell us what office you hold and what opportunities you have had of acquiring information respecting the Consular Service?—I am Secretary to the London Chamber of Commerce. I have held that position since 1909, but prior to that I was Assistant Secretary to the Chamber; I was appointed to that post in 1884. I joined the Chamber in 1882, so that I can speak with 32 years' experience of these matters so far as the Chamber of Commerce has been concerned in them.

38,836. Will you give us your evidence in your own way. As you go on I may put you a question or two with the object of elucidating obscurities?—I am authorised to give evidence on behalf of the Chamber of Commerce with special reference to the Diplomatic and Consular Services in relation to trade matters. The Chamber is frequently requested to invoke assistance on behalf of individual members, and on behalf of committees or trade sections of members. Those trade sections are large bodies of traders interested in a particular trade or a particular market. We have 45 of those sections. I may mention two or three of them :

We have the Anglo-Russian section, the Anglo-German section, and the Far Eastern section, including China and Japan. We have also an East India section, and so on. I need not refer to our Colonial sections, because we are here mainly concerned with foreign trade. On behalf of those sections, or of individuals trading with foreign countries, we have occasion to invoke the assistance of the Diplomatic and Consular Service either through the Board of Trade or the Foreign Office in connection with difficulties or grievances which may arise out of a large variety of business transactions. Latterly, I may say, that our practice has been to address the Board of Trade who communicate with the Foreign Office. Occasionally we go to the Foreign Office direct.

38,837. Do you ever go direct to our diplomatic and consular officers abroad?—Sometimes, but not so frequently now as in former years, in view of the Board of Trade arrangement under the Advisory Committee on Commercial Intelligence.

38,838. Will you explain in a few words what you mean by the Advisory Committee of the Board of

15 May 1914.]

MR. CHARLES EDWIN MUSGRAVE. (MR. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

Trade?—I will give that a little later. Since the formation of the Chamber in 1881 many matters of the kind to which I have referred have arisen, and our representations have usually been attended with results which we may consider satisfactory from the point of view of the interests concerned. One is not always successful; but on the whole we have nothing to complain of in the sympathy, at all events, with which our representations have been received.

38,839. Are things growing better in your estimation?—Certainly, and I will be able to give you one or two instances later. Then we have observed in recent years—and this is partly due to the activities of the Board of Trade Advisory Committee on Commercial Intelligence—that there is a greater disposition than formerly, with certain limitations which I will refer to more particularly presently, to afford such assistance to British traders as may be possible under certain prescribed conditions. Those prescribed conditions are laid down by the traditions of the Foreign Office Service and their administrative policy as it may change from time to time. You asked me about the Board of Trade Advisory Committee on Commercial Intelligence. That is a committee which was set up a few years ago, and consists of the heads of those Government departments which are more particularly associated with trade matters, with the addition of a number of representative commercial men selected and appointed by the President of the Board of Trade. Until recently that Advisory Committee, or rather the commercial members of the Advisory Committee were only able to deal with or advise upon matters which were put before them by the permanent officials; but by an arrangement which was made about a year ago the commercial members may initiate a subject with the approval of the Board of Trade, and that approval has not been, and I do not think ever will be, unreasonably withheld.

38,840. Do they meet at stated intervals?—Yes. You will probably be getting some evidence from them, but my impression is that they meet once in two months, or something like that, though I do not pledge myself to the accuracy of that. The improvement to which I have referred applies both to the Diplomatic Service and to the Consular Service—that is, speaking from our own point of view. For greater convenience in giving my evidence I would ask the Commission to allow me to deal separately with the two Services in view of certain essential differences which the Commission will appreciate; but my object is to show how these services have been instrumental in the promotion of legitimate commercial interests abroad, and what further possibilities may exist for extended usefulness in the future. Practically I hope that will be within the scope of the Commission's inquiry.

38,841. Undoubtedly it will?—Dealing first, with the Diplomatic Service in connection with trade matters, I think I am right in stating that, broadly speaking, the action taken has been mainly in the following directions—there may be others, but these are the principal ones: (A) Negotiations of treaties of commerce; (B) Obtaining information as to probable changes in foreign tariffs. That is very necessary, because if we have particulars in good time of a projected change in a tariff, or in the law affecting tariffs, it enables timely representations to be made before the proposals have got so far that neither diplomacy nor peaceful persuasion will alter the intentions of the projectors of the proposals. Then another point is (C) the unreasonable treatment of British shippers in connection with Customs tariffs, as to classification and otherwise. I think the Commission know that a foreign Customs tariff is a wonderfully intricate piece of machinery, not only in operation but even on paper; and there are occasions when we have to ask the assistance of our Government in connection with administration, more particularly questions of classification—as to whether a particular article comes within one classification or not, and consequently whether it is subject to a low duty or a high duty. It sometimes happens that a very cheap and common article is being assessed for duty quite beyond its proper value or its actual nature, and therefore from a business point of view

these sort of questions are very important. Another point upon which the Diplomatic Service is most useful to trade is (D) in supporting British owners of foreign concessions—concessions for public works, contracts, and things of that sort—but hitherto that support has usually been given after the concession has been obtained, and not prior to it being obtained; and that is a point I want to develop, with your permission, a little later on.

38,842. You say that the support of the Diplomatic Department is usually given after the concession has been received, and not before it has been received?—Quite so. There is little, if any, assistance given in obtaining it.

38,843. You propose to say something later in favour of assistance being given before the concession is obtained?—Certainly, in approved cases. Another valuable service which is rendered is (E) in supporting British traders in cases of alleged miscarriage of justice. The judicial system in some countries cannot be mentioned in the same breath as our own, and anomalies and grievances arise; and it has been found possible to bring pressure to bear which has helped to rectify a situation which has been most unfair to the British trader. I am referring particularly to suits instituted by or against British subjects. We had instances in Persia, and we have had some very bad instances in Spain in particular, and there the Foreign Office was very useful. In the case of Persia I may mention that certain money which was being wrongfully withheld was obtained after some years' efforts on the part of the Foreign Office. I do not complain of the delay; I only wish to express appreciation of the success. I have mentioned the cases with regard to a possible miscarriage of justice; they are principally in the direction of unreasonable delay in the hearing of cases.

38,844. On some of those matters do the consular authorities also lend their assistance?—Yes, to some extent, I believe, but not in the same degree. The moral effect of representation by an embassy or legation is very much greater than that of a consulate. I should like to see the status of the consuls raised somewhat. In status they rather suffer by comparison. In the case of Spain I am reminded that our Minister in Spain went direct to the Minister of Justice in Spain, and was able to disclose the details of the scandal which existed, and some steps were taken to mitigate the trouble. The Chamber desires to acknowledge the promptitude with which on several occasions the Foreign Office has communicated by cable or letter to His Majesty's Ambassadors or Ministers in support of British interests in certain cases. I have, for example, a case which I am going to put before the Foreign Office to-day on a telegram we have received from China from the Hong Kong Chamber of Commerce with reference to piracy in southern waters there. I have very little doubt whatever that on receipt of this letter and our representations the Foreign Office will cable instructions; they will not wait and send a letter; when they are seized of danger to commercial interests they are very ready to act promptly. But having said that, I would like to point out that the impression exists among British firms that in some cases instructions are given to the Minister abroad to make friendly and informal representations, and they may be effective in some cases; it all depends upon the terms upon which the two Governments may be at the time. Friendly and informal representations may be very effective, but there are occasions when it is more desirable we think to make formal representations. If it is known that the British Government, and the force of the British Government—I mean all the moral force of the position of Ambassador or Minister—is behind the complainant, that would be effective in some cases where we have not been able to get satisfactory results. I have an instance, if I may refer to it.

38,845. I was going to ask you to give me an instance so that the Commission may clearly understand what you mean?—Here is an instance where a large firm of contractors in London and Liverpool had made a contract with a municipality in Portugal to do all the sanitary work and drainage of the municipality. They

15 May 1914.]

MR. CHARLES EDWIN MUSGRAVE. (MR. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

had to deposit a sum of money as a guarantee that they would carry out the work, the understanding being, of course, that that money would be refunded to them on the completion of the contract—it is what is called caution-money, both in Turkey and there. They carried out their works satisfactorily, but although these works were completed some years ago this firm have been unable to get payment of the money, which, with interest, now amounts to about 40,000*l.* We understand that informal representations were made to the Portuguese Government, but that very little notice was taken of them. We went to Mr. Acland, the Under-Secretary of State, and convinced him of the justice of the complaint, and, I may say, the injustice of the treatment which our contractors had received, who had not only carried out their work but were unable to get back the money they had deposited as a guarantee that they would carry it out. Mr. Acland was so far impressed with the representation that he agreed that further representations—formal representations—should be made on the general ground, of course, that such treatment of British subjects and British contractors was not calculated to encourage trade and was not in the interests of the Portuguese themselves who might be coming to this market for money; and, as you know, confidence is at the root of a good and satisfactory business. We have not heard the upshot of that, but we have every reason to hope that the ultimate result will be satisfactory. At all events there is the point we wanted to make, that official representations were more effective than informal and friendly ones.

38,846. In that particular case did you communicate with the Ambassador or the British Minister at Lisbon and suggest that official representation should be made to the Portuguese Government?—We did not. We went to the Foreign Office, and the Foreign Office ultimately decided to make those further representations.

38,847. But you do not question that in the first instance unofficial representations were the proper thing?—I quite agree. As a matter of fact there is a British Chamber of Commerce in Portugal, and they brought it under our notice as a grievance. They are there to look after the interests of British traders.

38,848. It comes to this, that where unofficial recommendations fail an official recommendation succeeds, or has had a chance of succeeding?—Quite so.

38,849. All that is satisfactory to you; the Foreign Office and the Diplomatic Service are responsive to your call?—Yes, but I want to say something by way of qualification with regard to that. I am aware that the traditions of the Foreign Office are against direct intervention in trade matters. But it is freely stated by people whom I represent that other foreign governments are less diffident in respect of the commercial interests of their subjects in other countries, and I submit that in the altered circumstances of the present day this country would be justified in taking a less diffident attitude.

38,850. Might I ask whether the attitude which you desiderate should be taken in regard to pushing trade or in regard, for instance, to the recovery of debts and the enforcement of contracts?—I think in all three—in all those directions.

38,851. So far as I understand, in regard to enforcing claims on a foreign government, you have not found the Foreign Office and Diplomatic Service unresponsive?—We have found them diffident, as I prefer to put it. The idea is this, if I may put it in a colloquialism, that it is considered to be *infra dig* to appear to be pushing trade.

38,852. That is just what I want to ascertain—what the precise complaint is or the precise cause of dissatisfaction; whether it is, for example, in regard to the recovery of the just dues of a firm in England or laxity or unwillingness to push the trade interests of a firm in England?—I think the diffidence is more in the direction of not pushing the trade interests.

38,853. You think that other governments do more in that direction than the British Government does?—Yes. It seems to be their policy to support their nationals more openly than our Government does.

38,854. Would not that part of the question come more naturally under your consular division?—No, because I will give you presently my view of what the consular functions are; but there is a distinct division between the two things. I know a great many consuls, and their sphere of action is somewhat limited.

38,855. You think that British missions could do more and ought to do more in pushing the interests of British trade?—The larger interests, of course, and within reasonable bounds. I do not suggest that every concession-hunter, whatever his status, should receive support.

38,856. The larger and general interests of British trade?—I think that it should be done for firms of repute. Inquiries could be made of course.

38,857. Will you indicate the means by which, in your opinion, the interests of British trade could be pushed by British missions and embassies abroad? Would you suggest the appointment, or the addition to the embassy staff, of a particular officer charged with those functions to which you now refer?—Yes, that would be one of the means, and I will develop it presently. I have referred to the attitude of diffidence. In these days there is no diffidence on the part of foreign governments, and possibly a little less diffidence on the part of ourselves would not be at all undignified under modern conditions. I have mentioned the altered circumstances. I think altered circumstances will be common ground. Circumstances have changed very much in regard to the competition of other countries with us and the methods of business in the last few years. No doubt the position has been improved by reason of the efforts of commercial attachés and trade commissioners. I think the Commission know that there are eight commercial attachés (for foreign countries) and there are trade commissioners (for the Dominions). They frequently meet the London Chamber of Commerce and other chambers of commerce and associations, and keep themselves in touch with business interests. As a matter of fact, I have just arranged appointments which will occupy the whole day with many members of our Chamber with Mr. Ainscough, the special trade commissioner, who is to be sent out to China through the Board of Trade and the Foreign Office to report on the prospects of British trade and obstacles and difficulties in the way. It is a very great advantage that that trade commissioner should be in touch with people who are actually doing business, that he should know what their desires are, and that he should be able in his report to produce something which has more than a journalistic value, and which may be of practical utility.

38,858. That is the direction in which you think the embassies could give you greater assistance?—That is one of the directions, but my point is that, while the special commissioners charged with these missions can perform a very great service, they are away for a year or so and then come back again; the troubles which a business man has may arise on the spot, and would have to be dealt with in a great many cases by the local Minister or by his staff.

38,859. (Mr. Boutwood.) Will you tell me what trade commissioners are?—Trade commissioners are officials appointed by the Advisory Committee of the Board of Trade to visit various countries and report on openings for British trade.

38,860. Are they members of the commercial world or of the public service?—Usually the Board of Trade have selected the commissioners outside the Civil Service. For instance, the trade commissioner for Canada, who is in London now (and who, by the way, is going to address the members of the Chamber of Commerce in a few days' time on the position of trade in Canada), was a business man in the City of London—a merchant—and, therefore, was personally acquainted with the details of business. Mr. Worthington, the head of the Commercial Intelligence Branch of the Board of Trade in Basinghall Street, was a merchant also, and he acted first as a special trade commissioner. He produced reports on South America which were very useful, and he was appointed as the first head of the Intelligence Branch of the Commercial Department of the Board of Trade.

15 May 1914.]

MR. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

38,861. Have they permanent appointments, or is each commissioner appointed for one particular report?—They are not all permanent. They have short engagements. But the Board of Trade, of course, would be able to give you these particulars more precisely than I can. I was going to say that these special commissioners have been extremely useful because they have been able to deal with authorities on the spot with regard to matters brought under their notice, but when they have returned here again, there is still a liability that something might happen in the particular countries they have visited, and there we want naturally the man on the spot; we want the Minister or someone in his office. So the man on the spot is a necessity as well as the special commissioner.

38,862. (Chairman.) You have the man on the spot in the Minister at present. All you want to do is to stimulate his activities and his good will, as I understand?—Yes, and to provide him—and I wish to say the same thing in regard to consuls—with such assistance as will enable him to deal with details. The position of an Ambassador or a Minister is such that if it is a very trifling matter—the point may seem trifling though it is of great importance to some particular trader—it would not do for the Minister to deal with that, but someone attached to him could. At the Embassy in Paris, Sir Henry Austin Lee, the commercial attaché, is particularly charged with looking after difficulties in connection with classification of tariffs. There they have the man on the spot. Sir Henry Austin Lee has been in Paris for a great many years. He knows the French officials, and is able to render exceptional service. The suggestion I make is, that the trade commissioners are not always on the spot, or so well acquainted with local conditions as the local ambassador and his staff, whose action can be immediate when circumstances so require, and it might be possible to provide the ambassador with additional assistance in the way of men of special commercial knowledge. So far as our information goes, the diffidence to which I have referred depends upon the nature of the instructions from Downing Street rather than any real reluctance on the part of His Majesty's representatives abroad to intervene in such matters. The point is not that the Minister will not, but he has not the instructions, or the power, or, perhaps, it is not policy. Sometimes politics interfere with the zeal of the Diplomatic Service in these matters. They would be very glad to perform a service if it were politic that they should do so; but it is just a question of high policy, and I think there are signs that the diffidence to which I have referred will be relaxed.

38,863. You have it in your own power to ascertain in London and to make sure whether these instructions have been issued or not—these instructions which you suggest produce reluctance on the part of His Majesty's Ministers to act—and you have it, at all events to some extent, in your power so to influence the Ministers here as to procure the sort of action that you want to have carried out?—We should have to get together a deputation; we should have to persuade. Of course, the administration of the British Foreign Office is a very important matter. There may be things that we do not know. All we ask is a greater leaning towards the same kind of assistance which some foreign governments give their traders—a little more disposition to help.

38,864. We take it from you that foreign governments do give that assistance. Perhaps a little later on you will be able to give us some evidence as to the character of the assistance which foreign governments give to foreign traders?—Yes, I can give you some general indication about that. I was going to remark in a general way that the nation's trade is the source and basis of the revenue of the country, and the prosperity of the people, and therefore we suggest that it should be the first interest of the Government and its diplomatic and consular officials not only to protect (which it is admitted they do at the present time), but to support in every possible way the initiative of British private firms and financial concerns who may endeavour to obtain concessions and contracts in foreign countries for railways, municipal undertakings, financial and

trading schemes of all kinds, subject, of course, to proper guarantees of the standing of those desiring the assistance and support of His Majesty's officials. I put there in a phrase what I suggest. It has been very frequently asserted that the representatives of foreign governments are more active in such matters, with the result that their nationals benefit. In strengthening the commercial position of any country in another country, I think it follows that the political influence of the former is also enhanced. The political influence of France and Germany in particular has certainly followed the establishment of commercial interests in various parts of the world—in the Near East, in China, and also in Africa. The Governments which I am informed are more inclined than any other to give this rather valuable assistance in promoting trade interests are the German, the American, and the French, especially in such countries as Russia. I am glad to say that in Russia we are gaining in influence every day. The trade relations between Russia and this country are increasing. I have that, not only on the authority of the Russian Consul-General here, whose business has increased four-fold during the last five or six years, but I also know from our own consuls in Russia that their work is increasing as well. It is important to realise that in Russia, China, Turkey, Portugal, and Morocco, other countries are looking out for the trade, and their traders are being well supported by their governments, and I do not think it is too much to suggest that ours should be similarly supported as far as possible.

38,865. That, I understand, concludes what you have to say upon the diplomatic aspect of the case?—Yes.

38,866. As we are specially concerned with the establishments of the Diplomatic and Consular Services abroad, I might perhaps sum up the object and the aim of your representations to be this: you desire that the staffs of missions should be strengthened with a view to dealing more especially with commercial matters?—Quite so.

38,867. With a view that the mission should take more active interest in promoting the interests of British subjects in pushing trade, getting concessions, and so forth?—Generally that is so. I do not wish to make any reflections at all upon the Service. My suggestion is, that they should have the means of doing better.

38,868. I have not understood you as making any reflections upon them?—And that would come in the way of having the right sort of advice. I remember the British Minister in Brussels interesting himself in the question of the duty on cloth caps. It happened to be quite an interesting point here affecting a large amount of trade. It was very good of him to do it, but I suggest that in some centres such a question as the duty on cloth caps might be left to a subordinate of the Minister or the Ambassador (as I think was done in this case), but the subordinate of a Minister has, when he approaches the local government or authorities on the spot, a certain amount of standing in the same way as the Commission are good enough to recognise me as representing the London Chamber of Commerce; it is what I have behind me; it is not what I am. That is the sort of influence I mean. If it is understood that there is official influence behind it and if the technical work is done by experts, I do not think we should have anything whatever to complain of. I have here a list that I can put in of subjects with which we have been dealing since 1883, showing the nature of some of the matters in question.

38,869. Upon which you have made representations?—Yes; and some of which I have referred to in the course of my evidence.

38,870. If you will hand it in to the secretary we will see if it can be attached to your evidence or published as an appendix?—Certainly, subject to that, I would like to put it in. It goes from 1883 to the present time. It is merely a list of points upon which we have had very valuable help from the Consular and the Diplomatic Services.



15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

38,871. As indicating the sort of assistance which you hope to get in the future?—Certainly.

38,872. Now will you proceed to deal with the Consular Service?—Dealing now with the Consular Service in relation to trade, I desire to inform the Commission that the London Chamber of Commerce has made frequent representations to His Majesty's Government both independently and through the Association of Chambers of Commerce of the United Kingdom, at whose meetings the subject has been discussed on many occasions. We are members of the Associated Chambers of Commerce. We frequently bring propositions before them, which I am glad to say they usually endorse; but, of course, in the present instance, although I may have to refer to that association, I am not representing them but am representing the London Chamber. Speaking generally, consular assistance to trade, apart from the usual official services—and the Commission will have before them the duties of consuls in their purely official and routine sense—and leaving those out if I may, is required more particularly in respect of reports as to trade matters, statistics, etc. They are frequently asked to supply the names of importers of particular goods in the town where they are located, or the names of exporters of particular goods and produce. We frequently get inquiries, for instance, as to whether we will send a list of the principal lemon growers in Sicily or the principal shippers. We probably have that list in the office, because we have a great deal of information now; but if we had not got it, we should write out either direct or through the Board of Trade to the consul, and he would give us a list of names without responsibility that would enable the buyer on this side to communicate with people in Sicily. I take that just as an instance, but I could give a hundred such illustrations. In that way buyers and sellers are brought together, and, of course, business follows. So it is very valuable indeed to get a reputable list of traders from your consul abroad in the particular town in which he is located. They are also asked for, and frequently give, advice in connection with claims or contested accounts. It may be that the consul himself will not enforce the payment of the bill, but he would give advice, and that advice is useful, probably recommending some solicitor or some reputable advocate, and it is very necessary that that should be done. I have heard of cases where traders have confided their interests unwittingly to some local representative abroad who has not acted fairly in the matters entrusted to him. The other point is about openings for trade. That is a very wide subject and I think it is so elementary that I need not enlarge upon it very much; but the members of the Commission will be familiar with consular reports and the sort of information given in them. Those reports, being published, are available to everybody, but what the Chamber of Commerce are specially considering, and I know the Board of Trade are, is the question of exclusive information; that is to say, that a trader in a particular line of business who is making the inquiry ought to have the benefit of that inquiry for himself. The information, of course, which is got for him by the public service or by the Chamber of Commerce should be available to everybody else who asks for it, but publication, from a business point of view, has only a limited value. It suggests to any trader that there is an opening in a certain direction, and having got the hint he either wants the Chamber of Commerce or the Government to give him more information or he goes on the spot and gets it. These reports are very valuable indications and I do not think we have a word to say of criticism of them, because they have been very greatly improved in recent years and the publication of them has been much more rapid.

38,873. Referring to the eight commercial attachés you have been mentioning, do they compile these reports or are they compiled in the consul's office?—The commercial attachés compile a different class of report altogether. They would report for an entire country or for a group of countries.

38,874. We know that is the report which comes home from the embassy, but you have now been men-

tioning special reports which are of great value to commerce. Are these special reports on particular subjects compiled by those eight gentlemen mentioned or do they come from the consuls?—They both prepare reports. The trade commissioner or commercial attaché very often makes investigations under special instructions in particular directions. The consul has to report through his vice-consuls and otherwise on the whole trade of his particular district. So the distinction is between "country" and "district."

38,875. But the consuls do also occasionally compile those special—those very valuable reports to which you refer?—Yes, and there are not only the reports which are published and printed, but they also send confidential reports to the Board of Trade either by request or on their own initiative.

38,876. Say that a particular firm wished to have a confidential report on the capabilities of a particular district or the possibility of pushing a particular line of trade in a district, would the Board of Trade get a confidential report for them; and when such a report comes, does the Board of Trade make it generally public?—The Board of Trade would not make it generally public, but they would file the information for the benefit of the next inquirer. It would not be fair, I submit, to publish that report far and wide, because anything that is printed and published may be bought by foreigners as easily as by Englishmen. Therefore, I think there is a very wise discrimination made between the matter which is put in the consular reports and the matter which is kept by the Board of Trade at the disposal of the Chambers of Commerce and of British traders who are entitled to receive it.

38,877. If a report is compiled at the instance of a particular trader, that report must be available for other British traders also?—Obviously. May I add that it very frequently happens that a trader thinks he ought to write to a consul or thinks he has to go abroad for information, when all the time they have it in the office at the Board of Trade; and I may claim the same thing for the Chamber of Commerce. We have a very extensive information and statistical department. We keep and file all these reports and we also have confidential reports, so that we have a good deal in the office. We do not have to write abroad every time we want to give some of the information I have been referring to. The London Chamber of Commerce does not so much call in question the efficiency as a whole of the Consular Service, which has latterly improved greatly, as the inadequate allowances made for office expenses and additional assistance to the consuls. Proper allowances are more necessary now than ever before, owing to the larger demands made upon the Consular Service, not only by the Commercial Intelligence Committee of the Board of Trade, but by various other departments of the Government and by individual traders. I am told that consuls make inquiries for various Government departments now. Information may be wanted by the Local Government Board, for example, as to certain local government conditions abroad, and the consul is asked to get the information, so that the demand for information of all sorts from the consuls is growing. I have seen many of them and they tell me that that is so. We do not question their efficiency, but we do think that they ought to be provided with sufficient means to carry out the increasing work which is thrown upon them.

38,878. You say that the Consular Service has improved considerably lately?—Yes.

38,879. From what time would you date that improvement? In the year 1903 a departmental committee was appointed under the presidency of Sir William Walrond. The present Lord Inchcape and Mr. Bonar Law were members of it, and they submitted a report, principally connected with the recruitment for the Consular Service. Does the improvement which you refer to date from the submission of that report or from before it?—I should be inclined to say that it has dated from that report; in fact I was going to say to the Commission that a good deal of what I have to put before them is better said in this report. As an ideal or as a programme of what would be desir-



15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

able to be attained, this report is admirable from the point of view of the commercial community.

38,880. And you do not think you have anything to change or alter in that report having regard to existing circumstances?—No, subject to some remarks which perhaps you will allow me to make. I should say, broadly speaking, that if effect were given to this report in its entirety and thoroughly, and if sufficient money and men were voted to give effect to it, that report is admirable from our point of view.

38,881. A prominent proposal in that report in connection with the recruitment of the Consular Service was that an effort should be made to bring into the Service young gentlemen who, in addition to having the usual education, had also acquired some commercial experience. Is it within your knowledge whether such men have been recruited into the Consular Service?—I am afraid I cannot answer that question. I met a young man the other day who had been a vice-consul and who had had that sort of experience, and as he did not see any chance of further promotion he has asked me to keep an eye upon the possibilities of a place for him. We have an employment registry at our Chamber and about 5,000 candidates pass through it every year. This young man had learnt practically the details of the Service but there was no prospect of his getting further, and he is prepared to go back again into commercial life.

38,882. Did he strike you as being a man who was suited for the Consular Service?—Certainly.

38,883. Is his position now that of a vice-consul?—Yes.

38,884. Is he stationed in a healthy place, or in an unhealthy place?—It is in Italy.

38,885. He is a vice-consul getting I suppose over 300*l.* a year?—That I do not know.

38,886. (*Mr. Graham Wallas.*) Is he a paid or an unpaid vice-consul?—I think he must be unpaid.

38,887. (*Chairman.*) The unpaid consuls, as you probably know, are usually gentlemen in commercial life in the country?—Yes.

38,888. Carrying on their own business and also carrying on the business of British consul, and they are not usually appointed except in places where there is not sufficient work for a paid consul. This gentleman was in commercial life here at home?—No, as a matter of fact he is in Italy.

38,889. He has his own business in Italy?—I merely mentioned to the Commission that I had come across a young gentleman with the particular qualifications mentioned. I have come across this vice-consul who I think is an unpaid vice-consul. I did not go closely into the matter. That is the sort of man that ought to be kept in the Service.

38,890. Is he an Englishman?—Yes.

38,891. Do you remember his name?—I do not at the moment, but I shall be glad to give you particulars of the case.

38,892. By the name we could tell you at once whether he was paid or unpaid?—I receive a great many visitors, but it flashed across me that this was the type of man who I am sure would be very useful if he could be brought permanently into the Service in some way or other. That is why I mentioned it. I can give you the exact details if you like.

38,893. In regard to the contentment and the efficiency of the Consular Service, what pay do you think a consul in his various stages should receive? I understand there are three grades of members of it—the vice-consul, the consul, and the consul-general. The vice-consul's salary, I understand, begins at 300*l.* a year. Do you think the pay of 1,200*l.* a year would be adequate for a consul-general?—I should say it depended entirely upon the country where he was, the place at which he was stationed, and the position which he would have to keep up in competition with the consuls of other countries. That is rather an interesting point. We had that point before us in connection with Russia, and I can give you the figures as given to us—they have altered since—but there was a comparison made between the salary of the British Consul in St. Petersburg and the allowances made to him and what was paid to the consul for

Germany. The point is, that the German Consul had a very fine residence in a prominent part of the town; he looms larger therefore, I may say, in the estimation of the people there. Our consul, with very little assistance indeed, in a side street, and located in an inferior sort of a house, naturally was not socially, at all events, or from the point of view of appearances, on a par with the German Consul. Therefore, I should say that in establishing a consulate in Paris or St. Petersburg or any large centre, the importance of the post should determine the salary.

38,894. Would you be disposed to think that the principle should rather be this—that you give to the consul a salary adequate to retain his services as a member of an organised Service, and that if you post him to an expensive place, you should give him an additional allowance while he remains in that place, commensurate with the extra expenditure he would have to incur there?—I quite agree to that.

38,895. I am anxious to know whether in those conditions you thought the salary of 1,200*l.* per annum was adequate as the maximum to which a member of the Consular Service could hope to get and upon which his pension will be calculated?—I do not think I can quite judge of that point, but speaking for myself, of course, the greater cost of living just now all over the world, which is in everybody's mind, is a factor in the case and would be covered by the allowance probably.

38,896. My suggestion is, that while living in a particular place the consul's extra expenditure would be covered by the allowance?—Yes, I think a consul should not be forgotten in that connection.

38,897. Has the Chamber of Commerce ever considered what would be a proper scale of pay for the Consular Service?—No, we have not agreed upon a scale, but what we have done is, we have gone into figures as to the cost of the Consular Service and we have compared the cost of the Consular Service with the total of British trade, and we think that the amount of money voted for it is out of all proportion to the amount of trade we want to ensure, and to maintain.

38,898. Out of all proportion small?—Yes, out of all proportion small. I have some figures with regard to that, which I was going to mention at the end of my evidence.

38,899. Then perhaps you will keep them until later, at present will you go on in the order in which you have prepared your evidence?—I was going to say that a deputation from the London Chamber of Commerce was assured by Mr. McKinnon Wood, when Under-Secretary of State for Foreign Affairs, at the House of Commons in July 1910, that wherever it was possible to appoint additional consuls or to replace foreigners by British consuls it would be done if it could be shown that the trade of the place or the district required it. This to my knowledge has been done since in certain cases. There was a popular outcry against there being so many British consuls of foreign nationality. When that was investigated it was found that that remark applied more particularly to unpaid consuls.

38,900. Entirely I should say, because the appointment to the paid service is apparently restricted to persons of British nationality. The rule is that candidates for the Consular Service must be natural-born subjects of His Majesty. Persons not actually born within the United Kingdom or born within the United Kingdom of parents not born therein will only be allowed to compete by special permission of the Secretary of State. These foreign gentlemen must have been unpaid?—That is so, but there was an outcry with regard to it. There were a few cases—for instance, Leipsic was one where the consul was a German but he has been replaced on retirement by a Britisher.

38,901. How has that affected British trade? Has it been beneficial?—I have no means of tracing that, but there is a sentimental objection, if I may say so, to a consul, paid or unpaid, in an important centre not being of British nationality, and that point we have had some assurances about. There is a great deal to be said in favour of vice-consuls of foreign nationality for this reason, that providing the Consul-General is of British nationality, it is a useful thing for him to be

15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

able to employ foreigners who are able to get certain information, which they bring to him, and by their knowledge of the language, and by their social intercourse with their own countrymen they can be very useful indeed in getting the right sort of information. I do not wish to labour this point, but Mr. McKinnon Wood pointed out to our deputation that there are a great many Englishmen in this country who act as consuls or vice-consuls for foreign countries. Primarily, if the head of the district is of British nationality, the sentimental objection, I think, is very largely removed.

38,902. The head of the district?—Yes, the chief consular officer. There is a consulate and a vice-consulate—several in a district very frequently. Having regard to the considerations which I mentioned about appointing additional paid consuls where the trade of the place warranted it, and also employing consuls of British nationality as far as possible, the Associated Chambers of Commerce passed this resolution: "In view of the growing activity and utility of the Consular Service of the principal foreign countries competing with the United Kingdom in the markets of the world, the British Consular Service should be strengthened and improved in a manner commensurate with the requirements of British traders, and that this Association assures His Majesty's Government of its full support in any measures, financial or otherwise, which will conduce to that end." That resolution was moved by a representative of the London Chamber of Commerce, and was endorsed by the others. Our point is not that there is any great inefficiency in the Consular Service, but the question of sufficiency. In reply to this resolution Sir Edward Grey stated that he was in correspondence with the Treasury with a view to the improvement of the conditions at present existing in the Consular Service. Subsequent to that, I think, it is within the knowledge of some members of the Commission that it was announced that an additional sum of 20,000*l.* had been granted for the purposes of allowances to consuls and generally for strengthening the Service in that direction. There is rather an interesting question which was put to Sir Edward Grey by Sir Albert Spicer after the friendly interview with Mr. McKinnon Wood: "Whether, in view of the desirability of improving the conditions of the Consular Service, he can give information showing, apart from the annual payments, salaries, etc., to consular officers, the number, age, nationality, and remuneration received by the clerks employed in the principal consulates and consulates-general, and the special duties assigned to those employees whose remunerations are covered by office allowances, as well as the rent paid for, and address of the respective consular offices." That was really the crux of the whole thing. We did not get a complete reply to our inquiry, and I am hoping possibly that the Commission may pursue the matter further, because it is worth going into. Sir Edward Grey's reply was this: "The clerical staffs of the consulates in the general Service are not in the direct employment of His Majesty's Government, but in that of the consuls, who delegate to them such clerical duties as they see fit, and as they are legally competent to discharge. I am not in a position to give full particulars as to the consular clerks in question. Consular officers are themselves in most cases the legal tenants of the consular offices, and pay the rent out of the sum assigned as office allowance. Such office allowances are fixed with the sanction of the Treasury from time to time according to the need of the various posts. Consular officers are instructed to furnish the Foreign Office with the address of their offices, and these are available if required, but for postal purposes 'British Consulate' is a sufficient address. Should the hon. member have definite suggestions to make as to improving the conditions of the Consular Service, perhaps he will be good enough to communicate them." Some suggestions have been made to Sir Edward Grey, to which I will refer presently. There is a misapprehension as to the scope of the inquiry. What we wanted to get at when we asked for the addresses of the

consular offices was to know in which particular streets, or which particular buildings they were, because the general allegation is that you find the British Consulate up some back street which is difficult to reach, and you find some of the other consulates in a leading thoroughfare where they are easily found. That may be again a sentimental objection, but from the point of view of the predominant commercial country in the world, it is one of those things worthy of consideration, and it will be worth the money if an improvement can be made. It bears somewhat on the question of commercial or political prestige as to the sort of appearance we are able to keep up abroad.

38,903. Has the Chamber of Commerce formed any opinion upon that system whereby consuls engage their staff and pay the rent of their consulates?—I cannot say that the Chamber has formed any opinion about that. I could speak unofficially about it. I know, as a fact, that the consuls would like to have the right to engage some of their clerks, but I am making a suggestion to the Commission, later on, that there should be attached to the principal consulates a certain resident commercial expert of the same status as, say, the chief clerk of a merchant firm with similar knowledge.

38,904. That appeals to different considerations?—I do not think the Chamber would at all repudiate my view of the matter, because I am merely reflecting what I have been hearing for a great many years.

38,905. Then you see no objection to the consul being given a lump sum from which he should pay his staff and pay the rent of the consulate?—Certainly not, and for ordinary purely clerical service I think it is just as well that the consul should have the choice of his men. But what I want to see attached to the consulates are certain men with commercial knowledge, and they should be practically qualified, under certain conditions to be laid down by the Government.

38,906. We have been informed that in some consulates, at all events, when the consul goes on leave, or is ill, and has to go away for the purposes of health, he nominates his *locum tenens*, who may not be a Government official. Of course where there is a vice-consul he would naturally step into the place of the consul; but where there is no vice-consul, and the consul is obliged to leave, he it is who appoints his successor, and arranges with the successor as to his emoluments, and so on. Has that state of things ever been brought prominently to the notice of the Chamber of Commerce?—No, I cannot say it has; but if I may express an opinion, for what it is worth, I should say trust the man on the spot. I mean, supposing a London firm has a house in China and something happens to the partner in China and he has perhaps to leave, and he has to arrange for business to be done in his absence, the London house would confirm it. A consul is located abroad to do his best for his country, and I should be inclined to leave it to him.

38,907. That might be an obvious way of doing it in case the consul had to leave the country suddenly?—Yes.

38,908. But where the periods of leave can be anticipated, would you also leave to the consul the appointment of his *locum tenens*?—I think I should, in the same way that I think a doctor would nominate his own *locum tenens*; he would think about his patients and their prejudices and fancies, and arrange for such a man as would adequately represent him.

38,909. The cases are not on all fours, are they?—I will accept your Lordship's ruling on that, but at the same time I should say that the man on the spot should be qualified to select his *locum tenens*. I mentioned that Sir Edward Grey said he would consider any definite suggestions as to improving the conditions of the Consular Service, and therefore the Chamber sent to him and to Mr. Acland a memorandum reaffirming previous views on the question. The main points of principle, upon which I can say the Chamber entirely agrees, are these: First, that as far as practicable the British Consular Service should be confined to British subjects whether paid or unpaid. Secondly, that as regards certain countries (that is Germany, Russia, Scandinavia, etc.) where there are now a considerable number

15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

of foreigners acting as British consuls or vice-consuls, such countries should be divided into districts with a British subject in charge; that may involve some re-adjustment. Then, thirdly, that the status of British consuls generally should be raised—by examination; by adequate remuneration for their services; and by giving greater encouragement to young men to qualify themselves for the consular services.

38,910. I wonder if it would be possible for you to place before the Chamber of Commerce this question of a fair and equitable maximum and a minimum scale of pay for the Consular Service, keeping in mind what is now paid them—what should be the scale for a vice-consul minimum and maximum, the scale for a consul, and the scale for a consul-general? If you have any information or figures that would help this Commission to a clear judgment upon that matter we would be very glad to get them from you?—I will undertake to bring that matter before my executive committee and to make inquiries, and later on, if I may do so, send a supplementary communication.

38,911. We should hope to have it not later than the beginning of July?—I think I could investigate the point and let you know what we thought about it by that time.

38,912. Will you continue your general evidence now?—Having stated the ideal conditions with regard to British subjects, consular districts, and raising the status of the consuls, I would like to go on to say that we recognise that there has been a marked improvement in the Consular Service in recent years, and that the adoption of the three suggestions which I have made would involve some fundamental changes in the present system. But the question of immediate importance is the provision of adequate financial resources, on which it is understood that Sir Edward Grey is in consultation with the Treasury.

38,913. What fundamental changes in the present system would your proposals, if adopted, introduce?—First of all, the division into consular districts, and then the question of giving greater encouragement to young men to qualify.

38,914. I understood you to say that the principles laid down in the Walrod Report are satisfactory to you?—Generally satisfactory.

38,915. That report lays down a scheme of examination which this Commission will reconsider; but in other respects you have your consul, your vice-consul, and your consul-general, and that particular division of the Service into three grades seems to be satisfactory to you?—Yes, I think so.

38,916. And the question remains whether the pay at present attached to each grade is adequate, and that is a matter worthy of consideration?—Quite so. I was merely putting on record, *qua* the Chamber of Commerce, and not for myself, what were the conditions which they thought would be satisfactory; but I agree that they are mainly covered by this report. I have quoted Sir Albert Spicer's question and Sir Edward Grey's reply. We believe that the consideration of the data asked for in Sir Albert Spicer's question would show that present allowances for the expenses of the various consulates are insufficient to meet the demands upon them by the trading community, or by the various departments of the Government requiring information and reports on such matters as are constantly referred to them. The growth of British commerce concurrently with increased foreign competition obviously calls for additional office expenditure and personnel. Sir Edward Grey's statement that the clerical staffs of the consulates are directly employed by the consuls themselves, and that the latter are the legal tenants of the offices they occupy does not dispose of the point raised, as obviously the consuls are limited in the matter of personnel and accommodation by the allowance made to them. It may, therefore, be fairly urged that where this is shown to be inadequate it should be increased, regard being had to the commercial importance of the particular consulate. There, of course, we get to the question of money, which you asked me about. As regards the offices of the consulate and their suitability, convenient

location is largely a matter of expense, and in this respect British consulates do not compare favourably with those of leading foreign countries. The addresses of the consuls were not, as Sir Edward Grey's reply assumes, required for postal purposes, but to show that in some cases the locations of consulates are not always convenient, sufficiently central for business purposes, or commensurate with the relative importance of British interests in particular places. The consulates of St. Petersburg and Moscow are instances which could be cited. There has been an increased allowance made in respect of Russia quite recently, and I am told that the consuls themselves are very well satisfied, and our Russian section of the Chamber of Commerce is also satisfied in that respect. On the question of personnel the London Chamber fully appreciates the fact, that apart from the consular officers, the services of the commercial attachés are readily available—that is for general or special inquiries—but it has received a considerable amount of information as to the need for assistance being given to British traders in particular places of a character similar to that rendered by foreign consuls for various reasons, which cannot be given by British consuls under the existing conditions. I have a Minute of the Far Eastern section of the Chamber of Commerce on that very question. Recently the section had before it complaints referring to definite cases in which it was alleged that certain firms, so far from receiving from local British consuls that assistance which French and German houses so readily obtain from their consuls, had actually been handicapped by the action of their national representative. The section did not desire to approach the Foreign Office with regard to any particular instance, but simply to record their unanimous opinion that, speaking generally, the British Consular Service in China does not support the British mercantile community there to the extent which the latter have the right to expect, and which, indeed, is essential to them if they are to hold their own in the constantly increasing competition from French, German, American, and other foreign commercial houses. The section were, therefore, desirous that a communication should be sent to the Foreign Office emphasising the necessity of British consular officers in China assisting British commerce there to a greater extent and with more sympathy and enthusiasm than in the past. We had a good deal of correspondence on this, and I may say that the firms concerned in the Far Eastern trade are very important firms in the City of London, and vouch for the accuracy of it. I am supported in that by an ex-consul, Mr. W. Holland, who gave an address to the Chamber on British trade and the British Consular Service in China in 1908. He had retired from the Service, and therefore he was free to speak his mind. He said this: "As regards official support and assistance, the British Government might well adopt a more resolute policy in China, and give a more active support and a freer hand to the consuls." I think the point of it is "a freer hand," so that they should not be tied by the traditions of the Service to feel that it was *infra dig* to render assistance. Of course, the danger is that a consul, if he were over-zealous, might be suspected of a private and pecuniary interest in the transaction. That is really the deterrent. But that is a suggestion no one would dare to make against our Consular Service or the Civil Service generally.

38,917. Does not the China Consular Service perform functions of a diplomatic nature? Do not the consuls in the Far East discharge functions which we may call diplomatic?—No doubt they are left in charge of very much more important matters than, say, the British Consul at Boulogne would be.

38,918. In that case, where the consul was charged with diplomatic functions, would you see any difficulty in their pushing trade?—Not at all. I think he should have the freer hand which is suggested; the two should go together. What this ex-consul says is, that the British Government should give more active support and a freer hand to the consuls, "so that they might at least be on even terms with the consuls of other Powers, which at present they are not. Russia, France, and Germany were all very busy in China extending their settle-

15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

"ments and pushing their influence and interests in all sorts of ways; and vigorous action was needed to meet the sometimes unscrupulous action of our competitors if we did not wish to be left utterly behind in the race." Another ex-consul, Mr. Longford, endorsed the lecturer's suggestions. There are several retired consuls easily available and ready to give first-hand information.

38,919. Mr. Longford, I think, wrote a remarkable article on the Consular Service which was published by the *Quarterly Review* in 1903. He left the Service several years ago?—Yes. He happened to be at this particular meeting at which this statement was made.

38,920. Would not you say there is some difference between consular work in Europe and consular work in China, because of the intermixture of quasi-diplomatic functions with the Chinese consul's commercial duties?—Certainly, and that is where the idea of the freer hand comes in. If it were part of the policy of the Foreign Office to give a freer hand, that might satisfy some of my members.

38,921. If consuls, generally, and not merely in China, had a freer hand and made use of the freedom, might we not be in danger of finding ourselves in diplomatic entanglements?—That is so; but I should be inclined to have confidence in the ability of the consuls to keep within their powers. I was going on to say that it is recognised that the duties of consuls, especially in connection with legal and shipping matters, occupy a large part of their time, and in some cases do not admit of special attention being given to trade inquiries; but it ought to be possible, if the means were forthcoming, for consuls to be allowed to engage competent assistance for this phase of their work—I know they can engage ordinary clerks—whether it arises out of correspondence from home or from the demands of British subjects who may visit the places where they are stationed. In the absence of some such arrangement as this, unfavourable comparisons have been made between the utility of the consuls of foreign countries (who have possibly less routine work to transact, and larger means for dealing with other matters) and our own. I refer particularly to the American consular reports. Many people speak highly of those reports. They are very excellent things, but the American consuls have more time to spare to write those reports than ours, as a rule, because they have not so many ships and sailors to look after. They have not anything like the amount of routine work which some of our consuls have. Take the consul at Hamburg, whom I know personally; he is an extremely busy man, and in a very important centre. In a case like that it is absolute cruelty to expect a consul, after having had a very hard day's work—and they have hard days of work—to be writing reports, and therefore he ought to have qualified assistance in that respect.

38,922. You would correct their leisure in that way?—Yes. Almost the only original or practical suggestion I have to offer, short of my comments on the Service, is that the consuls should have available at these large centres commercial experts in their offices—men to be specially trained, specially selected and properly paid. The salary for such a man ought to be equal to the salary which a big commercial firm would pay to their managing clerk or chief shipping clerk—something like 400*l.* or 500*l.* a year would probably satisfy men of that type; that is to say, they would be willing to give up commercial life, in which they had gained a good deal of experience, and go into the Service for a salary of that sort.

38,923. (*Sir Kenneth Muir-Mackenzie*). Who do you propose should appoint him?—First of all, I suggest that he would have to be approved by the Board of Trade and the Foreign Office in the same way as the trade commissioners are. There would be a certain number of men selected for these posts, and they could easily be sent to particular consulates.

39,924. (*Chairman*). In other words you would increase the staff of your commercial attaches and trade commissioners?—No; the difference is a commissioner travels round to different points. If I had my way I would wish that the principal consulates should

have attached to them a man, or men, of this type. I think it would be welcomed; in fact, I have private reasons for knowing that it would be welcomed, but it ought not to be at the expense of the consul on his present allowance. He can only afford to pay a small salary to some of his men, and the difficulty is that they are engaged in other occupations. They eke out their existence—this is quite provable—by doing translations, acting as interpreters, and so on; and at other times they are engaged at the consulate. Those men are useful in small places; but I think my suggestion is an ideal one: that a properly paid and properly accredited commercial expert in the office of a consul in a commercial centre would be a very useful man and could render service to the consulate and to the trade of the country. I have already made some reference to the question of commercial training for the Consular Service, and I quite recognise that that may not be attainable concurrently with preparing for the existing examinations. The young man is at school to 21 or 22 years of age, and then goes in for the examinations and there is not very much time for him to study practical commercial matters; but of course if arrangements could be made for such men to go into commercial offices for three, four, or five years to get the equivalent knowledge which they get, I believe, in the Commercial School in Paris, that would give just that extra commercial knowledge which preparation for the present examinations does not allow of.

38,925. Do you think that the training that they would receive in commercial schools—the information that they would acquire, for instance, in the London School of Economics—would be a satisfactory substitute for actual experience in a merchant's office?—No, I think not. I think if they went to the School of Economics in the evening and were in a merchant's office in the day that would be the best combination; but I should not consider that the School of Economics would be equivalent to the commercial office. Just to emphasise my point about these commercial experts, I would like to remind the Commission that in other branches of the Civil Service in various offices, it is occasionally necessary to appoint experts from outside. For instance, the Board of Trade have put on to their Commercial Intelligence Staff several men who are not members of the Civil Service, but who were specially qualified on particular subjects. The Home Office frequently appoint inspectors or officers who have had special knowledge. For example, after the passing of the Factories and Workshops Act of 1901 certain trades were declared to be dangerous, and certain inspectors had to be appointed, and certain officials had to be appointed. I remember a little later on when electrical works were declared to be dangerous an inquiry was held, and an official was appointed for the purpose of inspecting factories with regard to electrical installations. So there are numerous precedents for going outside the Civil Service to get expert advice for the purposes of a particular department, and I think there ought to be no bar to this proposal as regards the Consular Service. I think if the Commission go into it they will find that there are numerous precedents of the kind I mention. My next point simply covers what I have said three or four times, and I need not trouble the Commission with it except to say that the position and local influence to which a British consul attains largely depends upon his means, and even when he is provided with the auxiliary aid referred to, it is still desirable that he should be at least as well paid as responsible men in commercial employ. Without this it is not possible for him to frequent those places or cultivate those persons where and from whom the best information alone is obtainable. The great thing, if you have difficulties with authorities, is to become acquainted with them and be able to get them to oblige you personally; and that involves cultivating acquaintances of a desirable kind. Confined to his office by routine and his leisure after ordinary office hours encroached upon by the writing of reports, it is impossible for him to get far beyond the purely technical requirements of his office, nor can he get much relief from an

15 May 1914.]

MR. CHARLES EDWIN MUSGRAVE. (MR. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

underpaid staff, British or native, which ekes out an existence by taking other work in addition. We rather suggest that a 50 per cent. increase in the Vote for the Consular Service would not be thrown away, and, we think, would be advantageous.

38,926. What additional sum do you think that would amount to?—I believe in the 1903 Report the amount for the Consular Service and allowances was put down at 96,000*l.* per annum. There have been some increases since. There was 20,000*l.*, I believe, added last year, but even if it is 120,000*l.*, or 130,000*l.* a year now, 260,000*l.* would be none too much as a sort of insurance premium for maintaining a total trade of 1,200,000,000*l.*

38,927. Does that Vote include the Diplomatic Service as well as the Consular Service?—No, that is the Consular Service.

38,928. The Consular Service, according to your figures, now costs about 120,000*l.* a year?—Possibly; but I give those figures under reserve.

38,929. At all events, your suggestion would involve a very substantial increase in the Vote?—A very substantial increase; but I suggest, and, my official superiors have suggested in speeches and deputations more than once, that is a very small premium to pay in connection with a trade of 1,200,000,000*l.* annually; it is a mere bagatelle.

38,930. (*Mr. Philip Snowden.*) Has your Chamber any idea as to the means by which the extra money should be raised?—By a vote of the House of Commons.

38,931. I mean by what method of taxation?—I would suggest that the Civil Service Estimates should be increased by the necessary amount, and that members of Parliament should vote accordingly. I cannot make any more direct suggestion than that. I make it quite respectfully, but I do not at the moment see any better way.

38,932. I think your 50 per cent. increase would mean an addition of about 225,000*l.*?—I think the figure would be relatively a bagatelle when you take into account the size of our trade and look at the fact that the nation has got more or less to live on trade. We have to pay for social legislation, and so on, and therefore you want to keep business going.

38,933. (*Sir Kenneth Muir-Mackenzie.*) Where you have a particular man in the place now, you mean you would at once get a great advantage by doubling his salary?—No, that is not the point; it is the aggregate expenditure over the whole Service.

38,934. (*Mr. Philip Snowden.*) You complain that our Foreign Office is somewhat diffident in pushing trade as compared with the Diplomatic or Consular Services of other countries?—That is the impression conveyed to me by many of our members with whom I have been in communication.

38,935. Would you mind stating a little more definitely in what respect you see differences in the methods of this country and other countries in that respect?—I am told, and I am merely reflecting what I have heard in my official position, that the representatives of foreign countries are more keen in looking after business for their merchants and traders than ours are and they are probably not restrained by the very proper traditions of the British Service. I mean we have great faith in the incorruptibility of our representatives abroad, and are anxious that they should say and do nothing which would leave them open to the suspicion of being personally interested in something which they are pushing on behalf of their country. That is the point.

38,936. You have heard that similar complaints are made by foreign countries about the relative inefficiency of their Consular Services?—Yes, I have heard of those things in a general way.

38,937. You will appreciate the fact, I think, that there is, after all, a difference between the functions of the Diplomatic Service and the functions of the Consular Service in this respect: that the Diplomatic Service is more engaged with what one might call high politics than trade matters?—Absolutely.

38,938. You could conceive that there might be a conflict of interests between the trade interests of the country and its international politics?—Absolutely. I accept that certainly. I guarded myself on that.

38,939. And if our high diplomats were to interfere in trade matters it might sometimes have an injurious effect upon international relations?—I agree, if they were to interfere; but if there was a sort of understanding, without making it a *casus belli*, or anything of that sort, that our Government were behind the traders in their desire to get fair play, or whatever it might be, that would be a good thing. I do not want to go further than that.

38,940. And there would not be that same danger in the consuls taking an interest in the trade affairs of a foreign country?—No.

38,941. You know something about the constitution of our Diplomatic Service and the method by which it is recruited?—I had occasion to look at the Foreign Office list, which has the general conditions. I do not know much about the internal working, but I do know how it affects us. I know where we had made representations—where, for example, I have on occasions written a letter officially, and I have had a private letter back to say: "We would like to see you before we answer your official letter," and I have found out that the official letter was put in a form which would probably be inconvenient as I had drawn it; in other words, I have been advised as to the best way in which the case should be brought forward. We appreciate all those difficulties.

38,942. From what little you do know of the method by which the Diplomatic Service is recruited would you think that that is a method well calculated to get the type of man you would like to see in the Diplomatic Service. The method by which the Diplomatic Service is recruited is by nomination by the Secretary of State, a high university education has to be passed, and there has to be a guarantee of private means on the part of the candidate to the extent of 400*l.* a year; he has to serve for two years without any salary at all, and then his initial salary after that is very small, beginning at about 150*l.* a year; so you gather from that, of course, that the selection must be confined to a rather small social class?—Certainly.

38,943. Do you think that those restrictions are a hindrance to getting the type of man into the Diplomatic Service who you think would be best suited for it?—It might be in certain cases. Of course, diplomacy rather runs in families. Diplomatic ability is not obtainable from all individuals and it cannot be acquired in schools or by examination. A diplomat is born, and not made. What I would wish is that the diplomat who has passed the necessary examination should in some way be instructed to regard trade interests as more or less predominant interests for his country, subject, of course, to the political considerations mentioned.

38,944. If diplomacy be an inheritance and a tradition, is there not this danger: that it may run in a rut and be very conservative and therefore may be just the very thing which you mention as one of the things to which you take exception; that is, not keeping abreast of the times. You spoke of the great changes in international trade and life, and the like, which have taken place in recent years. Do you not think there is that danger?—I think there is.

38,945. And that the infusion of some new blood might bring some new ideas?—I think the new blood would be extremely desirable; but, as I said before, diplomatic ability is a special ability, and I dare say it will come from the son of a gardener just as easily as from the son of a peer, if he has got it in him.

38,946. Am I right in assuming that the only complaint you have to make about the Consular Service is one that attaches rather to the Government than to the men who constitute the Consular Service; that is to say, that provided the Government were a little more generous in its treatment of its consular servants the men are of the class, of the ability, and of the knowledge to quite fulfil your requirements in every



15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

respect?—I think I could say, speaking of the present generation of consuls, that the men are splendid.

38,947. You mentioned more than once that there is not quite so much dignity attaching to the surroundings of our consuls in some countries as is associated with the consular servants of foreign countries. For instance, you said that in St. Petersburg or Paris the German Consul will have his house or office in a good thoroughfare, and in a prominent position, and there is an air of dignity and respectability about him, whereas you have to go down an alley to find the British Consul. It was put to you that the British Consul is given a lump sum to provide his own building, his own office, and his own staff, and rather to my surprise you appeared to express approval of that method. Do you know anything about the methods of foreign Consular Services, as to whether a similar system is in operation?—I believe so. Broadly speaking, I was told that the cost of the German Consulate in St. Petersburg was 12,000*l.* a year, and that our consul's salary and allowances came to something under 2,000*l.*

38,948. This difference then is explained by the fact that the foreign consul has a more generous allowance from his Government than the British Consul has?—That is right.

38,949. I do not know, of course, whether a consul has to give a return or vouchers for his expenditure of his full allowance or not, or whether he can make money out of it if he chooses to do so; but if that were the case it would be an undesirable thing, and if an allowance is made for an office, or the like, the Government ought to have some assurance that that money is fully spent?—They should have that, and I think they get it now. It is simply a question of whether it is worth while, as a matter of business, to keep up a good appearance. The keeping up of appearances is, from a business point of view, sound policy.

38,950. I am inclined to agree with you?—I have now the figures. With regard to St. Petersburg, the German Consulate is presided over by a consul-general; the British Consulate by a consul. In addition to this chief official, the German Consulate had 18 salaried officials; the British Consulate two. This was the case before the additional Vote was made last year. The salaries and expenses of the German Consulate probably reach 12,000*l.* as against an annual total cost for the British Consulate of 1,840*l.* The German Consulate is situated in the most convenient quarter of the city; the British Consulate, for reasons of economy, is not. Those figures have not been questioned, I got them from a good source.

38,951. That is most important. Do you think you would find a somewhat similar contrast in other important places?—I am told so in a general way, but not so great as this. I think it is only fair to look at the other side of it. You can quite understand the German Consulate being a very large affair there because of Germany being an adjoining country, and although there is not much love between the traders of Russia and Germany, they are obliged to do business with each other, and they do it on a very large scale. Still, that is the figure we put in St. Petersburg as compared with the other country. What is fair is what is probably being done now; that is, a larger allowance is given to the British Consul in St. Petersburg.

38,952. (Sir Kenneth Muir-Mackenzie.) Do you know how much it is now?—I do not know precisely.

38,953. (Mr. Philip Snowden.) We have the figures here. Have you the figures giving the total cost of the German Consular Services?—No, I have not that information. It is a bit difficult to get.

38,954. And you do not carry in your mind, as bearing on the statement you made just now, what is the total trade of this country with Russia, and Germany's total trade with Russia?—No, I have not got that, but I have got some figures for 1911. Our total trade with Russia was 65,000,000*l.* The total trade of Russia itself was 265,000,000*l.* I have a table which shows how much we pay for our Consular Service in Russia. Prior to the 20,000*l.* voted last year, the cost of our Consular Service in Russia was 12,000*l.* a year. On our total trade with Russia of 65,000,000*l.*,

that is 0.018 per cent.; of our exports to Russia, 22,000,000*l.*, it is 0.054 per cent.; and of our imports from Russia, 43,000,000*l.*, it is 0.028 per cent. So that what our Consular Services and allowances amounted to in respect of that trade was 7,300*l.* a year plus the allowances—12,000*l.* altogether; the salaries being 7,300*l.* and the allowances 4,955*l.*

38,955. That 12,000*l.* may be taken to represent all that the British Government is spending for the encouragement of British trade with Russia?—So far as the Consular Service is an adjunct to that.

38,956. That does not take into account the cost of these special trade commissioners?—No. We have a very excellent commercial attaché for Russia, Mr. Cooke, who is constantly in touch with us and with other Chambers of Commerce, and he has just gone out to Siberia where large developments are expected.

38,957. (Mr. Graham Wallas.) You sketched out a scheme for the appointment of young commercial men to consulates. Is it right to say that your idea is that they should be appointed comparatively young by examination, and then should be put into commercial life for a period of four or five years, while still holding a promise of a consular appointment?—Yes.

38,958. Would you give them any pay during that period?—I think it might be necessary. I have not thought that scheme thoroughly out. It is merely a broad idea—something which the Commission might possibly themselves consider.

38,959. You see certain obvious difficulties. After four or five years the really good young men might desire to stay where they were?—I think the money would be justified if we only copied the German plan. It is very well known that a large association in Germany subscribes in order to find food, money, and maintenance for a number of young Germans who come to this and other countries. They are subsidised by this association; they work at a more or less nominal salary; and then they are supposed, when they have got into employment, to return the money which is advanced to them. At all events, they are subsidised during the period they are learning, in the hope that ultimately they will be useful pioneers, more or less, of German trade. So that, as an investment, I think, it would be a very good plan indeed to subsidise these young men during that period. It is like a scholarship.

38,960. Then you must have a sort of contract that they will enter the Service after four or five years?—I think the Treasury would require some guarantee, and that would be a very good way of giving it.

38,961. Have you considered the comparative usefulness to British trade of the paid Consular Service as a whole, and the unpaid Consular Service—which is the more useful?—The paid consul is, of course, the more useful, but the unpaid consul very often gives a good deal of work because he likes the position. An unpaid consul is very proud of the fact that he has such a position, and, therefore, is inclined to do a good deal for nothing for his own prestige, and the possibility of his own business interests being advanced by it. It helps him to get business.

38,962. In some cases a consul has a vast amount of administrative government business which takes up nearly his full time?—Yes, an enormous amount.

38,963. Have you ever considered the suggestion that there might be a fairly complete separation between the man who does that vast amount of administrative business, which is *quasi* diplomatic or connected with the Merchant Shipping Act, and so on, and the man who has commercial duties, so that you might have two services rather than one?—Yes, you might have two services, but the consul should still be the responsible head, just as I have in my Chamber of Commerce five important departments. The head of one is with me here. I am responsible for him, but I leave him to work that department on the same principle as a business firm is conducted.

38,964. At present there are two grades, the Diplomatic Service and the Consular Service. If there were three grades, the Diplomatic Service having general responsibility, the official Consular Service doing official



15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

duties, and the Commercial Consular Service, do you think that arrangement might be a good one?—I think you would find that there would be some difficulties at the Foreign Office with regard to that because of the question of control. I think the Consul-General must have absolute control, but he should be provided—as I am glad to say I am in my position—with competent assistants under him for whom he is responsible.

38,965. You urge that the British Diplomatic Service in trade matters should act in future with less diffidence, and, quoting particularly the case of China, that it should adopt a more resolute attitude, and give more active support to traders?—Yes; not any trader, and not on any matter, but in cases that are properly vouched for, if I may say so.

38,966. Then you said that from that would naturally arise a greater influence with China?—Yes.

38,967. Has it ever occurred to you that the contrary might be the case. Do you remember the extremely resolute attitude taken up by Sir John Bowring in the matter of the lorcha "Arrow" in the middle of the nineteenth century. It might be argued that if we had been less resolute on such an occasion we should have larger influence now with China?—Yes, but resolution in this instance means conveying to the Chinese, or others, the fact that the legitimate interest of a British subject is something which his Government will support. But there need be no guns. The moral effect of that is very much greater than if it were to happen that they knew nothing about this man at the consulate at all, or his affairs, although he might be a very worthy trader, or that they knew nothing about him at the embassy.

38,968. But the moral effect of a resolute attitude depends upon the existence of force in the background?—Not in matters of trade.

38,969. Have you ever known any case in which two countries have agreed to exchange consular information on matters of trade? Has our consulate and the consulate of the United States for instance, to your knowledge, ever agreed, in some South American town say, to exchange information and help each other?—I think it is common knowledge that where they can do so in the interests of the two countries they are very ready to co-operate.

38,970. Would you welcome an extension of this arrangement of exchanging information and giving joint reports?—No, I should put some limitation upon that. Supposing I have, on behalf of a member of the Chamber of Commerce, written to the Board of Trade or the Foreign Office and asked that the interests of one of our members in a particular matter should be supported, I should not expect the representative of a foreign country to be told by the British Consul that that was so; it would be a matter of discretion. But there are some common interests, I admit.

38,971. (Sir Henry Primrose.) I rather gather from your answers given to Mr. Graham Wallas that the assistance to the trader that you want is bringing pressure to bear upon the authorities of the country?—That would be so, partly.

38,972. You say foreign consuls do that very much more than ours do. With regard to the resolution you read to us, passed by the Chamber of Commerce in favour of representation to the Foreign Office, that our consuls should act more in the way that the foreign consuls do—could you give us any instance of the sort of thing you want done? What produced that resolution?—This was more particularly a complaint that British traders in China were not so well backed up by our consul as certain German, or certain French firms might be.

38,973. Could you translate that into definite facts? Could you give us any illustration of the sort of thing?—I had in connection with this case a lot of very confidential correspondence—even a letter written by the consul himself. The question under our consideration was whether we should not bring the conduct of this particular consul to the knowledge of the Foreign Office, but we decided not to do so, because we found he was going to leave very shortly. I am here to reflect

opinions which I have been gathering from our members.

38,974. But I take it it has been the tradition of our Foreign Office as a rule, not to interest themselves in the particular interests of traders—not to bring pressure to bear, for instance, in favour of a concession being given to a British trader in preference to a German trader?—That has been the tradition.

38,975. Do you want that altered?—I want it altered to this extent, that we know of individuals who, wanting to get concessions, have had very valuable support from the German Consul or the German Government. I do not suggest for one moment that any concession hunter, as I said earlier, should, as of course, receive support; but certainly reputable traders and houses of standing should have that support.

38,976. Of course, you have to do to a certain extent what other people do. Your wish would be that no foreign government should take action of that kind, but if foreign governments do, then you would say, I suppose, that we must follow suit?—We must follow suit as far as we can, always maintaining our reputation for incorruptibility and integrity, and I think it is quite possible to do that and still be a little more sympathetic.

38,977. Do you think that the members of your Chamber make much use of the trade reports of consuls?—Yes, frequently.

38,978. Do they always subscribe for them?—No, they have a habit of writing to us for information, and we give them any particulars of a special matter in connection with any particular country. If we can find it in the consular report we lend it to them; if we cannot get it from there we get it from some other source; if we fail altogether we try the Government.

38,979. Do you suppose that many people trading with Russia make a practice of subscribing for the annual report on the trade of Russia that is presented by the consul?—I do not think they do. Some of these people have got their local correspondents, and they know all they want to know. Where the consular reports are useful, where the Government is useful, and where the Chamber of Commerce is useful is in the case of a man who is not in a business, but thinks he will go into it. He wants to make an inquiry about it; he may be asked to put some money into it, or he may have some goods to ship. That is the man who wants some particular information.

38,980. Have you any opinion as to whether in certain cases we are at a disadvantage by employing a foreigner as our consular agent rather than an Englishman. Take, for instance, Germany, where a large number of our consuls are Germans. Do you consider that that is a disadvantage or an advantage?—It has its advantages and its disadvantages. The disadvantage would be if the consul was engaged in trade and had an inquiry from someone in this country who was in the same trade, and who would thereby get to know either a trade secret or of some move or other which he could turn to his personal profit while acting as an unpaid consul. That is the worst that could be said of it. The best that could be said of it is that the native consul certainly has facilities for information, and, provided he is straight, honourable and fair, he could give his Consul-General information, and he would have access to sources of knowledge which the British Consul would not have; and therefore to that extent it is an advantage.

38,981. So far as your experience goes, should you say that these foreign consuls, of whatever nationality, are really zealous and active in the interests of English traders?—I can only speak of what I hear. It is alleged, of course, that they are not—that it is a shame, and so on, that we should be so represented.

38,982. One can see that, if you had an Englishman to begin with he is a foreigner there when he goes into the place, and he has not the local position that the other man has, and from that point of view we lose?—We lose unless there is a large English colony there. I know the English colony in Hamburg very well. I have been there, and I have some friends there, and should

15 May 1914.]

Mr. CHARLES EDWIN MUSGRAVE. (Mr. WILLIAM G. WALDER  
was in attendance.)

[Continued.]

have no difficulty in getting information through them; but it is more in the outlying districts where you are more or less dependent upon the goodwill of the native consul.

38,983. Where there is a large English colony, as a rule does the Foreign Office select a member of the

English colony as consul?—If an unpaid consul, yes, as a rule, although there may have been exceptions.

38,984. (Chairman.) We are greatly obliged to the Chamber of Commerce and to you for the evidence that you have given us?—I am glad to have had the opportunity of coming.

Mr. CHARLES CLIPPERTON called and examined.

38,985. (Chairman.) Will you please mention when you entered the Consular Service and what posts you have held in it?—After I passed the examination, or since I have been in the Consular Service.

38,986. When did you pass the examination?—In 1894, but I had been for 12 years previously working in consulates.

38,987. Were you in the Consular Service before 1894?—No, not in the Service, but working as junior, senior, book-keeper, and so on.

38,988. In a consular office?—Yes.

38,989. In one consular office or more than one?—In my father's office in Philadelphia, and then in Baltimore; I was unpaid vice-consul in Baltimore.

38,990. When were you first appointed to a post in the Consular Service?—At Philadelphia in 1894.

38,991. After Philadelphia, where did you go to?—While I was in Philadelphia I was sent to take charge for about nine months of Boston; then I came back to Philadelphia; then from there I was transferred as vice-consul to Rouen, and I was promoted to the rank of consul there.

38,992. Have you been in Rouen ever since?—I have been there 10 years.

38,993. Your earliest experience, then, has been that of a clerk in a consul's office?—Yes.

38,994. So that you are familiar with the system of payment of the establishment from a lump sum given to the consul?—Yes.

38,995. The system, as I understand, is that a certain amount of money, a certain allowance, is given to the consul for the payment of his establishment, rent, and all office expenses. What is your opinion of that system?—Properly controlled, I consider it a good system; not controlled, I consider it a bad system. It is properly controlled now, or it will be.

38,996. You think it will be?—It is; that, any rate, will be part of my work as Visiting Consul—which means inspecting.

38,997. Does the consul who receives that lump sum furnish any vouchers or accounts to any authority for the expenditure of that money?—He will from now on.

38,998. But hitherto he has not done so?—I believe not.

38,999. Have general orders applicable to the entire British Consular Service been issued in accordance with which a better system will be introduced?—Yes.

39,000. And these orders are not restricted to your consulate alone?—Oh, no.

39,001. They are of general application?—Yes, so far as I know; they are at least for Europe. I have myself eight countries to inspect. I have France, Germany, Sweden, Norway, Denmark, Belgium, Holland, and Switzerland.

39,002. You are inspecting Consul-General for all these countries?—I am what is called Visiting Consul.

39,003. As Visiting Consul-General, you must have someone to perform the work of the Rouen Consulate?—I have.

39,004. So that you spend little of your time in Rouen?—I shall in future, certainly.

39,005. Has your appointment of Visiting Consul been lately made?—I do not know the exact date. I think my appointment was made in October or November last.

39,006. Only a short time ago?—Yes.

39,007. What are your duties as Visiting Consul?—To teach and to learn; where we can teach to teach, where we can pick up information to pass it on for the sake of uniformity where we are able to do so.

39,008. How do you work? When you reach the Consul-General's office at Hamburg, say, how do you

set about inspecting the consulate?—We have a set of printed instructions, of course, to guide us, but it is a hard question to answer. First of all, I should try to get in touch with the atmosphere which, perhaps, I am qualified to do; then when I notice how things are, I should go from one part of the work to the other.

39,009. That is what I mean. What work would you regard as most important in a consulate?—That depends on the consulate. One of the chief things, of course, is practically becoming an auditor of the accounts to see that the office allowance is properly spent; where it is not sufficient to recommend an increase; if it happens to be too much, to say so; in fact, to inform the Foreign Office exactly what occurs at each place.

39,010. With regard to the work in connection with the promotion of trade, what points would you chiefly look at in inspecting a consulate?—I should find out the trade of the district, and then gradually see what part of that trade the consul is reporting on. But I do not think this system of reporting what has gone by is of much use—what happened the year before—except, perhaps, for statistics. I do not think people want to know that. The great difficulty is to get merchants to make use of us; some do and some do not.

39,011. But what could you do in inspecting a consulate if there were no reports on what had gone before and as we are not prophets and cannot prophesy what will happen?—I think if we had more knowledge of what it was that any particular firm wanted we could be more useful; but we cannot guess what somebody, whom we have never seen or heard of, wants, can we?

39,012. We have been told that it has been the tradition of English missions and consulates abroad that they were not to push the trade of a particular individual or a particular firm; that they were to do what they could to facilitate trade in general, but not to push the trade of a particular commercial firm. What you have now said seems to indicate some doubt on your part as to the wisdom of that rule?—Perhaps not to push it, but to give him all the information by which he could push it himself.

39,013. Have you heard from English trading firms any complaints regarding the activity of German consulates or the consulates of other nationalities, as compared with those of Great Britain, that the British consulate is somewhat inactive, while the foreigners are very active in pushing the trade of a particular firm?—No, I cannot say that personally I have heard any such complaint. I have seen it in the newspapers.

39,014. We have had to-day a complaint made by a representative of the London Chamber of Commerce, that the consular representatives of Great Britain abroad are somewhat inactive in that respect, as compared with the consular representatives of some other nations?—Probably the fault is with the very people who make the complaint. We are at their disposal, and I am sure you would find very few consuls who would not cheerfully render any service they possibly could, but you want to know what the service is that you can render.

39,015. The duties of the consul, I suppose, in such a place as Rouen differ essentially from the duties of the consul in a great port like Hamburg?—I have never been to Hamburg; I do not know.

39,016. It is within your sphere of inspection, is it not?—It will be; it is, but I have not been there yet.

39,017. Take any large port that you know. Have you been to Antwerp?—No; take any American port that you like. I was there for 20 years.

39,018. Would not the duties of a consul in such a port be different from those at Rouen?—I think not.

15 May 1914.]

Mr. CHARLES CLIPPERTON.

[Continued.]

39,019. A good deal of the work of a consul in a great seaport is connected with the administration of the Merchant Shipping Act, is it not?—Yes.

39,020. And that work is wanting to some extent, not entirely, in an inland town?—Oh no, not at all necessarily. By an inland town do you mean a town like Rouen.

39,021. Yes?—No, not necessarily.

39,022. You have the same trade?—Rouen is one of the largest ports in France.

39,023. I was not aware of its being so large?—There are a larger number of English ships coming to Rouen than go to Marseilles—not the same class.

39,024. Ships of what tonnage go up to Rouen?—Ships of 2,500 to 3,000 tons net. Rouen is the largest petroleum port in France.

39,025. Then, of course, you have a great deal to do with the Merchant Shipping Act?—No, not particularly that, because all vessels, say oil tankers, after they have discharged their cargo come to discharge and reship fresh crews in England as a rule; it is only those that do not that change their cargoes at Rouen.

39,026. What age were you when you entered the Service regularly after passing the examination?—I was 30.

39,027. Was your experience altogether that of a consular office, or had you had any commercial experience; had you ever been a clerk in a commercial firm?—No, I had not. I am also at Rouen Lloyd's agent, which is a very useful thing.

39,028. May you combine the two?—That is one of the few things—that and Post Office agent—which salaried consuls are allowed to take.

39,029. You can compare, then, the class of men who are consuls now, with the class of men who were consuls 15 years ago?—Those that I have seen.

39,030. Do you think that there is an improvement in the stamp of men who are now being recruited?—I have not seen many of those. I have only seen one of those men.

39,031. Who has been recruited within the last 15 years?—Within, say, the last 10 years.

39,032. You have only come across one?—I have not been in any place where I should see them. I shall now, of course; I shall come in contact with them.

39,033. Have you seen much of the unpaid consuls?—Yes, a good deal. I have had eight of them in my own district.

39,034. In France?—In France until the district was taken away from me, and I have seen all the unpaid men in the various districts I have just finished inspecting.

39,035. Do you think they serve a useful purpose for British commerce, or would you prefer to have a larger proportion of paid consuls?—I think that in a great many instances people who have been brought up in and know the locality are of more use for a time until the salaried consul has been in a place for some time; he cannot learn very much, until he has been there four years, say; then he begins to feel at home, and begins to know people. I think that people in the locality are of more use till a man gets thoroughly acclimatised; and sometimes the unpaid man is of more use than the salaried man. I have one or two cases in mind where the man is not an Englishman, but he is an excellent man.

39,036. Are you speaking of France?—I am speaking of France.

39,037. Were the men you have met themselves in commerce?—Some were and some were not.

39,038. Of the two classes, men in commerce and men who were not, which seemed to you to be the more useful representatives of English commerce?—Do you mean those who were actually British subjects?

39,039. No, take them all; I mean the unpaid ones. It has been suggested to us that where an unpaid consul is himself a trader, so long as his work as British consul does not interfere with his own trade, he is to be relied upon; but when it does interfere with his own trade there is less reliance to be placed upon him?—I think that is natural; he looks first to his bread and butter.

39,040. You have seen that?—I have seen it to a very small extent.

39,041. Would that suggest to you that it would be desirable that where there are unpaid consuls they should not be people themselves engaged in trade?—Oh, no.

39,042. Why not?—Where that happens, if it became so pointed as that, it would be necessary to send a salaried consul.

39,043. We have been told that when the salaried consul goes on leave, the appointment of a *locum tenens*, where there is no vice-consul, rests with him?—He submits the name in applying for leave to the Foreign Office and unless they have reason to doubt the recommendation the Foreign Office would sanction it, depending entirely on their man to do the straightforward thing and not to recommend a man who was not fit to act.

39,044. The arrangement for the salary of the *locum tenens*, for the proper expenditure of the office allowance and so on, rests with the consul?—Up to a certain point, up to the time until he has finished his leave on full pay. Then if he goes on three-quarters pay or half pay, the amount which is deducted from his service is paid to the *locum tenens*.

39,045. But it may be that the consul has to pay a fee to the *locum tenens* during the period when he himself receives his full salary?—I think not, that is very unusual. He usually leaves the vice-consul under him or if there is not a vice-consul his head clerk—that has been my experience, whoever has charge of the office under him—to act as *locum tenens*.

39,046. And the head clerk continues to draw whatever allowance of pay he drew during the presence of the consul and no more?—Until the consul has exhausted his leave. Our leave is not so very large, and if the consul pays his clerk a good salary and that clerk goes on a holiday, the consul does his work; so that when the consul goes on a holiday it is not a hardship to ask the clerk to take his part of the work if he is competent, and that would only be for the time the consul has leave. If he stays away beyond his month or two months if he has accumulated leave, then he goes on a smaller scale of salary and what is deducted from his salary is paid to the *locum tenens*.

39,047. (*Miss Haldane.*) Must the substitute be a British subject?—Oh no, madam.

39,048. (*Chairman.*) You think then on the whole that the arrangement with regard to the leave of consuls does not result in hardship to anybody?—I do not think it does; to be perfectly fair I do not think so.

39,049. And you do not think that British commercial interests suffer from leaving in the hands of the consul the nomination of his *locum tenens*?—He nominates him subject to the approval of the Foreign Office, and the Foreign Office in the majority of cases know their own man and consider that he is capable of looking after their interests.

39,050. What I wanted to find out was whether in your opinion it would be desirable in particular cases, where there is no vice-consul and the consul goes on leave, that the vice-consul from some other place should be moved up to take his place?—It is very often done.

39,051. Is that done on the suggestion of the consul or on the action of the Foreign Office?—The consul I believe reports that he has nobody to leave in charge—or as has happened to me when there was nobody to put in charge I was told to go on six hours' notice and that was an end of it. I did not know what I was going for; I was told to report at a certain place.

39,052. Were you vice-consul?—I was salaried vice-consul. But when a place is important and the consul cannot find somebody, I could tell you of several instances where the consul or vice-consul from other places has been sent to replace him until he comes back; I believe that is the practice.

39,053. We have been told that in some cases at all events, the lump sum allowance given to the consul for the maintenance of his staff and the hiring of his consulate, is very often small compared with the allowance given by some other European States, and that the consequence is that in some very important cities the British Consulate is located in a back street

15 May 1914.]

Mr. CHARLES CLIFFERTON.

[Continued.]

where a house can be obtained at a low rent, while the consulates of other countries are located in a front street and attract more attention, and in that way British interests suffer. What do you say with regard to that?—I think that in a way you have been correctly informed, and in a way you have been wrongly informed. The system of giving a lump sum very often worked in this way, that the consul would take an office wherever he saw fit; now he cannot do so. If the inspector sees that the office is not in a proper place or sufficiently large, the inspector tells him he must change it and go to decent quarters so that the office allowance will be properly spent. I think the office allowance as a rule has been sufficient; and where it has not, in my own experience, I have always found the Foreign Office on proper proof quite willing to give one what was necessary. But of course when it was not controlled you did not know what was done with it. It will be controlled now.

39,054. This new arrangement is of a very modern date; it has not been a year in existence yet?—No, not yet.

39,055. We need not then go into the matter further. Have you any remarks or suggestions to make to the Commission on the subject of the entrance to the Consular Service? For the Consular Service now the age fixed for entry is from 22 to 27, and there are certain subjects of examination, as you know, some of which are of the ordinary educational type and some of which are technical subjects, such as a knowledge of merchant shipping and commercial law, negotiable instruments, etc.?—I think that is a very unnecessary part of our examination.

39,056. I was just coming to that. The examination is divided into two parts, first ordinary educational subjects and next technical subjects; do you think it is wise to examine candidates for a vice-consularship in both these classes of subjects?—My own experience is that it was a very good thing to read up "Smith's Mercantile Compendium," but I cannot say that it has been of any practical use to me since I have been in the regular service.

39,057. Did you say it was of use to you?—No; it was a good thing to have read and learned.

39,058. Did you not find it of use when you were in the office as a clerk?—I cannot say that I did.

39,059. Do you mean to say that it is of no use at all to consuls?—It is a good thing to know. Mind you, if we were examined in the Merchant Shipping Act itself, I should say yes—that is our work.

39,060. But a knowledge of contracts?—We do not see very much of that. I can only speak for the countries I have been in, the United States and France. It may be of use in South America and places that I know nothing of.

39,061. Did you pass your examination and enter the Service regularly when you were in the United States?—Yes.

39,062. At that time did you know French or German?—Yes, I knew French. I was practically born in France.

39,063. You found no difficulty, of course, in passing the educational examination?—No.

39,064. Nor did you find a difficulty in answering the technical questions in law?—No.

39,065. But you do not think the law was of any use?—Of very little use. Of course, I had to read up and learn certain chapters of that book which we were told in the instructions we would be examined on, but, if we were examined on the Merchant Shipping Act and the practical part of our work, I think it would help a great deal.

39,066. Might I ask you how long it took you to read up these technical subjects for examination?—I read them while I was working.

39,067. Did it take you six months?—I dare say.

39,068. Do you think that the age of 27 is too old to enter the Service?—No.

39,069. Would you prefer to have the ages as they are now, or to recruit young fellows at the time they leave school and then to give them some time afterwards in which to learn the technical part of their

work?—Where would they learn it; what would be the idea?

39,070. They could take up a course of political economy or some matter dealing with trade and commerce in some of the great schools of the country?—I think one of the great things that we want to study more than anything else in our Service is common sense; a supply of that will go a long way.

39,071. You do not think much then of attending lectures?—They are always useful; knowledge is always useful, but I do not think you want to bring men into the Service much younger.

39,072. Than 27?—I forget what the range is now.

39,073. Twenty-two to 27. Do you think 27 too old?—I think it is about as old as you want to get them to start to learn. There are always exceptions to the rule, but I should say that 27 to start as vice-consul is quite old enough.

39,074. In your experience have you ever had to deal with any diplomatic work?—I think not. I do not know how you divide diplomatic work up. What would you call diplomatic work?

39,075. Such work as is done by attachés to embassies, for instance?—For instance, in the United States the consuls do a great deal of work which in other countries would be done by attachés; not what you would call confidential diplomatic work, but in the United States the Ambassador is accredited to the Federal Government at Washington, but not to the various States, and therefore he cannot and does not communicate with the governors and local authorities, unless they are Federal authorities, in those States. Therefore, the whole of that part of the work falls to consuls. It is commercial work which the embassies very often do in other countries.

39,076. Have you ever known any consuls who were promoted out of the Consular Service into the Diplomatic Service?—Yes.

39,077. Do you think that such promotions should be more frequent than they are?—It would be a most delightful state of affairs.

39,078. Would it stimulate the Consular Service to greater exertions?—No, I do not think it would, because I think our work is entirely different and should be kept different too from the work of embassies and legations; except that part I think which comes in under the commercial attaché. I dare say that many consuls would be quite capable of going into the Diplomatic Service. I am only talking of the countries I have been in.

39,079. Taking the countries you have been in, in France before you became Visiting Consul-General, had you your time fully occupied. Could you with advantage employ an additional officer of the stamp of commercial attaché?—In my own office?

39,080. In your office making inquiries and pushing trade?—No. You were mentioning just now the difference between the Germans and ourselves. The Germans are far ahead of us. Many consuls have suggested, and I myself amongst them, to English merchants that what they need to push their wares in France are commercial travellers speaking the language, that all the pamphlets they send out should be in the French language, that the measurements and weights should be in the French system. The Germans take advantage of that and they do it; and I suppose you meet many of these German commercial travellers speaking French very well; you scarcely ever meet an English commercial traveller, the English firms will not do it. Why I do not know. That is one reason why German commerce is going ahead of ours.

39,081. (Sir Kenneth Muir-Mackenzie.) You speak as if you wanted more commercial travellers than consuls?—I think they would do better for the particular firm certainly. The consul cannot be expected to be the private agent of a firm, or to push one firm more than another. That is where the commercial traveller comes in—each man for his own house.

39,082. (Chairman.) It was suggested to us here to-day that if there were attached to the bigger consulates a man of the character of a commercial attaché with the object of pushing trade, it would have to be done with tact because it is, as you say, not altogether in harmony

15 May 1914.]

MR. CHARLES CLIPPERTON.

[Continued.]

with the traditions of the British Consular Service; but that if you could get the proper men to do it, it would be to the advantage of British trade. You meet that by saying that British traders do not go the proper way about it; that instead of looking to the Government to create new offices of the character of commercial attachés they ought to send commercial travellers about who know the country and speak the language and that they should send out their papers in the language of the country and so forth?—Yes, they should send out men first in their particular trade.

39,083. Have you read the report of the Walrond Committee which was issued in 1903?—No.

39,084. It was on the basis of that Committee's report that a considerable reorganisation of the Consular Service took place, and one of their proposals was that it would be very desirable to get into the Consular Service young fellows with commercial experience, who having left school went into a merchant's office and remained there for three or four or five years and then came into the Consular Service; that the experience that they would have acquired in that time would be of great use to them. Have you heard of that?—Yes, I have heard of it.

39,085. In your experience have you ever met any of these young men who have commenced in that way in commercial life?—I cannot say that I have or I have not.

39,086. Does that commend itself to you as a good way of getting men for the Consular Service?—If they have any prospect in a business firm of getting on, I think they would be very foolish to leave it, and therefore we would not get the better class. I mean by the better class the most likely men.

39,087. You get a good number of men now who have been through the universities?—I think we do.

39,088. The returns show that a vice-consul begins at 300*l.* a year does he not?—I think so—300*l.* to 500*l.* now.

39,089. The Consul-General generally goes up to 1,200*l.*?—A few of them do.

39,090. With an allowance in addition?—That is only at their particular posts.

39,091. The rule is now that the pay attaches to the post is it not?—I cannot answer that for I really do not know.

39,092. We have been told that if you are Consul-General, say, at Rio, the pay of 1,200*l.* a year attaches to the post?—The local allowance attaches to the post.

39,093. The local allowance, of course, attaches to the post; but we have been told—I do not say whether accurately or not—that the pay attaches not to the person but to the post?—I cannot answer that. I believe it is true, but I cannot answer it.

39,094. But if it be so, can you see any reasons in favour of that arrangement, or would you prefer that the pay should be attached to the individual regulated according to his length of service and his success, his merits while in the Service?—I think that the fairest thing is to regulate it according to his length of service, rising gradually.

39,095. It would not be right, in your opinion, that a salary of 1,200*l.* a year should attach, say, to Rio, and that, if the holder of it were removed to another place against his own will, and for no fault, he should have his salary reduced?—No. I do not think it would be done either.

39,096. It does not commend itself to you?—I do not think it would be done unless the man proved himself incompetent.

39,097. (*Mr. Shipley.*) Can you tell me why there are no commercial attachés in the New World; why should the commercial attaché be confined exclusively to Europe and Asia, and why do we not find any commercial attachés in the whole of Southern America?—I am not competent to answer that question.

39,098. Do you attach very great importance to having a big house in a front street and your flag waving over it; does it really affect your position?—No. I think you should have a respectable office.

39,099. At Naples you see the most prominent house in the city occupied by the German Consul with a big flag waving over the top of it?—That does not

mean that he does more work than anybody else. You ought to have a respectable office in a respectable street; but in the first place in a great many countries they will not have a consulate on account of the shipping and discharging and the objection of drunken sailors on the ship.

39,100. What sort of countries are you referring to?—The United States. The consul is an objectionable tenant where the shipping office is in the main office.

39,101. (*Mr. Graham Wallas.*) By "they" you mean the proprietors of decent houses?—I mean anybody—the people living in the same street.

39,102. You do not mean that the authorities forbid the consul to come there?—No, it is the landlord who will not let his house to a consul on account of the class of customers; and it is a fact—I have been there myself and I know.

39,103. (*Mr. Shipley.*) There have been several consuls lately appointed quite from outside the Service, have there not?—I do not know that. I do not know anything about it.

39,104. One of our witnesses to-day told us that he thought, if our ambassadors and Ministers promoted trade it would strengthen their position; have you any opinion on that point?—Of course there is a commercial attaché belonging to each embassy or legation who I suppose has charge of that; his work does not come into our Service.

39,105. I was in Constantinople some years ago, and the German Ambassador who was a distinguished man and the French Ambassador too, undoubtedly got some concessions for their countries while the English Ambassador stood apart from that business, and it seemed to me that he had a much stronger position diplomatically because of his standing out?—I am not competent to answer those questions.

39,106. (*Mr. Matheson.*) Was the limit of age higher when you were appointed. I think you said that you entered at 30?—Yes, it was. I think 33 was the limit then. I am not sure.

39,107. I gather that you consider common sense the first quality that is required in a consul?—Three-quarters of it.

39,108. What would you put next: knowledge of the language of the country he is in?—Learning his work.

39,109. It has been suggested to us that after a man has been appointed, he should get two or three years office training. Do you think there is anything in the work of a consul which cannot be learned fairly readily on the spot?—I think it can be perfectly well learned there; but you must choose your consulate to send him to, and I think also the man should be picked out who is to teach anything. Whereas two consuls may be equally competent one may be able to teach and be willing to take an interest in his office more than another. I think that that is the sort of man who should be picked out, who is willing to teach and will take the trouble.

39,110. Perhaps you cannot answer this question, but is the Foreign Office kept posted up as to which men are the best men for that purpose?—I do not know. I think the Foreign Office have a fairly good idea of their own men, and with the system of inspection now they will no doubt be assisted further. I think this system of inspection is going to do a great deal of good.

39,111. By collecting and co-ordinating information?—No. If a business firm sends an agent to open a branch abroad and then leaves the branch there and never looks it up, the man in charge of that business begins to think, "I am here, and can do just as I please"; whereas if there is somebody from the home house who comes and looks him up, and says, "I do not think this is exactly right; suppose we try another way"—he has got somebody who is looking after him.

39,112. So far as your visits have gone at present, would you say that the officers you have come across have been fairly keen on their work?—I think so.

39,113. Could you give an estimate of them as compared with representatives of foreign countries; do you think our men are of as good quality as the



15 May 1914.]

Mr. CHARLES CLIPPERTON.

[Continued.]

consuls of other great Powers?—I do, in a great many cases they are far better. I have met them all. I do not think you will find that our men make so much fuss but they get the results. Some countries make a great deal of fuss, newspaper talk and all this and that, but I do not think that the results are any better.

39,114. Do our men generally succeed in making themselves pretty good linguists?—If you learn a language young you pick it up far better than when you learn it old. I think that a point should be made that when a senior is sent to a country a competent person should see whether he does know the language of the country he is going to. It is not sufficient for a man to say: Oh yes, I speak it. He should not be re-examined; but should pass before some competent person in that language to see whether he really does know it.

39,115. Should you recommend his being examined again after he has been a year or two in his place?—Yes, my idea would be this: We have probationers now who pass before a committee when they are given a nomination—I think that is the system, and then if they pass the examination they go to the consulates as probationers. I think they should pass before that same Nomination Committee again.

39,116. How long do they go as probationers?—I am not quite certain; I think for two years.

39,117. (*Sir Kenneth Muir-Mackenzie.*) Do you think that the Consular Service suffers from being underpaid?—It did. I do not think it does now. For instance, when we have had 15 years' service we are fairly sure to be getting 800*l.* a year. I had completed 19 years' service before I got 800*l.*—and that is not encouraging. But now I think the conditions are very much better.

39,118. But independently of the pay of particular consuls, and so on, do you think that the Service is starved in any sense; that it would be better if the country spent considerably more money upon the Consular Service generally?—I do not think that I am at present competent to answer the question; I have not been to other countries.

39,119. (*Chairman.*) From your tours of inspection, so far as you have made them, can you give an answer to *Sir Kenneth Muir-Mackenzie's* question?—Just where I have been now inspecting?

39,120. Yes?—I think the pay is quite sufficient. It comes under the rôle of a visiting consul, if he thinks it necessary that a consular officer should be appointed, to recommend it where he thinks it advisable.

39,121. (*Sir Henry Primrose.*) What other inspectors have been appointed besides yourself?—There are four of us.

39,122. Is the whole of Europe now covered by inspectors?—Except the Levant Service.

39,123. And prior to that was there no inspection of any sort or kind?—Once in a while.

39,124. How did they check the consuls' accounts and stock of stamps?—You had to make a return quarterly. There was no checking it in the consulate itself.

39,125. The stock of stamps of the consul was never checked?—No, except when somebody, I think in the year 1906, went round—the chief of the department.

39,126. Therefore if a man was defrauding, it would be a long time before he would be found out under the old system?—Yes.

39,127. I suppose that now the first thing that you would do would be to check the actual stock of stamps?—Not one of the first things because there are other things I want to know first which give me a very good idea before I check them whether they will be all right or all wrong.

39,128. Will you name some largish places that you have inspected lately?—Marseilles is supposed to be a big place.

39,129. How many days would you give to it?—I gave it a week. I was ten days at Bordeaux.

39,130. Is your salary now that of an inspector?—I get an allowance of 100*l.* a year more than my pay.

39,131. Is there any particular object in keeping you as consul at Rouen at the same time; you cannot do both?—I cannot answer that.

39,132. (*Chairman.*) You get your travelling allowance?—Yes, the District of Rouen is now confined to the town and port of Rouen; that has reduced my work very much.

39,133. And during your absence, the vice-consul does the work?—Yes, only of the port itself in the district.

39,134. (*Sir Henry Primrose.*) When you make an inspection do you form an opinion as to the value of the annual reports that are made; do you look at the annual reports that have been made and consider whether they are accurate?—I do not myself personally consider the annual reports of any use whatever. I have said so time and time again.

39,135. Is an unpaid consul expected to make an annual report?—Yes, they all do.

39,136. And may an unpaid consul be called upon for special reports?—Yes, he may, and he is. For instance, when the Commercial Intelligence Branch of the Board of Trade sends to a superintending consul for a report on a certain subject, he sends it to each of the vice-consuls in his district.

39,137. Looking down the list of unpaid consuls, I notice that in some countries the great majority are British subjects, but in others, especially in the North of Europe, they seem to be almost wholly of the nationality of the country. Taking France, the majority are British. Then coming to Germany, they are about equal in numbers. Do you consider that, provided there is a suitable person of English nationality in the place, there would be any particular advantage in choosing him rather than a national?—I think not. I could not answer until I had seen the man.

39,138. It depends on the individual?—Yes, entirely.

39,139. But you do not feel that there is in the nature of things any particular objection to employing a German in Germany or a Frenchman in France, provided that he was a suitable man?—No, I do not. Of course you must remember that those men, even if they are Britishers, do not get very much money for their services.

39,140. The unpaid people practically get next to nothing?—I have mentioned in my reports to the Foreign Office, that some of the amounts paid are simply absurd.

39,141. They are getting a little something?—Yes, for instance I had two vice-consuls in my district who were getting 8*l.* I asked for an increase for them, and I pointed out that it was not even an old-age pension that they were getting.

39,142. (*Chairman.*) Do they not get an office allowance besides the 8*l.*?—No. They do now; they have both been increased to 20*l.*

39,143. (*Sir Henry Primrose.*) You said just now that after 15 years' service a man may get 800*l.* a year?—He has reasonable hopes.

39,144. From the evidence so far, we have rather gathered, I think, that there is no regular system of promotion. For instance, taking France, if you look down the list you see certain different rates 500*l.*, 600*l.*, 800*l.* Is it a usual thing to give a man promotion, say, from one of these lower paid places to a higher paid place in France, or is it not rather the practice to keep a man at the same place because he knows the work there?—I do not think it is the practice to promote them; it is a very good idea.

39,145. You do not think it is the practice to promote them?—Not on the spot.

39,146. Manifestly it would be difficult to promote a man from one country to another; he might not know the language of the country, and so on?—Not unless he knows the language. It is done, I believe.

39,147. But take for instance the French consulate, might a man be brought in straight away into an 800*l.* a year place and not have had to go through some inferior places first?—He might, but I do not think it is likely.

39,148. Then I gather that you yourself feel that merchants might make a great deal more use than they do now of the services of the consuls?—Yes.

39,149. In what way exactly?—If they want any information on any particular subject.



15 May 1914.]

Mr. CHARLES CLIPPERTON.

[Continued.]

39,150. But is it not common to receive applications for information?—Not common enough. That is my experience, mind you; it may be different in other places.

39,151. As regards what you said about English firms not having travellers, and so on, one has read a good deal of that in the annual reports?—Well, we see it.

39,152. But after all, may it not be the case that English firms have as much as they can do in other directions and therefore are not seeking outlets in that particular direction?—It may be so. Some English firms have Germans as their agents, and so on; they speak the language and are more go ahead than our own commercial travellers.

39,153. I think we hear more of that sort of complaint at a time of depression in trade than we do when trade is doing well?—It is a fact; that is what it is.

39,154. When trade is doing well the fact is that English firms have as much as they can do at home?—Yes, and they do not want to extend their business.

39,155. (Chairman.) As regards your inspections, do you find willingness on the part of all consular officers to submit themselves to inspection?—I think so. After I have been there an hour or so and have explained that I have not come as a policeman.

39,156. Fees, of course, are charged for consular duties in the consulate; are those fees on the whole adequate or not?—They are not sufficient.

39,157. They might be increased with advantage?—Yes, with fairness to those paying them and with great advantage to the Treasury. Our Consular Service is known to be the one that charges less than any other.

39,158. Are our fees low compared with those of Germany or France?—I believe so.

39,159. That is a matter which might be inquired into?—It is a matter I have reported on now in certain cases.

39,160. (Sir Henry Primrose.) Is it not an advantage to our traders to have to pay small fees?—No; it is the foreigner who pays the fees.

39,161. I have here a schedule of the fees; would you give us an instance of two of the fees that you think might be increased?—Yes, take consular invoices, not with England but with Canada. At the present moment they are going out under the heading of certificates of origin, which is all wrong, because we have a Convention with France and it has so far been claimed that these invoices are certificates of origin. On the invoice is a description of the goods and the value of the goods, and those invoices are used by the Canadian Customs to know what *ad valorem* duty to charge, they are purely and simply consular invoices in my estimation, and they are all being issued now gratis under the head of certificates of origin. In the United States the invoice is made for everything in triplicate.

39,162. The consul has to see about it?—Yes; there is no inspection there at all.

39,163. Then how do you certify?—It is a declaration made before the Consul.

39,164. By the importer?—By the exporter; these are exports. Goods leaving France have to have a consul's invoice certified by the consul of the country to which they are going.

39,165. Is that so with everything that comes to England?—No, there is Free Trade here.

39,166. It is a Customs duty?—Yes, but in Canada there is a tariff.

39,167. But it is a tariff on incoming goods. What has the consul in Canada to do with it?—The consul in Canada has nothing to do with it; it is the English Consul in the country from which the goods are exported; Canada being a British Dominion the British Consul is the one before whom the declaration is made.

39,168. Foreign goods coming into Canada have to have an invoice signed by the consul of the country from which they come?—Yes, in most cases.

39,169. There clearly the Treasury would benefit if the fee was a good deal higher?—If a fee were charged at all.

39,170. There is now no fee?—There is now no fee; and all our fees charged in connection with merchants or the marine service are very small.

39,171. But then that would fall on our own people, would it not?—Yes, but it does not seem quite fair that a little schooner of 50 tons should pay exactly the same fee to the consul as the *Olympic*, yet such is the case.

39,172. (Chairman.) Do you see any reason why a Canadian or Australian should not enter the Consular Service if he is a suitable person?—If he is considered a suitable person I see no objection to it.

39,173. At the present time the Consular Service is restricted to persons who are natural born subjects of His Majesty. Persons not actually born within the United Kingdom, or born within the United Kingdom of parents not born here will only be allowed to compete by special permission of the Secretary of State. You were not born within the United Kingdom?—I know very many who were not. I was born on British territory by courtesy.

39,174. In the consulate?—Yes.

39,175. Is the consulate British territory?—No.

39,176. Both your parents were British born subjects?—Yes.

39,177. Then the Secretary of State saw his way to make an exception in your case, but you say you know many similarly circumstanced as yourself?—I know several.

39,178. Who are consuls?—Yes.

39,179. They must have come in under this exception?—Yes.

39,180. (Mr. Boutwood.) Do I rightly understand that on the whole you do not attach much importance to a preliminary training in what you may call technical subjects?—I do not quite understand the question.

39,181. Going back to your examination, the Chairman drew a rough distinction between the subjects, and spoke of some as being of a general educational character, and of others as being more or less technical?—Yes.

39,182. Did I rightly understand you to mean that on the whole you do not attach very much importance to a preliminary study of those technical subjects?—The benefit derived from the examination so far as regards mercantile marine law is not much, except as something to be learnt, as knowledge to be obtained.

39,183. So that you would be prepared to let men into the Consular Service on what I may call a general education test?—Provided he was personally a proper man.

39,184. And that so far as commercial experience goes, I understood you to say that you thought it might be desirable, but that on the whole you thought we should never get it?—I did not say you would not get it. If you take a young man in a business firm, and he sees any likelihood of staying there, I think he would be very foolish to leave it.

39,185. So that we might be in danger of getting the failures in business?—Exactly.

39,186. Why are not the annual reports any good? What is the matter with them?—The information that they furnish in civilized countries is out of date, and of no practical use.

39,187. (Mr. Graham Wallas.) You have told us that in some cases it is rather difficult to get suitable offices in the centre of towns, that the consul is an unpopular tenant?—Yes.

39,188. Have you ever thought whether it would be desirable for the British Government itself to take a suitable house in a suitable place and use it as the permanent consular office?—Do you mean to purchase it, to have its own building?

39,189. Either to purchase or to lease it?—The question of leasing comes under my answer that nobody will let a house to you in a decent neighbourhood in many places.

39,190. To purchase or to lease it, to get a pretty permanent occupation of a suitable house, and then to let it be occupied as the office by successive consuls?—I think it would be a good idea, provided that the neighbourhood did not change, because you cannot expect business people, apart from the shipping world,

15 May 1914.]

Mr. CHARLES CLIPPERTON.

[Continued.]

to come down into the slums; it is not right to ask them, and the shipping part of the work belongs to the slums, I am afraid.

39,191. Then, what is the arrangement about furnishing offices now; to whom does the furniture belong?—The furniture in future will be purchased out of the office allowance, and remain in the office.

39,192. It remains the property of His Majesty's Government?—It will remain the property of the office.

39,193. Since when did that begin?—The 1st of April; anything purchased after the 1st of April out of the office allowance remains the property of that office.

39,194. Then in future the man will take over an inventory of the furniture that has been in the office, and hand back the furniture with an inventory?—Yes, furniture that has been purchased since the 1st of April 1914.

39,195. Have you ever considered whether it would be desirable to have a very small body of unattached vice-consuls, who could at some time of their career be sent wherever men were wanted, at very short notice, to fill vacancies?—I think that exists now, unless I am mistaken. I think there is always one, if not two, men at the Foreign Office.

39,196. What are they doing at the Foreign Office?—They are there for emergencies, or junior ones.

39,197. What are they doing while they are at the Foreign Office?—Working.

39,198. As clerks?—I do not know in what department.

39,199. Do you think that in your own district you could make use of a rather larger number than you have attached of men living in other localities?—No, it is only in far-away posts.

39,200. Can you imagine that in a far-away post, it might be very useful to have a man who could be sent to an important place in a bad climate?—It would be very useful, and is met at the present time at important posts by men being sent. For instance, I believe that at Rio, or somewhere, the Consul-General was sent away, and the Consul from Bahia was sent to act for him.

39,201. When you report to the Foreign Office you report to the Department of Commercial and Consular Affairs, do you not?—To the Consular Department.

39,202. And that Consular Department has two sub-departments, the Consular Department and the Commercial Department. I have looked up the career of all the holders of these offices, and none of them have had consular experience, so far as I can judge?—That is so.

39,203. From your point of view, would it be somewhat convenient if some one of the directing officials in the Foreign Office had had consular experience?—I do not know how it could be worked exactly, because in order to get sufficient consular experience to become chief of that department, would mean your spending nearly 15 years of your life at it, and what becomes of his Foreign Office experience during that time?

39,204. But there are men in the Diplomatic Service, for instance, who have had consular experience, are there not?—There are men who have been in the Consular Service for a good many years, who have been promoted in South America to the Diplomatic Service.

39,205. And, I think, also in Europe?—I do not know it.

39,206. Do you think that if it could be managed; if the personal difficulties of expense, and so on, could be got over, it would be an advantage that someone should be sitting in the Foreign Office, in a responsible post, who had had direct experience of consular work?—They have it now.

39,207. In what form?—In the shape of inspectors.

39,208. But the inspectors are not sitting in the Foreign Office?—Two of them have their headquarters at the Foreign Office at this present moment. I received no instructions to appear before the Commission until I called at the Foreign Office. I am at home now to report on the result of my inspection. I asked permission to come and discuss my report, having been absent on inspection duty two months and a half.

39,209. Then you think, in fact, that this new arrangement of consular inspection will provide that one of the consular inspectors, as chief inspector, will sit in one of the departments of the Foreign Office and that they will be very largely Foreign Office officials?—No, I believe not. We are to be taken from our own Service.

39,210. (Chairman.) But having been brought to the Foreign Office you would not become a Foreign Office official?—No.

39,211. (Mr. Graham Wallas.) Let me repeat my question. I thought I asked you whether you think it would be an advantage that there should be someone sitting in the Foreign Office in a responsible position, who should have consular experience, and I understood you to answer that two of the consular inspectors had their head quarters at the Foreign Office and do in fact sit there?—Their headquarters are there in case they are wanted, and can be consulted while they are at home.

39,212. I am inquiring how far it would be possible that there should be normally in the Foreign Office building a man having consular experience?—You would have to take him from our Service.

39,213. But in other departments the chief inspector is constantly taken from his peripatetic service and sits in the office, and I was asking whether it would be possible in this case?—I am afraid I do not understand the question.

39,214. The Chief Inspector of Schools, for instance, spends more than half his time in the Board of Education, and the Chief Inspector of Factories is an organising officer in the Home Office. Would it not be possible to have the Chief Inspector of Consulates an organising officer in the Foreign Office?—You would have to put one of the consuls there.

39,215. Yes?—It would be possible.

39,216. That he should have a recognised post in the scheme of reorganisation of the Foreign Office?—I think so. I do not know what others would think.

39,217. You said that it is the duty of the consul to render any service that he can to a trader who applies for such service. I want to ask what kind of service you would render. Supposing that an English merchant has a proprietary patented article whose use he wishes to push; say, to use a case that was used by a consul to us the other day, that he was proprietor of a patented set of rubber heels; he sent specimens of these goods and he asked that the Consul at Rouen should inform him what means there exist for pushing this particular patented rubber heel in Rouen and the consul is extremely willing, he is an ideal consul and anxious to do any service that he can. What steps would he then take?—If we take Rouen I should tell him that there are a great many boot and shoe stores there and I have no doubt that he could sell the particular article if he send a commercial traveller who could speak the French language to go and visit each of these places.

39,218. Would you go and visit any of those places?—Yes, if I thought I could do him any good in one or two places to start I would not mind.

39,219. Then within moderation you think that an ideal consul would act as commercial traveller and go with a sample into somebody's house?—No, I do not say he would do that, but when you live in a place you generally have a bootmaker that you buy your boots from. I would go to mine and say, "Look here, can you find any market for these." That is the way I should do it, and practically make my bootmaker buy some of them.

39,220. But that would depend upon the accident where you get your personal boots from?—I say that if you live in a place for 10 years, you usually get your boots in the place you live in, or you get one pair of shoes once in a while.

39,221. There is now a growing demand by English traders for that kind of service to be done by the British Consular Service on a larger and more systematic scale than seeing one's own bootmaker, is there not?—I have not noticed it.

39,222. We have had complaints made to us which indicate that?—Mind you, my place, Rouen, is very peculiarly situated. I am only an hour and three-

15 May 1914.]

Mr. CHARLES CLIPPERTON.

[Continued.]

quarters from Paris, and there is only one town in the whole of France which directs the business of the country, and that is Paris.

39,223. At present the foreign service abroad and in England is divided into two sections, the diplomatic section and the consular section, is it not?—I have never looked upon the Diplomatic Service as having much connection with the Consular Service. Our own Service abroad is divided into three sections.

39,224. But those are geographical sections, are they not?—No: there is the general Service, the Levant Service, and the China and Japan Service.

39,225. That is what I meant by geographical sections. Can you imagine that the Consular Service itself might perhaps be divided into two different Services, one of which should perform the official duties with regard to the Merchant Shipping Acts and other matters which the consul has to perform, and another of which should be more purely commercial?—I think that a capable consul should be able to do both, because, after all, the Merchant Shipping part is generally done by a perfectly competent chief clerk or the vice-consul. Where you have no vice-consul it is done by the chief clerk.

39,226. You say that you have just come from inspecting Marseilles. What is the work which takes the chief part of the Consuls-General's time at Marseilles?—Correspondence; that is done by the consul himself with his private secretary who is a stenographer and typewriter. Inquiries in the town are done by the unpaid vice-consul, who is a clerk you may say under instructions from his chief. The chief goes and makes his own inquiries. The shipping is in the charge of the salaried vice-consul and a boy clerk, and when it becomes congested the unpaid vice-consul goes and helps. You want a good head to direct, and a sufficient staff.

39,227. Take the directing head; supposing he works on the whole seven hours a day, how many hours does he spend thinking and writing about commercial business, and how many hours does he spend thinking and writing about what you might call administrative business?—I do not know.

39,228. Probably half and half, do you think?—No, I do not think he pays much attention to the shipping part, unless he is called in; it is more or less, if you like to put it so, an inferior branch of work, it is so cut and dried; there is nothing to improve in paying men off and shipping them.

39,229. If you saw his letter book the letters he dictates during the day would be mainly reports upon commercial questions?—The commercial questions are very simple questions.

39,230. What are these other questions which are not commercial?—Anything from marrying a person, sending a dead body home, and things like that. You have no idea until you get practically into it what a consul's work is.

39,231. Can you not distinguish in your mind between these questions of marrying persons and sending a dead body home and the whole question of pushing commercial products?—These various things come in the course of the day's work.

39,232. Can you suggest in the light of your experience, any improvement on the present method of recruiting salaried consuls and vice-consuls?—No, I

have not seen the result of it yet, I have only seen one under the new system so I cannot say.

39,233. You were appointed 20 years ago by examination?—Yes.

39,234. In your examination had you to do a political economy paper?—No.

39,235. That is new?—Yes.

39,236. All you did was mercantile law?—Reading, writing, and arithmetic, merchant shipping law, and I had to write an essay; I forget exactly what it was, it is a long time ago.

39,237. You are not an authority at all on the existing examination?—No.

39,238. (*Sir Henry Primrose.*) With reference to part of your examination just now, I take it that you would not at all wish to see the consul made practically the commercial traveller for any firm in England that wished to employ him as such—a commercial traveller paid at the public expense for the benefit of an English trader?—I think that would be asking a great deal of the Treasury, to supply consuls as commercial travellers.

39,239. Take, for instance, what you said about the rubber heels?—I do not think I should take a sample round to every bootmaker in the place, but there are ways in which you can do a good deal.

39,240. Informal ways?—Yes.

39,241. You would not wish that it should be part of your duty to go there?—It is a hard way to put it. If you take an interest in your work, there are so many things you may do that I do not think you are called upon to do.

39,242. (*Chairman.*) You have to be nominated by the Secretary of State before you are admitted to the examination for a consulship?—I believe so, now.

39,243. Could you express any opinion as to whether it would be better to do away with that nomination, and leave the examination purely open competition, so that any man who wants to go in for an appointment could go in and ask to be examined without any sort of selection before the Committee of Selection?—I think that would be a very wrong thing.

39,244. You think it is desirable that the personal qualities of a man should be regarded?—I think you want to see his general appearance and to know something about him.

39,245. As much as you can?—Yes, and then, as I said before, after he has passed the examination and has been a probationer for two years, I think he should come before the Committee again.

39,246. Would you allow the Committee to inquire into his past history, his parentage, the schools he was brought up at, and so on?—I think that, so far as possible, you want to keep him a British subject; I mean a *bona fide* British subject.

39,247. But beyond that would you inquire into his parentage with a view to see what social class he came from?—No, I do not think that social class is any barrier; everything is open to him, I think.

39,248. It would not be open to him if it depended upon the permission of a particular person or a particular body to admit him to examination, that would be limitation. That is the difference between limited and open competition?—I decidedly think that you ought to have some control; you ought to know something about your man.

## NINETY-SEVENTH DAY.

Thursday, 21st May 1914.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. JOHN ROBERT CLYNES, M.P.  
Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. PHILIP SNOWDEN, M.P.  
Mr. GRAHAM WALLAS.

Mrs. DEANE STREATFEILD.

Mr. N. E. BEHRENS (*Secretary*).

Mr. ARTHUR PONSONBY, M.P., called and examined.

39,249. (*Chairman*.) Will you tell us what your experience has been under the Foreign Office? When did you enter the Service?—I entered the Service at the beginning of 1894.

39,250. Did you enter the Foreign Office or the Diplomatic Service?—The Diplomatic Service. I was appointed to Constantinople in November 1894, and I stayed there till May 1898. I was promoted to be a third secretary in 1896, and a second secretary in 1900. I went to Copenhagen in May 1898 to February 1900, and then I was exchanged into the Foreign Office, where I remained from February 1900 to October 1902, when I resigned.

39,251. You had about eight years' experience?—Yes, eight and a half years.

39,252. Will you briefly tell us whether you found any great difference between the character of the work you had to do in the Foreign Office and what you had to do as secretary to an embassy?—So far as I am concerned, when I went to Constantinople, the work there, though specialised, was very much the same as the work I had to do in the Foreign Office, except that our hours were on the whole a good deal longer, and we sometimes had to work till the middle of the night. I happened to be there at a time of excitement during the Armenian massacres and also during the Turco-Grecian War, and there was a great deal of work. At Copenhagen I had very little to do in the way of chancery work—I should think at the most about half-an-hour to an hour a day. But I should like to say, with regard to the social duties, that I think they are very much exaggerated. At Constantinople, of course, there were none, except the ordinary dinner parties amongst friends and colleagues that one went to. At Copenhagen there certainly was a certain amount of Court functions to attend and one had to go to the station to meet members of the Royal Family and escort them into their places in church, and so forth, and parties and dinners. But all that amounted really to very little and involved no expense, and I do not think it can be really regarded as part of the diplomatic duties. I should like to say in that connection that, of course, in former years, when high society in all the capitals was very closely allied with government, it was necessary for a diplomat to go about, to gather what gossip he could, and to make acquaintance in that high society. To-day in very many capitals high society is rather divorced from government, and these so-called social duties are merely the pleasures of individual members of the Diplomatic Service in so far as they indulge in them—parties, country house parties, shooting expeditions, and so forth. It is merely for their own pleasure, and I do not think it in any way adds to their utility as diplomatic officers.

39,253. Would you say that that would be characteristic of the greater number of the Courts to which our diplomatic officers are accredited, or could you name the countries in which society, in the highest sense, is divorced from the government?—I should think in the majority of cases, certainly in the case of the Great Powers, with perhaps the exception of St. Petersburg, high society is not very closely allied with the government. In the minor posts like the one I quoted—Copenhagen—there certainly is a certain amount of

social duty to be performed; but that does not add to the expense of a diplomat's life, and I think it is rather negligible. As third secretary at Copenhagen I had to organise dinner-parties and receive people, and I think I did my fair share of going out to dinner-parties; but it amounted to very little and involved no extra expense anyhow.

39,254. (*Sir Kenneth Muir-Mackenzie*.) I am rather surprised at your saying it involves no extra expense, as a man who lives in that sort of round of society must surely spend more money than a man who does not go into that sort of society?—I cannot say that that was my experience. After all, going out to dinner very frequently only involves the cost of a clean shirt—nothing more. Of course, if they go to country houses that would be more expensive no doubt. I believe they are invited very frequently, in the Vienna embassies, to country houses round about, and I dare say that would involve expense; but I do not consider that to be in any way part of their diplomatic duties.

39,255. (*Chairman*.) Unless they accepted these invitations would they not be somewhat out of it? Would they not be taking up a line different from that taken up by the diplomatists from other countries?—Yes; I think it would be a mistake to take up an attitude of refusing all invitations. I think it is necessary anyhow that they should know their colleagues—that, I think, is important.

39,256. They cannot act very differently from what is done by the embassies of other great nations?—Quite so.

39,257. They must live up to the same standard, must they not? I do not mean to say that they should vie with each other in extravagance, or anything like that, but they would have to conform to the general standard of living?—Yes; but I think that can be quite well done without any great extravagance.

39,258. So that you would be inclined to agree with the opinion that a greater amount of expenditure falls upon the diplomat than necessarily falls upon a Foreign Office clerk?—Certainly.

39,259. At the present time the rule of the Service is that anyone who enters the Diplomatic Service should be secured 400*l.* a year as private income. Do you think that the expenditure that a diplomat incurs, over and above the Foreign Office clerk, is to be measured by 400*l.* a year?—It varies so very much according to the capital he lives in. In Constantinople, for instance, it would be quite easy to live on less than 400*l.* a year. At St. Petersburg or Washington it would be rather difficult to live on 400*l.* a year. It depends upon the cost of living in the particular capital.

39,260. If you were to take an average, and to vary the diplomat's income by reference to the cost of living in particular places, would 400*l.* a year be a fair average? We were told by the Foreign Office that 500*l.* would be a little nearer the mark than 400*l.*?—It is rather difficult to say. I should have thought that 400*l.* would have been sufficient.

39,261. How did the men of your day in the Diplomatic Service compare with the men in the Foreign Office? Were they pretty much alike in ability?—I should say they compared very favourably with the

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

Foreign Office. I think it would be invidious to make any particular distinction; but certainly there were in the Diplomatic Service more or less among my contemporaries men of first rate ability.

39,262. I asked that question because in your paper you seem to favour the amalgamation of the Foreign Office and the Diplomatic Service?—That is so.

39,263. As far as your experience goes, you think that, comparing with each other the men who enter the Foreign Office and Diplomatic Service now, there is nothing to prevent such an amalgamation, the men are much on a level?—Certainly.

39,264. Would the amalgamation which you advocate extend to all grades throughout the Diplomatic Service (including ambassadors), or would you limit it within certain bounds?—I should not limit it. I should have one Service—a Foreign Service. A candidate entering for this Service would know that he might be employed in the Foreign Office in London or he might be sent at any time to an embassy or legation abroad.

39,265. Would you bring them on the same list for promotion?—Yes, on the same list for promotion. I think it would entail a reduction in the numbers of the Diplomatic Service, which I think might be quite easily effected.

39,266. You seem to make your proposal for a reduction in the Diplomatic Service contingent upon the employment of men of the second division type in certain capacities abroad?—Yes, that is so. I advocate the employment in embassies of chancelliers or archivists. They are now employing either archivists or translators at Paris, Berlin, The Hague, Madrid, Stockholm, St. Petersburg, Athens, Christiania, Buenos Aires, Lisbon, and at Cairo.

39,267. Are you taking those names from official sources?—I have been supplied with these by a member of the Service. My idea would be to extend that system all over the world, so that in each place there is an archivist or chancellor who is responsible for the main work of the mission and keeping the register.

39,268. You were dealing with transfer between the two Services. It has been suggested to us by, I think, one of the ambassadors whom we have examined, and by the Foreign Office, that they are quite in favour of transfers up to the grade of counsellor—that is to say, transfer between the Foreign Office clerks and the diplomatic secretaries and attachés. The impression left on my mind by the evidence is that when the grade of counsellor is reached a man has specialised. After that point a man in the Foreign Office gains in value by remaining in the Foreign Office, and if he is in the Diplomatic Service he gains in value by remaining in the Diplomatic Service. Is there anything in that, do you think?—I should take entirely the contrary view. I think a man would gain in value by having experience abroad, even if he decided to spend the greater part of his time in the Foreign Office; and inversely, I think a diplomatist would gain considerably in value by coming to London and seeing things from a central point of view.

39,269. He would have seen them up to the point at which he becomes a counsellor. He reaches the position of a counsellor in something between 15 and 20 years' service?—Yes.

39,270. But in the meantime he would be freely transferable between the Foreign Office and the Diplomatic Service, so we must assume, I think, that he had acquired diplomatic knowledge by that time. But whether the further acquisition of diplomatic knowledge as counsellor, or Chargé d'Affaires, or Minister, would be an advantage to him in the Foreign Office comparable with the advantage that it would be if he remained in the Diplomatic Service, is a point on which I would like to have your opinion?—In the higher ranks, when he is at the head of a mission, and after he had served several years in that post, I think it would be an advantage to him to come home and serve in the Foreign Office as head of a department, or as an under-secretary.

39,271. You are, I see, disposed to think that at the present time there is some sort of "antagonism," to use your own words, between the two branches of the Service—between the Foreign Office and the Diplomatic

Service?—I think that is so. I think the Foreign Office clerk is rather apt to regard the diplomatist as an amateur, and the diplomatist feels the rather superior position of a Foreign Office clerk, being at headquarters. Also there is a lack of connection between the two Services at present, so that when a diplomatist comes home on leave and goes to the Foreign Office he finds nobody who takes any particular interest in him, or knows where he comes from; and when he is there by way of reporting himself, which he does reluctantly, he does not regard the Foreign Office as part of his Service at all.

39,272. Is it not true that on some questions the diplomacy or the negotiations are carried on by the Foreign Office direct with the Ministers of the various States accredited to His Majesty's Court?—Yes.

39,273. In that way the work of both Services dovetail into each other?—Certainly.

39,274. Am I to infer that the diplomat thinks he is rather in the position of a person to whom orders are being given?—Quite so.

39,275. And am I to think that he does not consider always that his views are sufficiently recognised?—I would not go so far as that, but it is conceivable that in certain cases he would think so.

39,276. That is the reason you think why there is a certain indefinable antagonism between the two, one being in the position of a person who receives, and the other being in the position of a person who gives the orders?—That is so.

39,277. And you think it would be modified if there were more frequent transfers?—I think it would be entirely eliminated if it was one Service.

39,278. But the frequency of transfers (even if it were determined not to consolidate the Services), within that certain limitation up to the grade of counsellor, would diminish that antagonism you refer to?—Yes, but in order really to diminish the antagonism you would have to have a system of more frequent transfers than at present. At present I think there are only four gazetted, and that on the whole rather tends to aggravate the situation.

39,279. Four transfers over what period of years?—I cannot at the present moment say; but, I think there are only four diplomatists, if as many—I am not quite sure—in the Foreign Office and four Foreign Office clerks serving in various missions abroad.

39,280. At the present time does not the question of transfer a good deal depend upon the existence in the Foreign Office of men having private means?—Yes, I think it does.

39,281. So that in order to effect your object it would be necessary to tackle that question of the 400l. a year private income?—Certainly.

39,282. You are of opinion that that should be abolished?—Yes, I am.

39,283. Would you replace it from public funds, assuming, as I think you have admitted, that life abroad is more expensive than it would be in London when serving in the Foreign Office?—Yes. I should be inclined, first of all, to have quarters in all embassies and legations for the staff. At present the whole staff is put up at Constantinople in a secretary's house. There is one room at Paris for a secretary, and one room at Berlin. I believe two secretaries can be lodged at St. Petersburg, and one at Madrid. That is, of course, very inadequate and makes it extremely expensive. It is very difficult for a man coming as a stranger into a town to find suitable lodgings at a moderate price.

39,284. Where the secretary is lodged in the embassy, he becomes a member of the ambassador's family. I presume, a member of the staff?—That depends very much on the head of the mission, the Minister or the Ambassador. In those cases where I say one secretary is lodged, he generally acts as private secretary to the ambassador and becomes more or less one of the family.

39,285. (Sir Kenneth Muir-Mackenzie.) He would not be a married man?—No, he would not be a married man.

39,286. (Chairman.) When he is a bachelor and when he becomes a member of the family, does he contribute anything to the general expenses. Is he in the position of a guest, or a paying guest?—I think where

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

there is just this one secretary, he is really admitted as a member of the family and as a guest of the ambassador.

39,287. If he acts the part of private secretary he becomes one of the family and naturally pays nothing, just as an aide-de-camp attached to a governor pays nothing?—Yes.

39,288. If all the secretaries employed at a mission were treated in that way, it would be rather hard on the ambassador, would it not?—Certainly. Then I should do it on the system that was adopted at Constantinople, where the secretaries had their house, their own mess, and paid their own expenses, but had their lodgings free.

39,289. At Constantinople they were not members of the ambassador's family, but had quarters provided for them?—Yes, we had quarters in the embassy.

39,290. Is that the system you would recommend?—Yes, to be adopted everywhere.

39,291. In such cases no difficulty would arise if the secretaries were married men?—In the case of married men I would make them an allowance for lodgings.

39,292. You would allow free lodgings for the secretary and his family?—Certainly.

39,293. In the former case, if the secretary acted as private secretary and he was married, still his wife would be a member of the family just as he himself is. That case is not uncommon?—Yes.

39,294. That is one of the ways you would propose to meet the question of expense?—Yes.

39,295. Would that cover the whole expense?—No, I think in addition to that there should be certain allowances. For instance, I think the allowance for languages, which is at present so very unsatisfactory, might be extended to all capitals. At present there is a language allowance for Turkish, Russian, Arabic, Persian, Chinese, and Japanese. It happens that in those countries there are a complete staff of translators or dragomans. The secretary who passes the examination has never to use officially in any way his knowledge of that particular language; whereas in the other posts such as Lisbon, Stockholm, Copenhagen, he may know Portuguese, Swedish, or Danish in such a way as to be of real use in translating and in reading the newspapers, and yet he receives no allowance for it. I should allow 100*l.* a year for a really proficient knowledge of the language of the capital where the secretary was residing, provided it was not one of the languages which he took up in his first examination. That would be 100*l.* a year. Then there is the allowance for the International Law examination, which is another 100*l.* a year, which I think ought to be made compulsory in order to attain the rank of third secretary. There is the commercial allowance which is being now extended, and which I think is a very good way of supplementing the income of secretaries. In addition to that, I should have connected with each post local allowances for the secretaries which would be graded according to the particular expenses of that town.

39,296. Then you would place the 400*l.* a year, or whatever the sum would be, upon the State, and you would meet it partly by providing house accommodation, partly by enabling the particular attaché or secretary to gain allowances for proficiency in languages, in international law, and so on, and partly by a local allowance graduated according to the expensiveness of the place?—Yes, and perhaps I may add that, of course, I would allow them in any case a salary from the very start.

39,297. I assume, as part and parcel of the amalgamation, that the salaries would in the Foreign Office and in the Diplomatic Service be brought on the same scale?—Quite so.

39,298. Now we come to the question of the archivists. You propose the appointment of archivists with two objects: one the object of reducing expenditure, and the other the object of greater uniformity in office administration abroad?—Certainly.

39,299. What should be the pay of an archivist in your opinion?—I think an archivist can always be found out of the British Colony in the particular capital.

There is in all the capitals of the world a very large British colony generally.

39,300. But is not that what is done now?—Yes, I think that is so. He is got locally.

39,301. I may be wrong, but I understood you to mean that for your archivist you would depute a second clerk, increasing the number of the second division in the Foreign Office if necessary, with the object of filling the post of archivist abroad?—It might be conceivably advisable in certain cases, but I am not sure that I should adopt that system. I think it would be rather hard on a second division clerk in the Foreign Office to be sent out abroad without any colleagues of his own standing, and to live among strangers.

39,302. That has been suggested to us as one of the difficulties?—I think it would be very difficult, and I think you would be always able to find a local man quite well fitted to undertake those duties.

39,303. And you would find him cheaper?—Much cheaper.

39,304. You pay at the present time something like 250*l.* a year for your archivists abroad. You would not get one of your second division clerks to go abroad for that?—No, but I can imagine at a place like Paris, where the archivist would have a very good position, perhaps circumstances would make it advisable.

39,305. The archivist has access to papers of great importance at times?—Yes, but he is by way of not seeing the confidential documents.

39,306. At all events he must be a responsible man?—He is a very responsible man.

39,307. He must know the language of the country?—Yes.

39,308. And he probably would not be or could not be transferred from place to place, but would be a fixture?—Yes.

39,309. That is pretty much the case at the present time?—At the places I mentioned, but it is not a universal practice.

39,310. At the places mentioned you employ local men?—Yes, either an archivist or a translator, but only at those places. It is not a universal practice.

39,311. At other places one of the staff takes the place of an archivist?—Yes.

39,312. You think by extending that system of employing archivists you could reduce the diplomatic staff?—Certainly.

39,313. Have you worked the matter out carefully by calculations, or is that merely your general impression?—I think it could be quite well proved, because take a small legation where there is a Minister, a first secretary, and a third secretary. The third secretary does more or less the archivist's work, and, when he is moved to some other post, a new man comes in without having the slightest knowledge where all the papers are or how the work has been continued from year to year, and there is a very abrupt break.

39,314. Has the third secretary no clerk under him?—None at all. Take my own case at Copenhagen. If you had an archivist he would be a permanent man, and you would simply have a Minister and one secretary. One secretary is ample to do the work.

39,315. It does not follow that at all the missions you have a counsellor and first, second, and third secretaries?—No. At the larger embassies you do want a larger staff undoubtedly, because you have so very much more business, and the ciphering and deciphering of telegrams, which must always remain very confidential work and be in the hands of secretaries, takes up a good deal of time.

39,316. Within your knowledge has there been any examination or consideration of the staffs which are located at the various missions and embassies with the object of fixing an authorised strength for the diplomatic staffs?—I do not think so.

39,317. The staff varies, I suppose, with the work?—It varies with the work very much. If there is pressure of work at one post a secretary is transferred and sent there.

39,318. You, I observe from your paper, also are of opinion that more could be done than has been done hitherto in amalgamating the Consular and Diplomatic Services?—That is rather a more difficult question. I



21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

should certainly not place any obstacle in the way of moving a consul into the Diplomatic Service if he was eminently fitted for a diplomatic post, as has been the case, we know. Sir Ernest Satow is a recent case. But on the other hand, I think the Diplomatic Service ought to be safeguarded against people from outside being put in and the promotion all the way up the scale being stopped. If a consul was drafted into the Diplomatic Service I think it ought to be arranged at the same time that some diplomatist should get a consular post.

39,319. There is, I understand, no absolute prohibition at present against promoting a consular officer into the Diplomatic Service now, or *vice versa*?—None at all.

39,320. You have seen a good deal of consuls in your time?—Yes.

39,321. Are they recruited from the same class of men who form the staple of the Diplomatic Service and the Foreign Office Service?—Not always, perhaps. Those whom I have been especially impressed by are the members of the Levant Service. I think the Consul-General at Beyrout, at Smyrna, or in Crete, has really practically a political diplomatic office.

39,322. He enters the Service by a much narrower door than the other consuls?—It is a special examination.

39,323. His education is much higher and he is a more selected officer?—Certainly.

39,324. He stands on the same level with the Far Eastern consulates?—Yes.

39,325. It is a difficult service to get into? Educational qualifications enter far more largely into it than into the ordinary general Consular Service?—Certainly, that is so.

39,326. Would you restrict your promotions from the Consular Service into the Diplomatic Service to the Levant and Far Eastern Services?—No, certainly not. I only quote that as an instance of men I knew who were quite well suited to come into the Diplomatic Service.

39,327. You would advocate greater freedom of promotion, but not anything in the nature of amalgamation?—Exactly.

39,328. Now we come to the important question of the Board of Selection. As I understand your paper, you advocate the throwing open of the Diplomatic Service and the Foreign Office to open competition?—That is so.

39,329. Would you apply the Class I. test for the selection of these men?—Certainly.

39,330. Would you abolish all limitations, making it an open competitive examination, or would you make it a limited competitive examination among nominated candidates?—I should have it an open competitive examination.

39,331. And no previous Board of Selection?—No, I should prefer to have no Board of Selection.

39,332. Do you think that for the Diplomatic Service a particular kind and stamp of man is needed? Do you think you could trust to getting the precise stamp of man you want from open competition or are there any particular qualities essential for the success of the Diplomatic Service which an open competitive examination does not bring to notice or test?—My view is, that there is no method either of a Board of Selection or nomination by which you can make quite sure of getting the exact man you want, and you would run no greater risk than you do at present if you had open competition.

39,333. In the appointment of the Diplomatic Corps of other nations that you have had dealings with, do you think the principle of selection was at all brought into operation?—Yes, I believe in nearly all the Services, except, of course, the American Service, which is quite different, there is some sort of Board of Selection or nomination necessary.

39,334. Are the members of the Diplomatic Service of other States in your experience rich men as a rule?—Not in the French Service, and not so much in the German Service. In the Russian Service I should say they were, and in the Austrian Service, but I do not think I ought to dogmatise on that point. I may have met rich men in some services and not in others. I do not think I can generalise at all about that.

39,335. Did they strike you as being men who had gone through careful education, such an education as you would connect with the idea of Eton and Oxford?—I

should say most of them had been better educated than what we connect with the idea of Eton and Oxford.

39,336. You know what I mean—the character, training, the habit of thought, the manners and the general demeanour which result from passing through Eton and Oxford?—As regards manner it varies very much. That is what I feel about the whole of this point with regard to trying to get a man of tact and good manners—there is no money test, there is no examination, and there is no method of unfailingly getting your right man.

39,337. No; but are not you more likely to get your right man by adding to the examination test some kind of selection than if you did not add it?—I very much doubt it.

39,338. In regard to promotion in the Service do you advocate promotion by merit alone, or would you have any regard to seniority?—I think up to the rank of counsellor you ought to abide by seniority, but after that I think you must allow the better men to get the better posts.

39,339. In your paper you say with regard to promotion and appointments: "In the lower ranks this should not be left entirely in the hands of a single individual as it is at present. A Board should be set up for the purpose, and attached to the Board should be inspectors, who could visit foreign missions and consulates from time to time." Would not it be difficult to carry out that procedure? Do you think that the inspector on visiting the Embassy at Vienna or Berlin would be able to find out things which were not known to the ambassador, and which the ambassador if asked to report upon could not do so?—I do not insist on that point very strongly, but in connection with the first part of what you read about the appointments in the junior branch of the Service, I do think that that ought to be systematized and placed in the hands of some sort of Board of Appointments in the Foreign Office who would know where their men were placed, where they intended to send them, and have some regard to their future utility and the particular interests that they wanted them to watch. At present it is entirely capricious. It is in the hands almost entirely of the private secretary, who is a very powerful man in the Foreign Office. The young diplomatists go to him, send complaints to him, and petitions to him asking to be moved from one post to another. It rests with him—of course, with the Secretary of State's approval, but entirely with him ultimately—to settle where these young men shall be sent.

39,340. What you propose is really that there should be a responsibly constituted section of the Foreign Office, whose business it would be to control the Service and supervise the general promotion?—Yes.

39,341. Subject, I presume, to the general control of the Under-Secretary of State and the Secretary of State?—Certainly. Perhaps I may be allowed to add on that point that that might become the nucleus for a regular diplomatic department in the Foreign Office, where diplomatists on leave could call, and could work, and could see the papers connected with their own posts, and find some sort of business home when they were on leave. As it is, diplomatists on leave are very often called in connection with business relating to their posts, but it is in a desultory way. They come with their hats in their hands, and are handed papers across the table, and they are visitors. Diplomatists on leave should, if they wished, or if it is desired by the Secretary of State, come to the office and be part of the staff, and I think that this diplomatic department which had charge of the appointments in the junior ranks might be converted into a regular department where there was accommodation for diplomatists on leave.

39,342. (Mr. Graham Wallis.) You suggest that an amalgamated Foreign Service should be instituted, consisting of the Foreign Office and the Diplomatic Service. Such a Service does exist already in certain other countries, does it not?—In France, certainly.

39,343. Do you know roughly whether any other country except France has the system?—In some of the other countries I think they practise interchange

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

between the Services rather more than we do, but I do not think there is any complete system of amalgamation except in France.

39,344. But we could, by asking for a return from the embassies, get that information, and nobody would object to giving it?—Certainly. They would be quite ready to give all information with regard to the organization of their own Services.

39,345. After the amalgamation, where do you think the young member of the Service should normally start his work—at home or abroad?—I should appoint him to the Foreign Office for certainly two years, where he should learn all the routine work and get a thorough knowledge of how all business is transacted, and I should also require him during those two years to get a very much better knowledge than diplomatists get at present of how his own country is governed. I think it is very necessary that diplomatists should know something about the institutions in their own country—the educational institutions, prisons, hospitals, local government, and everything that concerns the life of the country—because when they are abroad they very often have to inspect these places, or write reports on these subjects, and they are deprived of any first-hand knowledge of how these matters are managed in their own country. You must remember that a young candidate has already spent a considerable part of his time abroad in learning the languages. That is the only way he can learn them properly. He is very likely learning abroad during all his holidays, when at school, and during his vacations while at a university. Therefore his opportunities for knowing about his own country are very small, and it is a noticeable defect in our diplomatists that they really do not know their own country. I should employ part of the two years in the Foreign Office in giving an opportunity for studying these questions.

39,346. That could be done by co-operation between the Foreign Office and other departments like the Local Government Board, the Home Office, and so on?—Quite well.

39,347. I think you have already said that such an amalgamated service would necessarily require the abolition of the 400*l.* a year test. You cannot freely exchange a man subject to that test with another man who has not been subject to that test?—Certainly, it necessitates the abolition of the 400*l.* a year test.

39,348. If you merely abolish the 400*l.* a year test, without substituting an actual payment of 400*l.* a year in some form or other, that difficulty would still exist, because it would still be impossible for a poor man to live in an expensive capital without a special allowance?—Certainly, there would have to be a substitution.

39,349. You said you thought that the system of examinations for extra allowances for proficiency in languages, international law and so on might well be revised and reconsidered?—Yes.

39,350. When you passed your examination in Turkish do you know whether the Civil Service had anything to do with it at that time?—No. I must say that my examination in Turkish was a farce. I was examined by the chief dragoman in an oral examination. I do not say that I did not spend a great deal of time and money in learning Turkish, because it was a very difficult language, but my knowledge of it was extremely superficial and it was never required.

39,351. Such office examinations by an official in the department concerned were general in the Home Service, I believe, before 1855?—I dare say.

39,352. And they were at that time said very freely to be a farce. The cure for that was the bringing of them into the general system of the Civil Service Commissioners. Do you think these examinations in languages might well be made on the responsibility of the Civil Service Commissioners?—I certainly think so.

39,353. Then the general trend of the university examination system, and of certain others, now in matters like law has been away from the mere examination which can be crammed, and towards an examination plus teaching. Do you think that might be possible in the case of the International Law examination, for instance. If a man lives in Berlin or Vienna where there is a great university, he might not only be required

to sit for an examination but might be required to attend lectures by the greatest authority in the university on international law?—I think that would be quite a good thing, especially in connection with international law, I am not quite certain that the International Law examination is conducted on precisely the same lines as when I passed it, but it was purely a crammed examination and, I think, it would have been far better if we had been obliged to attend a course of lectures and if that had been part of the test.

39,354. If you get rid of cramming in that way, do you think it might be possible to extend it to recent diplomatic history, say, so that a man should be either required or encouraged to take a course of instruction as well as an examination during the earlier years of his service?—I think, perhaps, that ought really to come into his first examination—his entrance examination.

39,355. That leads to a suggestion which Mr. Stanley Leathes made to us the other day, that it might be possible to get rid of the present maximum of 4,000 marks in restricted subjects for the Diplomatic Service, and substitute the same 6,000 maximum as is usual in the Home Civil and Indian Civil Service examinations, but make a series of options which he called a modern literary examination cover the whole 6,000. You are probably not familiar enough with the details of the examination to criticise that in detail, but would you say that, if you could, by letting the men take history, modern languages, political science, law, and so on, cover the whole 6,000 marks, then you could fairly and really use the Home Civil Service competition for the Diplomatic Service?—Yes, I have had that point under consideration, because I quite saw that if I advocated open competition in Class I. examination you would be confronted with the difficulty that you might get a man wanting to go into what I call the Foreign Service who had not passed in French and German. I certainly think, as you suggest, that the modern studies, the modern side, should be put on a footing of equality with the study of ancient humanities so that he would lose no marks, and, if his desire was to go into the Foreign Service, he would naturally take up modern languages and modern history, and should he fail to get into the Foreign Service, there being no vacancy, he would be on a footing of equality with the other successful candidates for other posts in the Civil Service.

39,356. What is the age at which a man in the Diplomatic Service now must retire under the age limit?—He retires now at 70.

39,357. There are certain men who must become of very little use a long time before the age of 70?—My suggestion about that is, that if a certain rank is not reached before a certain age or, I put it, if a diplomatist does not get an appointment as head of a mission after 25 years' service, he should be made to retire, because at present the Service is very much blocked by men whose ability is not considered to be first rate getting no promotion and yet stopping the way of the promotion of those under them.

39,358. Would you make him retire on a much smaller pension than a pension after full service?—Certainly, a pension according to the rank he had reached.

39,359. Supposing the Commission do not accept your suggestion of throwing open these posts to absolutely free competition, do you think there is any other way in which the general Class I. examination could still be used for the recruiting of the Diplomatic Service? For instance, might not the successful candidates after their success apply for a post in the Foreign Office, and if they did not pass a Board of Selection then normally apply for any one of the other posts open in the competition? Would that be possible?—I feel, myself, that as long as you have these restrictions of a Board of Selection, or the 400*l.* a year, or nomination, you have to have some sort of makeshift which will never be very satisfactory. I quite admit with the Board of Selection there is a wider scope for nomination which has come in lately. When I got into the Service it was extremely difficult to get a nomination, and there was no Board of Selection. Now there is no very great difficulty about getting a nomination, but there is also the Board of Selection. It has been

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

widened, but I think it is extremely important considering how our whole system of government is changing and how necessary it is to obtain certain sorts of information from foreign countries, that we should get a much more representative man or set of men into the Diplomatic Service than we have at present under this very restricted system.

39,360. (*Chairman.*) May anybody apply to come before the Board of Selection; does the nomination come after the Board of Selection has reported, or must it precede the Board of Selection's action?—It precedes it.

39,361. The candidate must get a nomination from the Secretary of State to appear before the Board of Selection?—That is so.

39,362. And that nomination you say is much more freely given now than before?—Yes.

39,363. (*Mr. Graham Wallas.*) But there is a much severer test before he is allowed to compete for the examination?—Yes, because of the Board of Selection, where the test is on I do not know what principle, but manners and appearance and that sort of thing seem to count for a great deal.

39,364. Would you allow men who had been successful in the Class I. examination and had been appointed to other offices in their first few years of service to apply for transfer if considered suitable to the foreign Service?—Yes, I should have no objection. If you have a Class I. examination for the whole Civil Service I should have no objection at all to men being taken from the Colonial Office, the Home Office and the Treasury and transferred, so long as you did not interfere with the promotion in any particular Service and you always drafted another man back into the place of the original man.

39,365. At present a young man is appointed to the Diplomatic Service, he goes at once abroad and lives practically his whole life abroad, and he normally marries. Do you think there is a certain difficulty arising from the fact that those ladies he meets are mostly ladies belonging to the other countries and he very seldom meets ladies of his own country?—I think that is a very real difficulty. I think this enforced exile on a young man from the age of 24, if he is not able to get an exchange into the Foreign Office, which nine out of ten do not, necessitates very often his marrying a foreigner. There is a recent example of an embassy in which the wives of the staff consisted of two Italians, one Spaniard, one Swede and one German—that is a British embassy. I think the wife of a diplomatist is an extremely important person. I do not believe there is any profession in which a woman figures so prominently as in the Diplomatic Service. I think, therefore, it is really important as it is a representative Service abroad, that the women should be British. But if our diplomatists are kept abroad from a young age it is only too probable that they would marry foreigners. By my proposal of amalgamation where they would have long periods at home, I think you would obviate that difficulty.

39,366. A consular officer complained to us that a consul coming home found no one in the Foreign Office who had any actual consular experience. Do you think, if that is so, it might be a real practical difficulty?—Yes, I again think that the Consular Department in the Foreign Office ought to be manned by consuls who have had experience in the consular service and not merely by Foreign Office clerks who have had correspondence with consuls. You want the Foreign Office again to be a sort of home for the whole foreign service, so that men coming from any part of the world will really be met there cordially and feel that they are part of one large Service.

39,367. In other Government departments, taking the Home Office and Board of Education as instances, that difficulty is met by making him a chief inspector, who after a long period of experience outside the office practically becomes an inside official and is always there, and is the means of communication between the other inspectors outside and the permanent officials inside. Do you think it might be possible to have a chief inspector of consuls who has had experience both as a consul and as an inspector of consuls, and

make him spend most of his time in England?—I have not actually thought that out, but the principle of an amalgamation which I feel is so important, I think to some small extent should be adopted in order to get a link between the Consular Service and the Foreign Office, and I should certainly favour a man with consular experience being in the Consular Department of the Foreign Office.

39,368. You have had a certain amount of experience of the functions of the unpaid consuls when you were in the Diplomatic Service?—Yes.

39,369. Would your experience indicate the desirability of an extension or a restriction of that system?—I should certainly not extend the unpaid men. I think it is very undesirable as it is to have so many.

39,370. With modern means of travelling and communication you think a smaller paid service might be more effective than the present large unpaid service?—I certainly do.

39,371. We have received a great deal of evidence from commercial sources indicating a demand for a great extension of what I may call the purely commercial side of consular work—making inquiries for particular firms, pushing the goods of particular firms, and so on. Do you think in your experience it would be possible to divide the Consular Service into two, making the administrative side a definite service and creating a commercial side which did not necessarily consist of the same personnel?—I certainly have been struck by the very different functions that a consul has to perform. As I said a little earlier, some of the posts in the Levant are really diplomatic and political posts, and that work is very different from the work you have just described of a purely commercial character. I certainly think, although I should not like to lay down any hard and fast rule, that that purely commercial work which is very necessary and is not altogether efficiently performed at present would be better performed by a man of rather different experience and who had different prospects, so that the political work might be kept more apart. I agree to that extent.

39,372. You might make three branches of the Foreign Service—the Diplomatist, the Administrative Consul, and the Commercial Consul?—Something of that kind I think would be quite desirable.

39,373. I have received indications of a view amongst some diplomats that it would tend both to the advantage of the State and to the training of the young diplomatists if more work were given to them by the home departments, that is to say if the departments accustomed themselves to rely rather more upon the Diplomatic Service for their information?—I think that is true, but I think it is partly from his want of knowledge on these subjects that he is not used. When I was in Copenhagen I can give two instances. I had to make a report on commercial education, and as that was really only a matter of scissors and paste and visiting, there was no very great difficulty about it. But there was at that time a desire to find out accurately the system of old age pensions in Denmark. I knew nothing about Local Government at home. I knew nothing about our poor law system or anything of that kind. I should have been quite useless for a task of that sort, and a Local Government Board official was sent out to do that. Now I think all that sort of work might be done by diplomatists if they had a more specialised training, and it would be of interest to them, because in those countries where there are no particular diplomatic complications and where the high diplomacy of Europe is rather quiescent, there are very often a great many social questions which could be investigated with very great advantage. But then you want a man who has some knowledge and training and is capable of doing it. I think in those posts where there is so little to do diplomatists would really be very grateful if they were allowed to do this work, but I think they would have to be better fitted first to do it.

39,374. Travel is very easy, at any rate, from one North European capital to another nowadays. Supposing in your Copenhagen case you had been asked to prepare a report upon commercial education and you had said "I could do this very much better if I knew

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

" what exists in England and what it is I am comparing this system with, and, therefore, it would be well if I went home for a week or ten days and went round and saw what existed in England and then went back to compare what I saw abroad with that " ?—That, no doubt, would have been the thorough way of doing it, but the Treasury would have complained very much if I had asked for my travelling expenses.

39,375. Travelling expenses are not of much importance as compared with the whole expense of your salary, and so on, when you were doing the work?—I do not know. I found that any little addition of that sort was extremely difficult to get through.

39,376. (*Mr. Philip Snowden.*) Do you think that a man coming to the study of such a subject as commercial education in England without any previous knowledge of it would be likely in a week or ten days' time to acquire sufficient information to be of any value to him?—No, I do not think he would. I think it would be far better that he should gain that knowledge when he is resident in England and when he is at the beginning of his career.

39,377. Your answer to Mr. Graham Wallas's later question then, is that you think it very important that a diplomatist should be kept in this country for some time in order to get to know his England?—Yes.

39,378. You said that in some of the countries of Europe high society is divorced from government?—I think that is so.

39,379. Is that because the form of government in those countries has changed or that high society leaving the government as it formerly was has ceased to take an interest in government?—I think both are more or less the case. For instance, high society in Paris is in a little backwater by itself, and has absolutely no connection with the government of the day. A man may go out into high society in Paris and have a very good time without being of the least use diplomatically.

39,380. The uprising of great democratic political movements in the continental countries may have had something to do with bringing about that result?—I certainly think that is so.

39,381. Bearing that in mind, do you think it important that a diplomatist should keep himself in touch with the political and social movements in the country in which he happens to be stationed?—I think that is very important indeed. I think you may find in a country some social movement that ought to be fully investigated, and reports of it sent home. I think you would find a tendency in the Diplomatic Service to-day to really restrict their vision very much to a narrow area, and intercourse with commercial classes, artistic classes, or political movements, is certainly not encouraged. There is this difficulty about it: if in some foreign capital there is a large political movement which is in its essence anti-governmental it would be difficult for a secretary who is accredited to the Court of that country to mix very freely with the people who are responsible for this movement and engineering it, without it being interpreted as an unfriendly act to that government. That is a difficulty I quite admit, but that does not get rid of the fact that we ought to have far better information than we have of these various movements which may arise at any time in a country. If necessary a secretary not accredited to the Court, not actually gazetted as a member of the staff of the embassy, should be sent out to investigate.

39,382. Have you read this short memorandum that was sent to the Commission from the Liberal Foreign Affairs Group?—Yes.

39,383. Do you associate yourself with it?—Yes, I am one of the group.

39,384. Do you agree with the statement made in this memorandum: "That at present the traditions of British diplomacy are exceptionally aristocratic by comparison even with those of more aristocratic governments" ?—Yes, I think that is very strongly so.

39,385. What is the interpretation that you put upon the phrase "The traditions of British diplomacy are exceptionally aristocratic" ?—I think that our Diplomatic Service continues to be run on the same lines and with the same traditions as it was 50 or 60 years ago,

when our Government at home had a very much more aristocratic flavour than it has now. Those traditions have been kept up. This 400*l.* a year, this nomination, all means that the Service has to be restricted to a certain class which is preferred to any other class, and which has ceased to be really a representative class.

39,386. You mean then that what we might call the atmosphere of British diplomacy is aristocratic, that is to say, its view point is aristocratic as well as the constitution and the personnel of the Service?—Both.

39,387. Then the memorandum further goes on to say that "British diplomats have a reputation abroad, not only for what foreigners call greater 'snobbism,' but for less energy and activity than those of Germany and France." Do you agree with that?—I am afraid I do. I am afraid that is a British characteristic, I do not say necessarily an aristocratic characteristic. Foreigners are always very much impressed by the way we are perpetually playing golf and lawn tennis and enjoying ourselves, and that leads them to think that we do not take things so seriously as they do, and moreover in a public schoolboy to-day there is a much less serious tendency than you would find in almost any foreign university student.

39,388. Is it your experience that a French or German diplomat takes his work more seriously than a British diplomat?—I dare say he does; I do not say that for that reason he is more successful.

39,389. But do the foreign diplomats go as much into the society of the capital in which they are stationed as the British diplomats do?—Yes, every bit as much.

39,390. We have received a copy of a letter to this Liberal Foreign Affairs Committee from Sir Edwin Pears, of Constantinople, and he begins by saying that he is quite convinced that our Diplomatic Service is less efficient than that of other countries. Would you agree with that?—He has had a very long experience. He has lived in Constantinople practically all his life, and he has come into close contact with the very large staffs of embassies out there.

39,391. You think his opinion is valuable?—Very valuable indeed.

39,392. (*Chairman.*) What is he?—He is a lawyer connected with the Consular Court, but, I think, he is retired now.

39,393. (*Mr. Philip Snowden.*) He attributes that less efficiency of the British Diplomatic Service to the wealth test and the society test. Is the wealth test and the society test more exacting in the case of the British Diplomatic Service than in the case of foreign diplomatic services?—I think it is rather more than in the French service. The German service again is smaller, and Germans are very hard workers, and with a smaller staff they have a good deal more to do than our Service. The service that really compared with ours most accurately was the Russian service, where there was a very large staff like we had, and rather the same class of men.

39,394. In your memorandum you say that in the last year you were at the Foreign Office you drew up a memorandum containing proposals of reform which were represented to the Permanent Under-Secretary of State. Have any of the suggestions which you made in that memorandum since been carried into effect?—I do not attribute it to my memorandum at all, but most of the suggestions with regard to the Foreign Office were afterwards adopted by Sir Charles Hardinge, now Lord Hardinge.

39,395. That is very important, from many points of view. May I ask, did you do it on your own initiative?—Entirely.

39,396. And it was not resented by your superiors?—Well, it was not received with favour.

39,397. (*Chairman.*) Was it written when you were retiring?—No, it was written when I was in the Service. At that time I had been nearly nine years in the Service, and my work was still to copy out dispatches, to put numbers on papers, to sort confidential prints, and, more especially, to do up dispatch bags with sealing-wax and red tape. That occupied my whole time day by day, and the resentment caused by that

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

inspired me to draw up this memorandum, which I presented to Sir Thomas Sanderson, now Lord Sanderson. I do not think he received it with any favour.

39,398. (*Mr. Philip Snowden.*) Were you of the rank of a Foreign Office clerk at that time?—Yes, I had exchanged.

39,399. Was the work you have described just now as being your daily routine the average kind of work that a Foreign Office clerk of nine years' service does?—That was so when I left in 1902.

39,400. What would be the salary of a Foreign Office clerk after nine years' service?—I was getting between 350*l.* and 400*l.* a year.

39,401. Was any work that you had to do work that could not have been quite efficiently done by, say, a second division clerk?—Most of the work could have been very much better done by a second division clerk; but, of course, there was a good deal of ciphering and deciphering of telegrams, which is always supposed to be confidential work; but that has changed now. The work of a Foreign Office clerk is infinitely better managed now.

39,402. You suggest certain reforms for the purpose of assisting in the making of the Diplomatic Service into a valuable and efficient instrument for obtaining information and conducting negotiations with foreign governments. It follows that you regard the present system as not achieving that purpose?—That is so.

39,403. You would not say that the present system is calculated to develop the diplomat into an efficient and valuable instrument for the purpose he is supposed to serve?—I think not. I think you very often get men of very high capacity who, by enforced exile, and absolutely aimless wandering about from capital to capital all their life through become literally incapacitated, and quite unfit to do the important work which sometimes may fall to them.

39,404. You said when you were at Copenhagen you very often had not more than half-an-hour's work a day?—That is so.

39,405. And you were spending the rest of your time just following your own inclinations?—Certainly.

39,406. Do you think that is a fairly common experience in the smaller legations and embassies to-day?—I should say so.

39,407. For that reason you think the numbers of the Diplomatic Service might be considerably reduced?—Certainly.

39,408. And therefore a saving might be effected by that reduction, which would go some way to meeting the cost of giving a higher salary to those who need it?—Yes, I intended to show that.

39,409. You tell us you think it is much easier to get a nomination now than was formerly the case?—I think it is easier.

39,410. If that is so how do you explain the fact that with the greater ease of securing nominations the social class of the men who receive nominations has not been changed in the slightest degree?—Because you have the 400*l.* a year and the Board of Selection still.

39,411. But we were told by the present Permanent Under-Secretary the other day that the number of rejections by the Board of Selection is very small indeed?—I think that must be due to the fact that people are rather reluctant to send their sons into the Diplomatic Service because it has the reputation of being a very expensive Service, and this 400*l.* a year rather frightens them.

39,412. Do you think there is a very wide-spread impression amongst well-to-do people who have not social and aristocratic associations that it is no use applying for a nomination to get into the Diplomatic Service?—I should think very probably that is so.

39,413. And that may account to some extent for the fact that people of that class do not in any large numbers try to get their sons into the Diplomatic Service?—I should think it is very probable.

39,414. At present the attaché receives no salary for two years. I take it that you would approve of a system by which he should be paid what one might call a living salary from the date of his appointment to the post?—Certainly.

39,415. Your suggestion in regard to the salary meeting the cost of living in foreign countries seems to be very much on the same lines as a scheme that has either been suggested to the Commission or one that has been gradually forming itself in our minds, that is, that the salary of the Foreign Office clerk and of the young diplomat—what I might call the base salary—should be the same, and then the young man who goes abroad should be paid what one might, for want of a better word, call a maintenance allowance in addition to the base salary?—That would be my idea.

39,416. Of course the maintenance allowance would vary at different places according to the expense of the place?—Yes.

39,417. Am I to take it from you that you would not include in that maintenance allowance any sum, or at any rate any very considerable sum, for meeting what might be called the expenses of mixing in the high society of the place?—As I have already explained, I think all that is very much exaggerated, and anyhow it does not involve any great expense. In so far as the social duties are at all real, there is quite a good class of men who could be used to deal with them—the honorary attachés. The honorary attachés—there are now half a dozen or so—can be attached to the staff. They may be, possibly, friends of the Minister or Ambassador. They can be used for all these social functions, and for drawing up invitation lists, and for arranging dinner parties; and there are a great number of young men with nothing very much to do only too glad to undertake work of that sort.

39,418. (*Chairman.*) But is that the point? The point, as I understand it, is, that by entering into this society, mixing with the diplomatic staffs of other countries, and with the representatives of the Government of the countries, you may get information or give information which would be of great use to your chief. Such information could not be conveyed so well if at all by the honorary attaché who is perhaps more ornamental than useful, and is hardly a working member of the staff?—I quite admit that; but I am rather inclined to minimise the value of information that can be gained in that particular way through social intercourse.

39,419. (*Mr. Philip Snowden.*) It has been represented to us that the social duties of the Diplomatic Service are quite as important, and as much a part of his work, as the other duties that attach to his office. You would not be prepared to accept that?—Certainly not; I should dispute it very much. I quite admit that diplomatists have to leave cards on a great number of people, and it takes a good deal of time, and they are supposed to accept invitations here, there and everywhere; but I really do not think that can come under what are called "social duties" at all.

39,420. And even supposing it were so, it is not your opinion that it is the kind of diplomatic activity that ought to be encouraged?—No, certainly not.

39,421. (*Chairman.*) But if there is a big question on the tapis, do not you think it as well that there should be a good deal of interchange of opinion between the persons employed in carrying on the negotiations, and that is done occasionally more effectively outside the office than in the office?—Yes, I should not stop it in any way at all; but I think it is made an excuse now for an excessive amount of really purely social waste of time. I think so far as it is at all useful intercourse between officials and seeing people who really matter at the moment, it is all so much to the good; but that can be done quite well and in quite a natural way without this emphasis on the social duties of a diplomatist, which amount really, to a large extent, in people who like going out very much having an excuse for doing a great deal of it.

39,422. (*Mr. Philip Snowden.*) And if the change in the methods of recruiting for the Diplomatic Service which you have been advocating were adopted, is it not likely that you might get men in the Diplomatic Service then who will come in with a new tradition, a new outlook, and a new idea of the kind of work that is expected from them: and therefore one might say almost naturally, or automatically, there would be a falling off in giving their time and energies to those mere social functions?—I think in so far as the social functions



21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

were useful between colleagues there would not be any falling off; but in so far as they were merely frivolous I think there very probably would be, and that would be an advantage.

39,423. (*Chairman.*) Would not the English mission in that case be rather isolated?—I do not think so. After all, as it is, ambassadors vary; some are extremely sociable and entertain a great deal, and some are inclined not to keep quite such open houses; but I do not think it makes the very smallest difference.

39,424. (*Mr. Philip Snowden.*) I was going to put that question to you. Have you had any experience of the United States Diplomatic Service?—Yes.

39,425. Do they keep up the same style that the English Diplomatic Service do?—No, they do not at all.

39,426. And you do not think that that interferes in any way with the success of their diplomacy?—No, I do not think that, but I do think with regard to their Service that the constitution of it in some way does interfere with the success of their diplomacy,

39,427. But that is quite a different point?—It is.

39,428. You said that manners and appearance appear to count a good deal now in the selection of candidates for the Diplomatic Service?—Perhaps I ought not to have said that, but I should say, considering the strength of those traditions about manners and appearance, it would be a long time before we get rid of them.

39,429. But you would not ignore the importance of a British representative being a man of good manners, affable, ingratiating, and all the rest of it, in the Diplomatic Service, provided he has other essential qualities?—No. Certainly, if a man has good manners and is tactful he is likely to get on; but to find the very man who has good manners and great tact is beyond human power—to make certain of him—until he has been tested by an experience of years.

39,430. (*Mr. Shipley.*) Is the Liberal Foreign Affairs Group a large group?—I think we have about 40 members.

39,431. We have no idea who they are, and it would carry more weight if we knew the names of a few of them?—Yes, I have sent a list to the Chairman.

39,432. With regard to this snobbism, it has always seemed to me that English people are more self-conscious and shy than others. Do not you think that there may be something rather subjective of this snobbism?—It is a disagreeable word I agree, but I think what is meant is, that foreign diplomatists rather regard the English Diplomatic Service as very exclusive in their point of view.

39,433. More exclusive than the Austrian or the Russian?—No, I should not say so.

39,434. It has been represented to us by some of these papers that the British diplomatists are less active and pushing, but is not it sometimes a greater advantage to be the reverse of active and pushing when you are a diplomatist?—On certain occasions a great advantage I should think.

39,435. I happened to meet an Ambassador accredited to the Court of St. James and a Minister the other day, and I asked them if that was their experience, and they were not inclined to say yes or no, but they did say that the English diplomatists generally get their way?—I think that is very likely true.

39,436. They seemed to think they were rather more successful than their foreign colleagues. If you admit your men entirely by competitive means you would have no inspection of any kind would you?—No selection.

39,437. No inspection committee?—No.

39,438. But you would retain the medical one, I presume?—Yes.

39,439. Would you confine it to the British-born young men?—Yes, in the larger sense of any subject of the King in Great Britain or in the Dominions or in the Colonies.

39,440. Would you admit Indians?—No, I should not.

39,441. Do you think that in order to get up a knowledge of his country, the German method, by which the

young diplomatist is set a thesis and given six months to write it up on some such subject as local government or education, would be satisfactory?—No. I think there would be better ways than that, I think by lectures and by experience in other Government offices, more especially the Local Government Board and the Board of Trade, a first-hand knowledge of our institutions might be got.

39,442. When you were in Constantinople did you form any opinion about the Levant Consular Service, which is a very highly specialised Service, being underpaid?—Yes, I thought they had very arduous duties, that their pay was certainly low and their prospects were not good either, because the chief dragoman at Constantinople was really at the top of the tree and could never get further.

39,443. He gets about 1,200*l.* a year?—I am not sure.

39,444. (*Mr. Matheson.*) In your own experience of diplomacy, should you say the men you came across in our own Service were narrow in their interests?—I should say they were very much the public school type with all the good qualities, but also with a very restricted outlook on general questions, especially social questions—very restricted, indeed.

39,445. What did you find about their readiness to learn about the country they were in?—That varied very much, not only with the individual, but with the chief of the mission. In some countries they are encouraged to travel, and that is I think a very desirable thing. There were several instances that I know of diplomatists who did a very great deal in the way of travelling and learning the country they were in. A notable instance was Sir Charles Elliot, who was one of the most eminent of our junior diplomatists.

39,446. If you get rid of the Selecting Committee altogether, would not it be necessary to make the probation a very real and serious one?—Certainly. I should be in favour of making the two years' probation very real.

39,447. It seems to me that those are the two alternatives—either you must make it a very strict probation or else have a Selection Committee?—I should make the probation a very real one, and it would be so very much easier if the candidate had been through the Class I. examination to say to him: "It is obvious from your work that you are not suited for the Diplomatic Service," vice, and the Foreign Office is so closely allied with the Diplomatic Service, and there is such continual interchange, that it would be very much better for you to be drafted into another branch of the Government service."

39,448. Supposing a Selecting or Nominating Committee is retained, do you think it would be an advantage to make it rather wider in its composition. At present we understand it is mainly in the hands of the Foreign Secretary and his private secretary and a diplomatist who may happen to be in the neighbourhood, but I fancy it is not much larger than that. Would you agree that it would be desirable to have on the Committee some representative of the Civil Service Commission, and possibly one of the high standing officials of the Foreign Office?—I certainly should be inclined to add a member of the Civil Service Commission, but I cannot help thinking that the Committee's duties are extremely difficult, and I cannot understand on what principle they work.

39,449. With regard to the interchange of the two Services, has not that increased a great deal of late years?—No, I think not.

39,450. I do not mean a permanent interchange. For instance, we learn that five heads of departments are all men who had been abroad. I do not mean to say that all of them have been abroad for a long time, but they all have had some foreign experience?—I dare say that is so.

39,451. If you had a single Foreign Service such as you propose, would not there be some danger of want of continuity in the office at home. Must not you have a pretty strong permanent element in London to maintain unity in the Service?—Yes. I think that is certainly quite true up to a point, and, of course, if you had one Service you would gradually find that there were certain



21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

men who were obviously more suited for office work at home than they were for work abroad. Possibly you would gradually get men who would spend most of their time in the office, and I think you could secure that if you wanted it; but there would be this complete elasticity to obviate this feeling of difference between the two Services which there is now.

39,452. You mean that they would practically sort themselves in time, on one side or the other?—I think they would, and also with the assistance of this Board of Appointments the appointments both in the Foreign Office and the Service would be very carefully scrutinised and arranged.

39,453. You attach great importance to that?—Very great importance to that.

39,454. How large do you think a Board of that kind ought to be?—I think quite small—two or three men.

39,455. With a permanent head?—Yes, a permanent head, a diplomatist, and, of course, the private secretary, too. But at present the private secretary, although I do not suppose he could possibly admit it, has complete power over the junior appointments. Of course, the senior appointments come before the Secretary of State.

39,456. (Sir Henry Primrose.) Sir Edwin Pears's experience, I suppose, is really confined to Constantinople and the Ottoman Empire?—Entirely.

39,457. Therefore his authority would be very great there, but not very great as regards the Service in general, taking the whole Service?—No, not with regard to the Foreign Office.

39,458. I should read his letter as referring very largely to the aspect of things in and about Constantinople?—That is so, I think.

39,459. For instance, when he speaks of the Consular and Diplomatic Services being co-ordinate, that might be right there, but might not be possible or desirable elsewhere?—Quite so.

39,460. You said just now that you would be in favour of any young man going abroad to an embassy being given at once a living wage?—Yes.

39,461. What sort of figure do you put that at?—I would not send him abroad for two years. Those two years he would have in the Foreign Office. He then ought to have a salary of 250*l.* to 300*l.* a year. He would then find abroad that he would have his lodgings free, and he would have an opportunity of receiving these other allowances for extra subjects, one of which, international law, he would probably pass before going out.

39,462. You are assuming that he is given quarters free?—Yes.

39,463. I am not sure that that would be an economical thing really. As regards the extent to which the junior members of the diplomatic staff have to mix in society, is it not the case that, unless a man mixes in society—official society to some extent, and also, if there is one, a separate high society—he does not really get into contact with the people whom he ought to get to know and to understand, and whose views it is necessary he should know. The man who sits merely doing so many hours work of a clerical kind in the embassy and then goes home and does not appear in society is very little use?—I quite admit that he is very much more use if he mixes quite freely and naturally with his colleagues and with the people he naturally comes in contact with. I fully admit that a recluse would be useless.

39,464. But, then, not to be a recluse is expensive. It does mean that a man has to spend a very considerable sum if he is to live as other people live?—A junior diplomatist would be entertained and would not himself be expected to entertain. For instance, in Copenhagen I think I did my fair share of going to dinner parties and even entertaining in a very small way myself, and I did not find it very expensive.

39,465. Copenhagen would not be expensive, but going further east to St. Petersburg you would find it expensive?—Yes, it would be more expensive there.

39,466. Supposing you belonged to whatever is the club there. A young diplomatist ought to belong to a

good club in the place?—Yes, that is useful for him to meet other diplomatists and officials.

39,467. The moment you do that you have to live rather according to the standard of the place?—Yes.

39,468. And that is expensive?—That makes St. Petersburg, of course, more expensive than other places, and Vienna too, I should say.

39,469. Personally, while I think that is absolutely necessary, I should be rather reluctant to charge the Votes of Parliament with the expense of that sort of thing. It is necessary, but I think it is right that the man should pay that himself to a large extent?—In so far as—and I only admit it to a very moderate extent—it adds to his ability as a diplomatist, I certainly think the country ought to see that he is not out of pocket; but in so far as it is for the sake of personal gratification, which I think it is in most cases, I quite agree with you.

39,470. You cannot separate it. It really comes to this, that the Diplomatic Service is not wholly a serious Service—I do not mean to say by that that it is a frivolous Service, but it has its serious side and its non-serious side, and you cannot disassociate one from the other. A man cannot devote himself wholly to the serious side and neglect what I call the non-serious side. Is not that so?—Yes.

39,471. You can determine what you ought to pay on the serious side, but it is very difficult to say what you ought to pay on the non-serious side. This idea of doing away altogether with the obligation to have private means of some amount means a very, very large addition to the Vote, does it not?—I think economies can be effected in other ways to meet it.

39,472. You do not think economies could be effected by reducing the number of legations, for instance?—No, we must have the full number everywhere, but we can have a reduced staff by the use of archivists; and another reduction which I have not mentioned which could be effected would be the abolition of the allowance given to *chargés-d'affaires*. At present a *chargé-d'affaires* gets 1*l.* or 2*l.* a day for the time he is *chargé-d'affaires*, and really the opportunity of having the responsible position of head of a mission for a short time is a reward in itself, and it also sets up a rather uncomfortable relationship between himself and his chief. He is anxious to see his chief go away in order that this extra allowance should begin.

39,473. (Chairman.) As *locum tenens*, would not the position impose a certain responsibility on him in the way of entertaining and so on?—I do not think very much. He really as counsellor is, so to speak, almost the best paid man in the Service, because the obligations for entertaining are very small with regard to his position, and yet he gets a very good salary.

39,474. (Sir Henry Primrose.) Your proposal to do away with any obligation in respect of private income would be dependent upon the amalgamation of the two Services?—Yes.

39,475. You would not contemplate that unless the two Services, the Foreign Office and the Diplomatic Service, were amalgamated?—It would be very much more difficult if there was not amalgamation.

39,476. If the two Services were not amalgamated, would not it have the effect that apparently the Diplomatic Service would become very much the more attractive on the face of it?—I think it would.

39,477. The result is, that men would press into it who did not realise that the money did not mean all it looked to them?—Yes. On the other hand conversely it is very difficult to effect amalgamation alone without getting rid of the 400*l.* a year, because you have now a type of man in the Foreign Office who does not expect to go abroad and does not bargain to go abroad.

39,478. That only makes it all the more clear that the two things go together?—They go together.

39,479. You cannot do one without the other?—Quite so.

39,480. (Chairman.) You stated, with reference to the 400*l.* a year, that you would give pay to the diplomatic men on the basis of the Foreign Office pay and

21 May 1914.]

Mr. ARTHUR PONSONBY, M.P.

[Continued.]

also an allowance made up in certain ways. Would you apply the same thing to ambassadors? Would you give them a certain pay for the work they do plus an allowance for the expensiveness of the post they were occupying?—The salary of an ambassador at present varies very much according to the capital he is in and not according to the work he is doing.

39,481. With reference to the expensiveness of maintaining his position in the capital that he is in?—Quite so.

39,482. Would you recognise more fully than is recognised by the consolidated pay that separation between pay and allowance?—Yes. I would be inclined to do that.

Sir JOHN JARDINE, K.C.I.E., M.P., called and examined.

39,483. (Chairman.) You are a member of the House of Commons?—I am.

39,484. And a member of the Liberal Foreign Affairs Group of the House of Commons?—Yes.

39,485. You come here to place before us certain considerations with regard to the reform of the Foreign Office and the Diplomatic Service?—Yes. I will confine myself to the parts on which I have something to say, premising that I have not an interior acquaintance with those Services. I think two principal points are raised—the system of nomination by the Secretary of State and the limited competition thereon, and the requirement of the Diplomatic Service that the person appointed should have an income of 400*l.* a year.

39,486. Those are the two points you wish to speak to?—Those are the two points chiefly. As regards amalgamation I have only a general view on that subject. I agree with the view expressed in this paper which has been sent to the Commission, that the tendency of the present nomination system and of the property qualification is to limit competition, and I think that also has a tendency to limit the nucleus in the Service of ability of various kinds. First as regards the nomination, there are whole classes I think that would not see their way to getting a nomination, some of them being persons in those disciplined families who make very good public servants. I speak of the clergy of most denominations, and retired military and Civil officers—people of the same sort as the father of Lord Lawrence and his five distinguished brothers in India. I think also that it tends rather to exclude Scots and Irish. In that way the area for selecting people of ability is limited. As regards the property qualification, I would say the same, but with greater emphasis, for there are many people among these classes that have not got 400*l.* a year and whose fathers cannot provide them with 400*l.* a year, and yet who are by training, discipline, aspiration, and character as good men as you could want to have. I think also that both these points of the present system are against the democratic tendencies of the time. I lay particular stress upon the fact that my colleagues in Parliament belonging to the Labour Party in one of their programmes laid great stress on education as one of the best things they could give to their children; they wished to retain them at school until 16 years of age, and after that to give them all the advantages that are to be got from universities in all parts of the United Kingdom. That is a tendency which I think cannot be resisted and is a very noble statement in a programme. I should suppose that the nomination system and the qualification system give rather more advantages to the richest portion of the kingdom—England—than to Scotland, Ireland and Wales. My experience has been largely derived from India, where there are now, I think, about 1,200 selected covenanted Civil servants.

39,487. Would you call them selected covenanted Civil servants?—Yes, by the open competition. I should say, after being 33 years in the Service in India, that there the peculiarities of the three nations are notable at times and that they are all wanted. You want the Englishman, Scotchman, and Irishman there for different things, and the combination of the three is a great advantage to the government of the Indian Empire. If I may speak generally on the competition system so far as I have seen it, it brings out the qualities of discipline, hard work, perseverance and patience, and those are qualities of great value. It is also found that in India—and I believe it is the same in the Civil Service and other bodies of men here—that people selected after high scholastic examina-

tions are ready for a good deal of outside kind of work. For example, in India you see magistrates appointed, say, to the Bench of the High Court, having to deal with intricate systems of law that they have not had much to do with until the moment they take their seat on the Bench. Then, again, you get vice-chancellors for the Indian universities scholarly persons able to understand educational questions and such things as between European and native, and you get out of this corps men who are well fitted for holding those offices. I do not say that under the older system you had not got them, too. Then you have people of high literary abilities in different matters and some who apply themselves to languages and become authorities on, say, comparative grammar of Indian languages, and some become great in archæology. I would say, therefore, that education, like wisdom, is justified not of all but of most of her children. I notice on looking through the records of the older time, i.e., of the Royal Commission of 1890, that there were eminent men who were for abolishing the property qualification, and some of them said that it did not give as high a standard for the Diplomatic Service as they got for the Foreign Office where is no property qualification. Sir Philip Currie objected to open competition by saying that he was afraid that commercial men, financiers, and such persons might in their eagerness to get at some of the secrets of the Foreign Office, for the sake of filthy lucre, undertake the education of some young man and send him in and perhaps pay for his education in order to make him their nominee. That, I should say, is the fear that a rogue might be introduced in that way. Then Sir Charles Dilke took the objection that he thought if you had not the sifting of highly recommended persons such as the Secretary of State selects from, and if you did away with his power of selection, you would have foreign powers training men to get into the Foreign Office for the purpose of disclosing the secrets of the British Government, and that in that way if you kept up as a *sine qua non* a high knowledge of French and German, there would be a lot of people only half and half British subjects perhaps, who had lived in foreign countries and in that way obtained an unrivalled knowledge of those languages, who would push their way in and would then be adopted by the foreign governments as their purveyors of secrets. Well, I have not had to watch anything of the kind in England, but I state those as objections that have been taken by eminent men. I would, from my own official experience elsewhere, be inclined to say that they do not weigh for much nor greatly against the advantages of the open competition. Mr. James Bryce and Sir Charles Dilke would do away with the property qualification. But I have said what I have to say on that point. As regards what is said as to the amalgamation of the Foreign Office with the Diplomatic Service it seems to me that the arguments are sound. That also was dealt with by the Royal Commission in 1890, and I think there is a good deal to be said for having occasional or frequent interchanges between the two, much in the same way as happens in India between the officers of the Civil Service doing the work of the districts and those engaged in the much more varied work, more closely connected with government and requiring a different kind of power that is done in the Indian secretariats. I think it would be to the advantage of both parts of this important Service if there was more interchange, and a better grading of promotion according to service would in that way be secured. I do not think there would be any particular hardship, for often the man who wants to go to a particular place does it because he is the best fitted for it, and the man

21 May 1914.]

Sir JOHN JARDINE, K.C.I.E., M.P.

[Continued.]

who does not want to go there has very often some good reason for not jumping at the chance for letting his views be known if ordered. On the question of training, that has been discussed and is discussed in Mr. Ponsoby's minute which I have read. As regards languages, international law, political conditions of the country, and such matters as that, I should suppose that if the examination by which these gentlemen are to be selected was the ordinary one in high studies—the ordinary studies of the country, which most of the Civil servants of this country and of India learn—proficiency in languages could be secured afterwards. In that way the danger of giving too great opportunities to the persons who have spent all their years or the greater part of their youth in foreign countries and so have got that much higher proficiency in French and German could be avoided. Those languages could be put into their proper place among the other subjects that the Civil Service Commission examine in. As for proficiency in languages and such matters as international law or commercial matters or the products and tariffs of different countries, that could be secured by departmental examinations held after appointment. They might well fill up a couple of years learning a good deal of work either at the Foreign Office or in some embassy or legation and be tested in those ways.

39,488. You would make the acquisition of the foreign languages come after appointment to the Service?—I would be inclined to do so.

39,489. During the period of probation?—Yes, I would have them among the subjects in which they should be examined, but I would not give them such extreme predominance as is given under the present system. I am speaking again rather from Indian experience. I think that the system of holding the higher and the lower departmental examinations in India at intervals, while the man is learning his ordinary work in the lower grades of the Service, is a good one, and that it gives great opportunity to a persevering and energetic man to go on with all his studies. Every day he finds the advantage of the studies in his practical work, both in helping him to understand the language spoken in his Court, and in knowing a good deal more about the aims of the administration. That is only a suggestion.

39,490. Do you wish to enter any further into the points which this paper raises, namely, the question of whether there is a feeling that the Diplomatic Service is exclusive—that the need for private means, as well as the limited nomination amounts to a plutocratic and an aristocratic test?—I have expressed my views about that. I lay no particular stress from my own experience on that, after much association with a great many men in the Indian Service. Having had under my command or supervision a great many men, I would not attach any great weight to this question of manners. That is one thing that is sometimes raised.

39,491. Your Indian experience as regards manners would, perhaps, need some qualifications when applied to European diplomatic society. The European standards are perhaps more complex and exacting than Eastern standards, though good manners are, of course, necessary everywhere?—Desirable everywhere I would say, but I have seen people, I will not say ill-mannered, but without manners. Ambition, good nature, and other motives very soon make them assimilate the conventional manners, and they do well enough in a short time. That is my experience, not only in India, but in this country too. It is desirable that they shall have the gentle manners, and more particularly in diplomacy, I would say; but that applies also to dealing with Indian princes very much, and with the Indian people generally. I would give more value to the quality of patience than I would to a particular fineness of manners, because I know that in the embassies and the consulates there are frequently people who have some kind of grievance, or something to represent, and they do not always get what they want; there is inevitable delay in order to hear the other side; but it is a great solace to them if they can only get a hearing from the person in authority. Therefore I have always laid stress on what they say in India: "God gave judges and public servants two ears, one for the plaintiff and one for the

defendant, and then after having heard both, only "one tongue to pronounce a decision between them." As regards the abolition of the property qualification, I think the analogy that removes any inconvenience in the matter is to be found in what is being done in the Army for the purpose of raising men from the ranks to commissioned officers. I think it is better that the pay should be made a living wage. Any inconvenience from not being able to keep up the proper sort of establishment could be rectified in that way. As regards appointments from the outside, I do not doubt that the views expressed on former occasions by men entitled to speak are right—that the Crown should retain a right to take persons from outside, from the consular ranks or elsewhere and put them in; but that power should be sparingly exercised in order not to do away with the proper expectations of the men recruited for the Service who naturally look all through to the chance of getting into the higher grades, and especially the highest appointments of all.

39,492. I think you have touched upon all the points in this paper. Is there anything else you desire to say?—I do not think there is.

39,493. (Mr. Graham Wallas.) At present the rule as to English birth with regard to the Diplomatic Service is extremely strict, both parents having normally to be born in the United Kingdom. It is less strict, I think, with regard to the Indian Civil Service, where a man, for instance, coming from the Dominions has an equal right to compete?—That is so.

39,494. Have you known in the course of your long experience, men coming from the Dominions who have been successful in the Indian Civil Service?—I have known not many, but several.

39,495. You would say that nothing in your experience would suggest that there is any reason why that source of ability should not be tapped?—No; among the white peoples. I think the admission of a negro might be a more difficult question.

39,496. I am speaking of the Dominions strictly?—I know in Canada, for example, there is a college for the Royal Engineers, and a number of Canadian gentlemen are glad to get their sons into that; and some of them have risen to distinction, served in India, and gone elsewhere. For political reasons, I think it is well that they should be encouraged to enter the service of the Crown anywhere.

39,497. You said there is the same sort of interchange of personnel between the service in the provinces in India and service in the secretariat as would result from an amalgamation of the Foreign Office with the Diplomatic Service?—Yes.

39,498. Did you find that men tended in that Service after the first 10 or 15 years to become either pretty permanently in the secretariat or pretty permanently in the Provincial Service?—That is the tendency; but it is not a good one, and it has been objected to by some governors of repute, who would have a sharp man in to be under-secretary, and let him learn all that he can there, to make him more efficient when the time comes for a high place, say, as a member of the Government; but they would turn him out after he had been there three years, or some such time, to go back to the district—to the ordinary work of the Service.

39,499. Then you would say that the normal course of a young man's service in India should begin with a certain period in the secretariat in a subordinate capacity?—Only after he has been for some time doing the work of assistant to the magistrate and collector of a district.

39,500. He should begin in the district, and then go into the secretariat for a time?—Yes, it is all important that he should understand the people, and get to know their languages; and after that go to the secretariat, where a mass of work is done in English, and a good deal of it is hardly connected with the district administration.

39,501. And then go back to his district after knowing both the district work and the other work?—Yes, and give another man a chance.

39,502. But during the last 10 or 15 years of a man's life in the Service, he would normally have got

21 May 1914.]

Sir JOHN JARDINE, K.C.I.E., M.P.

[Continued.]

so far specialised that he would probably be doing either secretariat work or district work permanently?—I do not think that need be so. It sometimes happens that they go to a high place outside; say, as commissioner—which is something like being a French prefect over a lot of sub-prefects—or into the High Court sometimes.

39,503. At present, when a young man is successful in the Indian Civil Service examination, he enters upon a period of probation and training?—Yes.

39,504. At the end of that he has to take certain examinations, and then he goes out to India, and is so far in a condition of training that he still has certain examinations before him?—He has to pass in two languages. He has to pass two easy examinations in the languages of provinces he knows best. He has to pass in vernacular languages. Then he gets some small employment—say, a magistrate who can inflict a month's imprisonment, taking the criminal part of his work. Then, in about 18 months or two years after that, he has to pass two departmental examinations of a lower and higher grade. Then he is full-fledged.

39,505. Confining ourselves for a moment to India, who hold those departmental examinations?—A committee, on which there is usually a Civil servant or two who have passed more or less in one or two languages, and a translator to the Government (an Oriental), and one other person.

39,506. Is a man brought up to Calcutta or Simla for examination, or is the examination held in the province?—It can be done either way. It is a mere matter of convenience which it is.

39,507. (*Mr. Philip Snowden.*) Are you here to support this memorandum that has been handed in by the Liberal Foreign Affairs Group?—So far as I have spoken.

39,508. Do you agree with the suggestions that they make and offer?—I do not agree in everything. I do not like to speak about the reputation of British diplomatists abroad.

39,509. But you agree with them in condemning what they describe as the plutocratic monopoly in the Diplomatic Service, the methods of recruitment to the Diplomatic Service, and its undemocratic and non-progressive character?—Yes; for the reasons I have given I agree in the conclusions.

39,510. Are you a member of this Liberal Foreign Affairs Group?—More or less; it is not a very tight-fitting bond.

39,511. I take it that you would have these appointments for the Foreign Office and Diplomatic Service amalgamated, and you would have them filled by an open competitive examination?—Yes.

39,512. You said that by that method you would get quite as good a type of man, and one quite as well fitted for the peculiar work of diplomacy, as is secured now by the present method?—Yes, I think you would.

39,513. Perhaps a better type of man?—I think you would get more varied types. I think Scotland would have a better chance, and the classes that cannot readily get the ear, or think they cannot readily get the ear of the Foreign Secretary would have a better chance. I should say from my knowledge of my own Service that you would get quite a good enough set. You would get a hard-working lot of men. What I mean is, that by a high intellectual test to begin with, a man who would take a first-class at one of the universities would have no particular difficulty in learning either French or German in a short time.

39,514. Have you some substantial reason for the statement which you have made more than once, that Scotchmen and Irishmen do not get their fair share of these diplomatic appointments?—No. It is only my impression, from a knowledge of their circumstance.

39,515. You think there are very few Scotchmen who can afford to give their sons 400*l.* a year allowance?—I would not go quite that length, but I should say that there are a very great many who could not do it.

39,516. It may interest you to know that of the 86 appointments that have been made to the Foreign Office and Diplomatic Service between 1908 and 1913, there does not appear to be a Scotchman amongst them, in the sense of a person who has been educated in

Scotland. There is one who has been at Edinburgh University for three months, but he was schooled at Marlborough. Most of the rest have been to Eton and Oxford and Cambridge. So that appears to bear out your impression?—Yes.

39,517. With regard to French and German, if the Services were amalgamated I suppose your idea is that the successful candidates should spend the first year or two here in London at the Foreign Office, and during that time they might be making themselves more proficient in French and German?—I would be indifferent whether they spent it in the Foreign Office or elsewhere; that would be just as the Secretary of State chose to direct, but wherever they were I would expect them to apply themselves seriously to such things as those languages.

39,518. And you would give the successful candidate a salary sufficient to maintain himself until the time that he was appointed either to the Foreign Office or the Diplomatic Service?—Yes.

39,519. You would not put the country in the position of a pauper in the sense of living upon the services of these diplomats?—No, I think he ought to be paid. I thought it was very just when I was selected that they should tell me that if I got through the next examination in Indian subjects at the end of a year, and if I showed that amount of diligence I should have 100*l.* to keep me during that period. Though it was a post-payment, that, I think, was right; and it would be a comfort to many parents and young men to know they were to have something of that kind. I should say they should be paid; they are worth paying for.

39,520. (*Sir Henry Primrose.*) I gather that the reasons you have given for these various changes that you propose are rather based upon abstract principles than upon any practical experience of defects in the existing system?—Yes. As regards the Foreign Office and the Diplomatic Service I said I had not an interior acquaintance with them.

39,521. Your main feeling about it is that everybody ought to have an opportunity of going into the Diplomatic Service, and not only a limited number?—Yes.

39,522. Have you any views at all as to the qualities of the men that the present system provides for the Diplomatic Service? Do you consider that they are distinctly less good than they might be or than you wish to see them?—No, I have not had the opportunity of observing, and, therefore, of judging.

39,523. If these changes were to add very largely to the cost of the Diplomatic Service, would not you then think it right to inquire whether the change was worth the cost?—I would inquire, but I would, I am afraid, be prejudiced in the affirmative before I began.

39,524. Supposing it was going to cost 50,000*l.* a year, do you consider that the advantages of the change would be worth that?—Yes; all the remote as well as the near considerations being looked at.

39,525. You think that the Diplomatic Service in itself, quite apart from this principle of admitting everybody, would be improved to the extent of 50,000*l.* a year by this change?—I would not mind going that length.

39,526. Assuming that there is no serious fault to be found with the Service as it exists to-day, and that it performs the duties it has to perform satisfactorily, do you think that merely for the purpose of conforming to the principle of admitting everybody to every branch of the Public Service indiscriminately, it would be worth while to add 50,000*l.* a year to the cost of the Service?—Yes, I think so.

39,527. Take the somewhat corresponding Service in India—what is called the Political Department. Supposing you were going to recruit that directly from outside instead of during what is done now, recruiting it by selection from men in the Service, would you be prepared to throw that Service open absolutely without any restriction to the men who passed the best examination?—I do not see any danger in it. The Government should take care to fit them into proper places, or if they were useless men they would, when their time came, get a hint to retire, or something of that sort. Everybody's characteristics get to be known in India.

21 May 1914.]

Sir JOHN JARDINE, K.C.I.E., M.P.

[Continued.]

89,528. But it is a serious thing, when you have encouraged a man to work for a particular service and you have admitted him because he has passed a successful examination, if two or three years afterwards you have to hint to him that he had better retire. That leaves him rather stranded, does it not?—That would happen under any system of selection, and there might be cases under any system. I would not say there might not under the system I am trying to favour.

39,529. If you recruit, (as you do in India), for the whole of the Civil Service, it is extremely unlikely that you may not be able to find some sort of position, amongst the many varied positions there are in the Service, for which a man would be more or less suitable. But for the Diplomatic Service we recruit specially, and if a man fails in that you have nothing else to give him?—I do not think in India, among the young men appointed to the Diplomatic part of the Service, there is any special examination into their characteristics. Lots of them are young men from the army, no doubt excellent young officers with some talent for languages, but as a rule I do not think they have been known as particularly made for the Diplomatic Service.

39,530. Still, it is important in the Political Department in India to get suitable men?—Yes.

39,531. You would not say that every man in the Indian Civil Service was suitable for that kind of work?—No, I would not say suitable.

39,532. Take the European Diplomatic Service: You recognise, of course, that there are certain qualities and attainments that are required, apart from the purely intellectual power of dealing with papers which has been indicated by passing a good examination. If a man fails in some of these subsidiary qualities he is practically useless?—He might be.

39,533. Then you have to get rid of him?—He might then be transferred to the Foreign Office where he would not be in so diplomatic a position.

39,534. That would be if you amalgamated the two Services?—Yes, that is what I am advising. It is one of the ways of getting out of the difficulty of incompatible people in a limited number of places.

39,535. Is not there something to be said for having a preliminary sifting before you put men into the Service?—I do not think any preliminary sifting would be of much use.

39,536. But it is done now, and you have your preliminary sifting?—There is some, no doubt.

39,537. That is the object of it?—I doubt if it can be a very effectual one, taking young men at an undeveloped part of their career.

39,538. I do not think the preliminary inspection and the ascertainment of a *prima facie* suitability for a position can be regarded as wholly futile now. It is not on that ground that you have recommended that that preliminary examination should be done away with, but on quite other grounds?—Yes, I would say it is something like the different ways of selecting for the Artillery and the Line. Before the Line came under competition, the Artillery was always under competition, and they got just as good a set of officers, and so did the Royal Engineers who were selected without nomination, or anything of that kind, by the competitive system.

39,539. Yes, because there you were recruiting for a very definite purpose and what you wanted was a scientific soldier, and by means of your examination you could tell pretty well that you were getting that. But you want something in the Diplomatic Service which is more than a mere scientific diplomatist; you want something else, and it is in order to test those other qualities to some extent that the preliminary sifting takes place?

—For the corps of Royal Artillery and Royal Engineers you wanted the highest soldierly qualities, which do not always come out under the test of high intellectual examinations, and yet I say they got enough men quite as good as in other branches of the army.

39,540. Yes, but they passed them through a two years' course at Woolwich during which they were able to eliminate those who were not suitable?—Yes, and I would pass these men, as I say, through these departmental examinations.

39,541. Going back to my original point, the whole of your evidence is based not upon any instance that has come before you of serious defect in the existing Service, but is based almost, if not entirely, upon the general theory that the Diplomatic Service, like every other part of the public service, ought to be open to every man who chooses to go into it and who is capable of passing successfully the competitive examination?—I have said that I am not speaking in censure of the existing Services because I have not had the opportunity of knowing anything about them; and I know nothing unfavourable. As to the other point, I would say that my view is not that everybody has got a right to stand for getting into the service of the Crown, but that the more you can get to come up, the bigger the area over which you extend your selection (as you do by the competitive system), the more is the chance of getting on the whole a better class. I would put it on the point of utility to the State and not on the right of the individual.

39,542. (Chairman.) You say there is no inherent right in the individual to enter the public service. The principle we laid down in dealing with the rules which should govern the recruitment of public servants generally was that it was not legitimate to take up a particular course of action simply with the view of providing a career for a particular class of the community, but that the sole object of recruitment should be to provide the most efficient public service possible consistently with economy on the one hand and satisfactory conditions of labour on the other?—That is my view.

39,543. You defend the system of open competition by saying that it brings a larger number of men under your scrutiny and increases the chance of your getting the men you want?—Yes, that is what I mean, besides the ulterior importance of increasing education and keeping that part of the Service in greater harmony with the institutions of the country. The quotation you have read is the view I take of it.

39,544. (Mr. Shipley.) I gather that you would admit the candidates to an unlimited competition with no selection or inspection of any kind, except possibly a medical one?—I would require certificates of character as well as a careful medical examination.

39,545. There would be no personal interview with the candidate by any body of men?—No, I am not inclined to it.

39,546. In your opinion and in the opinion of this Liberal Foreign Affairs Group, would you confine the Service to British-born people or would you admit any subject of the King?—I cannot speak for the rest of my colleagues, but speaking off-hand I would let the subjects of the Dominions compete for this. That brings in another variety of talent which I think is wanted in such a world-extensive Service as ours is.

39,547. You would let Canada in? What about Australia?—I see no harm.

39,548. (Sir Henry Primrose.) And India?—I admit there is a difficulty as regards people so entirely different to the European world as the inhabitants of India, or most of them there and in other parts.

39,549. (Mr. Shipley.) The same would apply to the West Indies?—Yes.

**APPENDIX LXXX.***(Vide Q. 38,712.)***FOREIGN OFFICE CLERKS AND ATTACHÉS IN THE DIPLOMATIC SERVICE.**

The competitors since 1908 studied at the following Universities:—

*Oxford	-	-	-	-	-	-	50
*Cambridge	-	-	-	-	-	-	24
Edinburgh (3 months)	-	-	-	-	-	-	1
No university	-	-	-	-	-	-	11
							86
							— individuals, some of whom — competed more than once.

\* In a few instances, candidates studied also at London, or at foreign universities, for short periods.



ROYAL COMMISSION ON THE CIVIL SERVICE.

---

# MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

# CIVIL SERVICE.

---

22nd May 1914—11th June 1914

WITH

APPENDIX



LONDON:

PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE  
BY EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., 29, BREAMS BUILDINGS, FETTER LANE, E.C., and  
28, ABINGDON STREET, S.W.; and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

1914.

Price 6d.

ROYAL COMMISSION ON THE CIVIL SERVICE.

---

.TABLE OF CONTENTS.

---

	PAGE
LIST OF WITNESSES - - - - -	2
MINUTES OF EVIDENCE - - - - -	3
APPENDIX - - - - -	61

LIST OF WITNESSES.

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page
Ninety - eighth Day.	22nd May 1914	The Hon. FRANCIS OSWALD LINDLEY.	First Secretary to the Legation at Christiania.	39,550-39,767	3
" "	" "	Mr. HAROLD EUSTACE SATOW.	H.B.M. Consul at Trebizond.	39,768-39,953	10
Ninety - ninth Day.	28th May 1914	Mr. LIONEL EARLE, C.B., C.M.G.	Secretary to H.M. Office of Works.	39,954-40,067	15
" "	" "	Mr. CHARLES STEWART SMITH, R.N.	H.B.M. Consul-General at Barcelona.	40,068-40,222	19
One Hundredth Day.	29th May 1914	Mr. HERBERT SHAW	Secretary to the Newcastle - upon - Tyne, and Gateshead Incorporated Chamber of Commerce.	40,223-40,437	25
" "	" "	Mr. JOHN JOYCE BRODERICK.	H.B.M. Consul at Amsterdam.	40,438-40,574	32
One Hundred and First Day.	11th June 1914	Mr. FRANCIS W. HIRST	Editor of the <i>Economist</i> .	40,575-40,771	38
" "	" "	Sir WILLIAM TYRRELL, K.C.M.G., C.B.	Private Secretary to the Secretary of State for Foreign Affairs.	40,772-41,095	49

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, 5, Old Palace Yard, S.W.

NINETY-EIGHTH DAY.

Friday, 22nd May 1914.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

His Grace the DUKE OF DEVONSHIRE.

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.

\* Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B., K.C.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.

Mr. ARTHUR EVERETT SHIPLEY, F.R.S.

Mr. GRAHAM WALLAS.

Mr. N. E. BEHRENS (*Secretary*).

The Hon. FRANCIS OSWALD LINDLEY called and examined.

39,550. (*Chairman*.) When did you enter the Service?—In 1897.

39,551. Did you, on appointment, join the Foreign Office, or did you join the Diplomatic Department at once?—I belonged to the Foreign Office for two years.

39,552. Were you posted to the Foreign Office first, or to the Diplomatic Service first, joining the Foreign Office for work there?—What really happened was rather mysterious. I went up for the Foreign Office examination, and there was one vacancy with about 10 candidates. I was three marks behind the first man, and they could not put me into the Foreign Office because there was no vacancy for me, so they put me temporarily as attaché in the Diplomatic Service. Then a few weeks afterwards a vacancy occurred in the Foreign Office, and I then joined the Foreign Office for about two years, though I was in it nominally for more.

39,553. Did you join the Foreign Office on transfer from the Diplomatic Service, or on appointment as a clerk in the Foreign Office?—I was a clerk in the Foreign Office, but I am not sure whether I was actually appointed to the Diplomatic Service first. It was only a question of a few weeks.

39,554. Did you apply for transfer to the Diplomatic Service at the end of your two years?—Yes; I applied first to be transferred temporarily. I was an acting third secretary at Vienna and in Persia, and then I applied for transfer in 1902. It was five years before I was actually transferred into the Diplomatic Service, but during those five years I was working abroad for two years on temporary transfer from the Foreign Office.

39,555. To what missions have you been attached?—I have been attached to the Embassy at Vienna, the Legation at Teheran, the Agency at Cairo, the Embassy at Tokio, the Legation at Sofia, and the Legation at Christiania, where I am now.

39,556. We have heard a good deal of the expense of living abroad in the Diplomatic Service as compared with living in London as a clerk in the Foreign Office. You have experience of both. Did you find that living abroad as a diplomat was much more expensive than living in London as a clerk in the Foreign Office?—Yes, it is certainly more expensive; but when I was

living in London I was living at my father's house, and of course, I had not got the expenses which most people have. Abroad the expenses are certainly greater in most posts, but not everywhere—not in the East, in Teheran, for instance. I believe it is quite different now; but in those days in Teheran the expenses of living were not higher than they are in London; in fact, you got more for your money.

39,557. Were quarters provided for you in Teheran?—Yes, we had no rent to pay.

39,558. In the larger European missions or embassies, say St. Petersburg or Vienna, must you spend the full 400*l.* a year which a diplomat is supposed to have as private means?—Oh, yes. Vienna was my first post. I was unmarried when I was at Vienna and I could not live on 400*l.* a year.

39,559. (*Mr. Graham Wallas*.) In addition to your pay do you mean?—No; I meant on 400*l.* a year actually. My pay was 100*l.* I think then. You wanted about 700*l.* a year to live without keeping a horse or anything of that sort.

39,560. (*Chairman*.) You want 700*l.* a year?—I think so. I did not live on that. I spent more than that, and I had no horse and no extra expense of any sort.

39,561. We were told that 400*l.* a year was rather scanty, and that the allowance which a diplomat would need to have was nearer 500*l.* than 400*l.* a year?—Yes, I think that is correct. Of course the posts vary. But that applies to the European posts. American posts are quite different.

39,562. Do you think you were benefited by beginning your service in the Foreign Office, and by being subsequently transferred to the Diplomatic Service?—Yes, I think so in those days; but the Foreign Office has been completely reorganised since, and I do not think attachés benefit at all by going to the Foreign Office first now. When I went to the Foreign Office we did all the elementary work, kept the registers, the archives, and did the ciphering of telegrams, and all the things that an attaché has to do in a chancery; but now when they first go to the Foreign Office they write minutes and drafts—things which they do not in the least require abroad—and they never typewrite. The principal duty of an attaché from the point of view of

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

the chancery is typewriting, undoubtedly. They do not learn any of those things in the Foreign Office now.

39,563. But we have been told that it is desirable that there should be free interchangeability between the Foreign Office and the Diplomatic Service—at all events, up to the post of counsellor?—I think it is desirable up to a point.

39,564. If it be desirable that there should be free transfer like that, of course, as things at present stand, only those men in the Foreign Office who have private means can afford to accept a transfer?—Certainly. That is quite true to a certain degree, but the pay in the Foreign Office is so much better, and they enjoy their Foreign Office pay abroad, that they are in a very much better position than we are.

39,565. If you were to introduce a system of free transferability you would be compelled to provide a certain allowance for the Foreign Office man going abroad?—Yes, you would. That would make the disparity of the pay between the two Services even greater than it is at present.

39,566. If you introduced such a system now, you would not have both sides—the Foreign Office clerk and the diplomat—on an equality, and you would have to start the diplomat on pay similar to that which the Foreign Office clerk enjoys at the beginning?—Yes; but the diplomat would still have to have private means.

39,567. If transferability were to be made freely practicable the two classes of men—the Foreign Office clerks and the diplomats—should be on the same basis of pay?—Certainly.

39,568. Then the question of living abroad would be a question to be dealt with by a local allowance?—Yes.

39,569. That local allowance would vary probably with the expensiveness of the place to which the men were posted?—Yes. In the case of South America it is impossible for married secretaries to go there unless they not only have means but are comparatively rich men.

39,570. It has been suggested to us that the local allowances might take the form, not so much of cash as of the provision of free quarters, allowances for languages, and allowances for knowledge of international law, and so on?—Yes. The difficulty as to the quarters is that the requirements of different secretaries are so very different. You may get a married secretary with four or five children (like myself) and you may get a bachelor who does not need half the accommodation and does not wish to have it.

39,571. There is that difficulty, but do you think a diplomatist—a first or second secretary—would be as well pleased if suitable quarters were provided for him as if he were allowed to choose his own quarters, being given a suitable allowance?—I think, if the quarters were suitable, personally I should prefer to have the quarters, because the difficulty of finding quarters is often very great. Also one would get the advantage of certain fixtures and things which you otherwise have to pay for. The question of pay in my opinion is not nearly so important as the question of the expenses of transfer.

39,572. It does not follow at all that the secretaries attached to a mission should form part of the family, as it were, of the ambassador or the chief of the mission?—No.

39,573. But when it is the case of a single secretary he generally acts as private secretary of the ambassador, or the head of the mission, and in such a case as that he becomes one of the family?—I should not say there was any rule to that effect. Sometimes it is the case, but it depends entirely upon their private relations.

39,574. Passing to the question of travelling allowances, I understand that at present actual travelling expenses are allowed to counsellors and to first, second, and third secretaries and attachés. Actual travelling expenses are allowed on first appointment or on removals on public service, or on promotion?—Yes, there is something additional to that.

39,575. Yes, I am coming to it; I have here a statement which shows that in the Diplomatic Service you are allowed on first appointment, on removal on the

public service, or on promotion, your actual travelling expenses as the first item?—Yes.

39,576. Then you are allowed subsistence allowance at the rate of 1*l.* a day if by land, and by sea if the subsistence allowance is not included in the passage money?—Yes.

39,577. You are allowed also the expenses of one servant?—Yes.

39,578. But no subsistence allowance for the servant?—I do not think so.

39,579. Only his travelling expenses?—Yes.

39,580. And you are allowed for your family on first appointment and on authorised removals one-third travelling expenses of your wife and children up to a maximum of four persons. That is allowed to first and second secretaries only, and is not allowed to counsellors or to third secretaries or attachés?—That is so.

39,581. What is the explanation of that variety of treatment?—I am afraid I do not know what the explanation is.

39,582. Is it supposed that the counsellor is so well off that he does not want recoupment of his expenses?—I suppose that is it.

39,583. And that the third secretary and the attaché have no right to get married?—I imagine that is it. I believe the counsellor on first appointment has a lump sum to cover his expenses, but I am not sure. It may have something to do with that.

39,584. When you leave your post for private reasons you get no allowance?—No.

39,585. How do the rules affect men? Where do they pinch particularly?—They particularly pinch on the question of furniture. The expense for a move is very small, comparatively, if you merely take into account the ticket for the railway journey, except in exceptional cases, and the transport of one's clothes; but the real expense of moving is the furniture and the heavy luggage; also the incidental expenses about leases of houses and that sort of thing. In the actual travelling expenses the real expense is the furniture and luggage. If you are moved by a long sea journey, such as to China, the tickets are also a considerable item.

39,586. You are allowed the actual travelling expenses; that is to say, I suppose, the actual railway fares?—Yes, for yourself and for one servant.

39,587. You only get the actual railway fares for yourself and servant; you do not get the actual railway fares of your wife and children?—No; the provision for the wife and children is almost entirely illusory, because the rule does not admit nurses among the four persons; they must be exclusively the wife and the children. No first secretary, unless he marries at an age which is very unusual, can have children without nurses, and of course the tickets which are really the expensive ones are the nurse's and not the children's. The one-third allowance to the wife and children is really worth nothing at all; it is only worth a few pounds.

39,588. Have you any idea why the particular fraction of one-third is fixed?—I am afraid I have not.

39,589. You get one-third of the price of the tickets for your wife and children, and only one-third subsistence allowance for them?—I do not know what was the reasoning used in framing the rule.

39,590. The rules are more liberal in the general Consular Service, I think. Is it the general feeling in your Service that you are illiberally treated in regard to all these allowances?—I think the married members of the Service feel it as regards the transfer expenses.

39,591. Say you are transferred from Vienna to Tokio, you would not think of taking your furniture with you; you would sell it?—To the Far East one would not take the furniture, but you would have to take it in the case of any European transfer, and I think in the case of an American transfer; but I have never been to America. It is usually cheaper to take the furniture with you than to buy it and sell it. You lose so much in selling it and you pay so much in buying it that it is cheaper in the end, and saves trouble to have the whole thing packed. But to places like the Far East, where people live in wicker chairs, and where, after all, it is only a temporary thing, I personally did not take my furniture, or only a very small part of it.

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

39,592. Do you know if any concerted representation has ever been made to the Foreign Office in regard to the inadequacy of these allowances?—Not that I have ever heard of, but I should think plenty of complaints have been made privately.

39,593. It has been stated to us that the difference between the work of a Foreign Office clerk and the work of a diplomatist might broadly be stated in this way—that the Foreign Office clerk does his work in his office, and when his work is over no further obligations rest upon him in the way of going into society and entertaining, and so on; while in the case of the diplomatist the more important part of his work begins after his office is closed when he goes into society, and becomes, as it were, the intelligence officer of his chief. We have been told that he then learns a good deal which is of use to his chief, and which facilitates the transaction of business with the missions from other States. Is there anything in that?—Yes, I think there is a great deal in it.

39,594. Would you say that, broadly speaking, that is the true difference between the two classes of officers?—Certainly I should say it is one of the principal differences.

39,595. There is a good deal of useful work done by that sort of out-of-office communication between diplomatists?—Yes, I should say there was a great deal. They are more expansive after dinner usually.

39,596. Did you find that your colleagues and contemporaries of other missions were a selected body of men like yourselves?—Yes, mostly but not always.

39,597. It has been stated to us that British diplomatists abroad have a reputation for what has been described to us as “snobbism” and also less energy and activity than those of, say, Germany or France. Is that a correct description in your opinion. Is the British Diplomatic Service, in your opinion, less approachable than the Diplomatic Service of other countries?—I should have thought that if there was any difference it was the other way, but I cannot be considered a fair judge.

39,598. Are the members of the missions of other countries as well educated do you think as the members of the British Diplomatic Corps?—I should say the majority were.

39,599. Do they come from the same or from a more restricted social class?—They vary a good deal in different countries. They mostly come from the same class as the British Diplomatic Service.

39,600. Have they all some private income?—Yes, all I should say, as far as I know.

39,601. Do you think a British diplomatist would be as effective if he had not a private income?—Not necessarily if his salary was increased by 1,000*l.* a year for a secretary.

39,602. You think the possession of adequate resources either in the shape of private means or in the shape of official salary to enable him to go into society, is essential for a diplomatist?—I think so.

39,603. So that the money has to be found in one way or another?—I think so.

39,604. Did it strike you in any of the missions to which you were attached, that the number of diplomatists engaged was too large? Do you think the number of our diplomatic agents abroad could be reduced so far as you could judge?—When I was at Vienna I thought so, but there was very little work at Vienna in those days. That was in 1899. There were a good many of us in the chancery—four, I think.

39,605. Did that last any length of time?—I was only there six months so that I do not remember now.

39,606. It might happen that a press of work might come on at any moment?—Certainly.

39,607. We have at present, I understand, 124 members of the Diplomatic Service, and it has been suggested that if you were to employ men of the second division type as archivists and so on you might be able to dispense with some of the diplomatic men?—I think you could in some posts, certainly.

39,608. Is there any such necessity for secrecy in respect of documents which would prevent that being done?—There is that question.

39,609. At the present time the men whom you employ as archivists are men you find locally?—I have never been in a mission with an archivist. We have at Christiania a vice-consul who works in the chancery and he is a local British subject, but he is rather an exceptional sort of lucky case. I do not really know from personal experience anything about the archivists.

39,610. We have also been told that if you were to employ an archivist sent out from England of the second division type he would be very isolated in a foreign country?—He would in some posts, I should think. That would vary with the post.

39,611. Is it very essential that the archivist should have a knowledge of the language of the country?—I think so.

39,612. You could not always command that in a second division clerk?—No, but I think an archivist should make his whole career in one post, and in that case he could acquire the language after a certain interval without any great difficulty.

39,613. It has been strongly pressed upon the Commission that there is no necessity for selection for the Diplomatic Service—that it would be safe to rely on open competition and the Class I. examination, and trust that that examination would produce the kind of men which you require, and that special selection with the object of securing men of good manners, good demeanour, and so, on is really not necessary. What would you say to that?—I do not know about being absolutely necessary, but I think the further test provided by some formal nomination is desirable, certainly.

39,614. You think that these personal qualities, which are not to be tested by an examination paper, form a valuable element in the general equipment of a diplomatic officer?—I think so.

39,615. Have you been brought much into contact with the Consular Service?—Not very much. In Japan I was brought into contact with it more than in any other post.

39,616. There are student-interpreters in the Far East?—Yes.

39,617. A student-interpreter is, on the whole, a more carefully selected man than a member of the general Consular Service?—I believe so. It was so in the old days because the Far Eastern Service was more sought after, but the conditions are not so good as they were, and I do not know whether it is so now or not.

39,618. He does pass the same general test as the candidate of the Home and Indian Civil Service and your Service. Is he not selected by the Class I. examination?—He was not in my time. When I entered the Diplomatic Service we had a special examination. We did not have the Class I. examination, and the Consular Service did not either, but now they may have.

39,619. It is the case now, I understand. Did they strike you as being a particularly good lot of men?—Yes, I thought they were very good.

39,620. How did they compare with the men in the Diplomatic Service in your opinion. Were they mentally and educationally as well qualified?—I do not think they were as well educated—not as regards modern languages certainly.

39,621. The Diplomatic Service concentrates on modern languages?—Yes.

39,622. Did they strike you as being as much men of the world as the diplomatic men you used to meet?—The student-interpreters when they came out, were younger than our young diplomats are, and I do not think they were as much men of the world.

39,623. (*Mr. Holt.*) How long ago is it since you were in Japan?—I left in 1908.

39,624. That was after the abolition of the extra-territorial regulations?—Yes.

39,625. (*Mr. Graham Wallas.*) Did I understand you to say that you were in favour of the provision of quarters for the diplomatists in all cases where it was at all practicable?—If the quarters are suitable.

39,626. The provision of suitable quarters?—Yes. I think most diplomatists would prefer quarters if they were suitable, but the danger is that if they are provided they would be unsuitable for a good many of the people who would have to occupy them.

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

39,627. But provided that the difficulty of suitability can be got over, you think it would be a good arrangement?—I should, myself.

39,628. Would the quarters you contemplate have the main mass of the ordinary furniture there permanently provided?—It would be an advantage if some of it was provided. I do not think it would all want to be provided.

39,629. But if the heavier part of the furniture in the quarters were the property of His Majesty's Government that would get over some of the difficulty of moving furniture from one place to another?—It would.

39,630. Such provision would also abolish the difficulty to which you referred of getting rid of the leasehold agreement for a house?—Certainly.

39,631. That is in some cases serious. A man takes a lease of a house thinking he is going to stay, and cannot get rid of it, and has all sorts of legal troubles?—Yes, he has to pay the rent when he is not there.

39,632. And he may have all sorts of claims made against him in respect of an empty house in a foreign capital?—Certainly.

39,633. Did I understand you to be generally in favour of the appointment of men of the archivist type where that is practicable?—I think I am in favour of it.

39,634. You said you thought employment in the Foreign Office is not now useful for a young diplomatist?—Not for his first appointment.

39,635. The reason you gave was that he does not do now, as he used to do in the Foreign Office, the work which I understand is specially that of an archivist?—Yes.

39,636. Then if the diplomatist is not required in future to do the archivist work that objection of yours would not remain?—It would be much less strong, certainly.

39,637. Assuming that the use of archivists became general would you then say that the young diplomatist if he spent two years as you spent it in the Foreign Office before going out to his first mission, would be helped by that?—Yes, I think so.

39,638. You must find that the work in a foreign mission varies enormously from year to year and from mission to mission, I suppose?—Certainly.

39,639. Where you are dealing with a country which is for the moment out of the great complications of European affairs, it is apt to be lighter?—Yes.

39,640. Is the work in Christiania rather light now?—Yes.

39,641. Do you sometimes feel that it would be good for the Diplomatic Service if more work were asked from you by the ordinary departments?—Yes. We have a good deal asked from us. I do not think anyone would object to having more work asked from them unless they were very busy.

39,642. It has been stated that the reason why certain inquiries that we want to know in England for various departments as to the practice of foreign countries are not entrusted to the Diplomatic Service but given to special persons sent out, is that the young diplomatist going out immediately after his school and college career does not know much about the institutions of his native country with which he is comparing the foreign institutions?—I think that is the case sometimes.

39,643. Do you think that would be less the case if a diplomatist did, as a rule, spend quite a considerable amount of his active career at home?—Yes, I think he might spend more time at home with advantage. But I think he ought to be principally abroad.

39,644. But he ought to spend some part of his career at home?—I think it is an advantage for him to spend some part of his career at home.

39,645. Do you think it would be an advantage if in some cases he spent some of his time at home, not in the Foreign Office only, but in certain of the other offices—take the Local Government Board, for instance, or the Colonial Office. Assuming that he begins with two years at home and then goes abroad for eight or nine years, and then has perhaps two years at home, would it at first or later on be of advantage to him to see some

of the work in other offices?—I think if he works at the Foreign Office he gets a fairly good insight into the other offices. Anyhow, he gets a considerable insight by having to correspond with them, and also he probably sees the principal officials in several of the other offices. I am not sure that it would be to his advantage actually to serve in any of the other Government offices.

39,646. You know the young Indian civilian after he has received his nomination by examination goes through a period of rather varied training before going out. Do you think anything of that kind would be useful in the case of the young diplomatist?—I think, on the whole, it is probably not necessary.

39,647. It has been stated to us that the practice of interchange between the Foreign Office and the Diplomatic Service would be useful in the very early years of a man's service, but that later on he becomes specialised, and after the time that he gets to the position of counsellor to an embassy it ceases to be practicable. Would you agree, or would you say, that it was equally useful later on?—I should have thought it was equally useful. It is done now later on constantly.

39,648. You would say that a certain amount of home service in the Foreign Office would be useful throughout a man's career?—Yes, I think so.

39,649. Could that be arranged on the basis of practical amalgamation of the two services?—I think you could not amalgamate the services as they are now, because you could not ask Foreign Office clerks to go to many places abroad without giving them quite a different sort of pay to what the Diplomatic Service get.

39,650. But, supposing we got over the question of the pay, the amalgamation of the two services would render possible the sort of interchange that you desire?—I think, personally, that the interchange which is carried on now is sufficient under the present régime. There are always several diplomatists at the Foreign Office, and a good many Foreign Office clerks abroad.

39,651. I think there are four such interchanges at the moment?—Yes, at the present time; but at some moments there have been a good many more.

39,652. A diplomatist can add to his income by getting a language allowance?—Yes.

39,653. Have you ever thought that the conditions and circumstances of the language allowance might be reconsidered, with a view to improvement?—The examinations could be made more difficult.

39,654. At present he is examined by one of the officials in his future office, is he not?—Yes. I was examined in Persian by the Oriental secretary.

39,655. That is to say, you are examined by an official, who, if you are successful, would spend the rest of his official life in your service under your direction?—In Cairo I was examined in Arabic by the military authorities, who had nothing to do with the agency.

39,656. A gentleman here, the other day, told us that in Constantinople he was examined by the chief dragoman?—I dare say.

39,657. You think, perhaps, it is a bit casual in that respect?—It is, perhaps, in a way. Of course, the examination could easily be made more difficult; but, then, as a secretary is only a very short time, comparatively, in a post, he would not find it worth while going up for a difficult examination, because it would mean devoting his whole time to the language.

39,658. Whether the examination is easy or difficult, it is desirable that it should correspond to a standard deliberately chosen, and not left haphazard?—I think so.

39,659. The languages for which a language allowance is given exclude the Scandinavian languages?—Yes.

39,660. Do you speak Norwegian?—Yes.

39,661. Do you find that the fact that you speak Norwegian is of considerable use to you?—Certainly, but reading it is more important.

39,662. But you get no language allowance for speaking or reading Norwegian?—No.

39,663. Can you see any reason except a historical reason for that fact?—It is a much easier language to learn. The languages for which you get allowances are all very difficult languages to learn.



22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

39,664. But you told us you only learnt Persian and Arabic to an elementary extent?—But that is very much more difficult than learning a language like Norwegian or any Latin or Teutonic languages. The languages for which we get allowances are either Slavonic or Oriental, and they all require very much more study even for a somewhat poor knowledge than a Teutonic or Latin language.

39,665. Do you think it would have been as easy for you to speak Norwegian as well as you speak French, or as well as an educated Norwegian, as to reach the point you reached in Arabic?—No, not to know it as well as that. There is an enormous difference, I am afraid, between the standard which you mention as to French and that in which we pass in Arabic.

39,666. But in Norway it would be a great advantage for you to be able to speak Norwegian well?—Yes. I talk Norwegian fairly well. The most important thing is to be able to read the newspapers.

39,667. You can also take an examination in international law and get an allowance?—Yes, but only while you are third secretary.

39,668. That examination again allows for the fact that life is not very long, and it can be very easily crammed?—I should think so. I did a certain amount of work for it, I must say, but I am not sure I did not do too much really.

39,669. Does not the career of a young diplomatist depend almost entirely upon the kind of shifts from one mission to another that he gets. Whether his career as a diplomatist is successful or pleasant or not depends upon the succession of shifts to which he is subjected?—Yes, the amenities of his life depend upon his posts.

39,670. And his opportunities for success?—Yes.

39,671. Do you think it would be a desirable arrangement that those shifts should be arranged by a Board containing men of different kinds of experience?—I have not considered that point, and it is rather difficult to give an opinion straight off.

39,672. Do you think it would be an advantage in the Diplomatic Service if there was a sort of superannuation allowance by which, if a man did not reach a certain grade in the Service at a certain age, he should be retired?—Yes, I think it would, provided he had some chance of reaching the grade.

39,673. Provided there was *prima facie* reason to suppose that his not having reached the grade was due to his not being very efficient?—Yes, I think it would be an advantage.\*

39,674. You have seen a good deal of the Consular Service in different parts of the world. Would you agree that the work of a consul consists of two quite different sections—his administrative work in connection with the Merchant Shipping Acts, and a number of things which run up to *quasi* diplomatic work, and his purely trade work, where he is perhaps pushing or providing opportunities for the sale of the goods of particular firms?—Yes. I suppose those are the two main divisions. I am not really well acquainted with consular work in its details, especially the administrative and shipping part of it. We have nothing to do with that. The trade part of it and the commercial intelligence part of it we have a good deal to do with.

39,675. Would you care to express an opinion as to whether it would be a good change to divide the Foreign Service generally into three grades instead of two—into the diplomat, the administrative consul, and the trade agent, instead of as at present, the diplomat and the consul, with his two functions?—I think the ground of trade is sufficiently covered by the system of commercial attachés.

39,676. The daily work which is superintended and organised by the commercial attachés is done by the

\* On consideration I think that the length of service and not the age of a diplomatist should determine the time when he should be retired—if new rules of compulsory retirement are introduced. Those who, like myself, have taken a university degree are already severely handicapped in comparison with those who went straight from a public school to a crammer or abroad: we are many places below men of our own age. We should be under an additional disadvantage if we were all liable to be retired at the same age.—F.O.L.

consuls?—A good deal of it. I do not think it is necessary to have three grades.

39,677. (*Mr. Holt.*) With regard to the Consular Service in the Far East, where there is a territorial concession, the consul is almost the Governor?—Yes, he has very extensive powers over his own subjects.

39,678. He has to be responsible for the maintenance of law and order?—Yes.

39,679. (*Chairman.*) You have explained to us that, at present, the language allowances are only to be won in respect of certain languages—the Russian, the Turkish, the Persian, the Arabic, the Japanese, and the Chinese?—Yes.

39,680. For no European language can you get a language allowance?—No.

39,681. Do you think that is a good thing? Do not you think a language allowance ought to be given for proficiency and competency in the language of the country to which the diplomat is accredited, provided it is not French or German in which he qualifies at his examination?—Yes, I think it ought to.

39,682. He is evidently a much more effective agent of the Government if he knows the language of the country?—Much more; but after a certain age the acquisition of languages is rather a laborious process.

39,683. What languages would remain now in Western Europe—Spanish, Portuguese, and Italian?—Yes, and Dutch, Norwegian, Swedish, and Danish.

39,684. (*Mr. Holt.*) Can a diplomat get on without knowing Spanish or Portuguese?—Yes, at most posts.

39,685. Are not those subjects obligatory for any man who is going to South America?—Yes, it would be very difficult to get on in South America without Spanish. I have never gone to South America, but I did pass an examination in Spanish once.

39,686. In the case of a diplomat who did not know Spanish a considerable number of appointments would be absolutely closed to him?—A knowledge of Spanish is never considered in appointing him, at least I have not seen a trace of it. Of course, he would attempt to acquire the language as soon as he came to a post requiring Spanish.

39,687. You could not imagine a Minister being sent to South America without speaking Portuguese or Spanish?—I should think many Ministers have gone to South America without being able to speak Spanish. It is very useful, but for official communication French is always used. I am not speaking of personal experience; I have never been to South America, but I imagine the official class all talk French.

39,688. (*Sir Kenneth Muir-Mackenzie.*) I suppose what you were speaking of as to the great expense of removal and other expenses must put a difficulty in the way of freedom of selection of men for going to different places. If a man was thought the right man to be sent to South America he might resist going there as much as he could?—He certainly would resist it if he was married. I should resist it, personally, as far as I could.

39,689. It, of course, occurs that when it is proposed to send a man there he gets out of it if he can, although he may be considered for various reasons the right man to be sent there?—Certainly.

39,690. Were you asked whether you had private means of a certain amount when you went into the Service?—No.

39,691. That did not take place in your time?—It was understood I believe; but anyhow it was necessary. It was considered that you could not live without it.

39,692. You were not asked the question?—I was never asked, myself.

39,693. But you could not have gone into the Service if you had not had it, in fact?—No.

39,694. Then you spent the first two years in the Foreign Office?—Yes.

39,695. And I suppose you received a salary during that time?—Yes.

39,696. But if you had gone abroad you would not have received a salary?—No.

39,697. (*Chairman.*) You were two years in the Foreign Office before you went abroad, and then you

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

must have reached a salary of about 250*l.* a year. You began at 200*l.* if the present scale of pay prevailed in those days?—I think we were paid less; but I could not be certain.

39,698. You were drawing in the Foreign Office when you left it much higher pay than you would have been drawing in the Diplomatic Service if you had entered that from the commencement?—Yes.

39,699. Did you retain your Foreign Office pay when you were transferred to the Diplomatic Service?—Not when I was transferred permanently.

39,700. But that permanent transfer did not take place for four or five years?—Five years.

39,701. During the five years that you were on temporary transfer did you continue to draw your Foreign Office pay?—Yes.

39,702. And did you get your Foreign Office increments?—I think so.

39,703. If the transfers from the Foreign Office were temporary, and if the man transferred could take his pay with him, I do not see how it would work out, because the man who comes from the Diplomatic Service in exchange to the Foreign Office would, apparently, also draw Foreign Office pay?—No. I was working in the Foreign Office two years ago for a year, and I drew my diplomatic pay of 300*l.* or 400*l.* a year, and the man who took my place drew his Foreign Office pay of about 800*l.* a year.

39,704. He took his Foreign Office pay with him to the Diplomatic Service?—Yes. Each man keeps his own pay when he is transferred to the Foreign Office or Diplomatic Service on temporary transfer.

39,705. (*Sir Kenneth Muir-Mackenzie.*) If there were not that difficulty about the expense of the Service the Service would be open to a much greater number of men. Do you think the Service would gain by that? Do you think the Service would be a stronger Service if there were not that difficulty about the expenditure?—Yes, I suppose it would. If you have a larger selection you ought logically to get a better article, I suppose.

39,706. If you could arrive—I do not say whether I think it is practicable or not—at a system by which you paid the men sufficiently for them to be able to live properly at the different places, so that in a sense they might disregard the question of expense, do you think it would be an improvement to the Service?—I am not quite sure that it would.

39,707. It has been suggested here that our Diplomatic Service represents only one class, and that, perhaps, not nowadays really the most influential and characteristic class of the people of this country, and that if we had a different class of diplomatists they would more truly represent this country, and would get into more complete communication and sympathy with those who are really now the most important class in foreign countries—that is, if we had a larger system of selection?—I think if you have a larger system of selection by increasing the pay to the extent which should be necessary to enable anyone to go into the Service without private means, you would certainly have to retain a Board to deal with the nominations. I do not think it would be a wise thing to throw the Diplomatic Service, with very high emoluments, open to the whole community without any previous personal examination, such as they have at the Admiralty, or as they now have at the Foreign Office.

39,708. Of course, it is a subject of tremendous difficulty; but if the suggestion which has been made were carried out it would mean that a class of men would come into the Diplomatic Service who would not want to live upon the sort of scale for which we seem at present to be trying to provide the money?—I think his opportunities for acquiring information would be a good deal curtailed if he lived on a smaller scale than is done at present in the Diplomatic Service.

39,709. The suggestion is just the opposite?—I think it is not correct.

39,710. That he would be in communication with classes in foreign countries with whom we are not in communication now?—I think the change would be a loss rather than a gain.

39,711. (*Mr. Matheson.*) I gather from what you said that, supposing some attempt were made to pay the diplomatist a living salary, that is to say, to provide what he has now in the way of pay and his private allowance, a very considerable addition would be necessary?—Yes.

39,712. It has been suggested to us that it would mean on the average an addition of 500*l.* a year all round. Do you think that represents probably what would be necessary?—Not if the official is married. He would certainly require more than that to marry.

39,713. As to the duration of a man's stay in one post, when he goes to a new post he learns a new language very likely and has to adjust himself to new conditions. Do you think that, as a rule, he is kept sufficiently long in his new post to make it worth while? Is there any complaint that people are moved too quickly from one post to another?—I do not think so. There are individual cases, but I think on the whole the amount of time spent in each post gives general satisfaction.

39,714. And is reasonable?—I think so.

39,715. Did you learn your French and German while you were an undergraduate?—No, I learnt them after I left Oxford.

39,716. How long had you for them?—I had three years.

39,717. That meant living in France and Germany a good part of the time?—Yes, I lived nearly all the time in France and Germany.

39,718. So I suppose the necessary expense for preparation for the Service is considerable if you are to be really good in French and German?—Yes.

39,719. (*Mr. Shipley.*) When you were in the Near East you came across the student-interpreter class, I suppose, in Turkey and Persia?—In Tokio I did, not in the Near East. There were no student-interpreters in Cairo or Teheran where I was posted. In Tokio there were.

39,720. With regard to the Near East, the Government advertise posts, I understand, in Egypt, Persia, Morocco, and the Ottoman Dominions; but practically it seems to me, as far as I can gather, those posts are filled up in Persia very largely by the Indian Government, and they nearly always nominate military men. Practically the bulk of the student-interpreters are in Turkey and Asia Minor. There are none in Egypt you say?—Not when I was there. There may be now, but I do not know.

39,721. Do you know anything about the rate of pay of these people?—I am afraid I do not.

39,722. They are very skilled linguists I understand?—I believe they have an adequate knowledge of Turkish and Arabic after a time. I do not think they join as very skilled linguists. Certainly they do not in the Far East.

39,723. But they do in the Near East?—I am afraid I have no personal experience.

39,724. In Tokio you saw something of them?—Yes.

39,725. Do you think they are adequately paid?—I did not hear any complaining, but that was some years ago. They may complain now.

39,726. They have produced men of very great distinction—men like Sir Ernest Satow and Dr. Herbert Giles?—Certainly.

39,727. Do you think that the Doctor at Constantinople is adequately remunerated? Is he allowed to practise outside the embassy?—I should think he is sure to be—most of them are. I have not been at Constantinople as a post.

39,728. I thought you might have passed through it?—Yes, I have been through it pretty often, but not as a post. I think all the embassy doctors are allowed to practise outside.

39,729. I thought perhaps it was rather peculiar to Constantinople?—It may be so.

39,730. (*Chairman.*) It is stated in a memorandum which we have received from the Liberal Foreign Affairs Group of the House of Commons, that "the work of making acquaintance with people of importance will be best promoted by giving adequate pay throughout the Diplomatic Service; and that

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

" at present the traditions of British diplomacy are " exceptionally aristocratic by comparison even with " those of more aristocratic governments." Has there been anything in your experience to lead you to believe that the traditions of British diplomacy are more aristocratic than those of the other great States of Europe to which you have been accredited?—No, I should say not. Of course, the States vary. It certainly is not true as regards Germany, Austria, Russia, Italy, and some of the smaller countries like Holland and Spain. It may be true as regards France.

39,781. Did you find it difficult to make yourself acquainted with the movements of popular feeling in the countries to which you have been accredited. By reason of your being accredited to a Court, did you find it difficult to make acquaintance with popular leaders?—I should say it was a great facility.

39,782. You had facilities?—I should say it gave you great advantage.

39,783. It was said by one witness that possibly the Ministers might not take it well if, where they were contending with a great popular party, British diplomatists were to make friends with the leaders of that popular party?—Of course, anything like interference or mixing up with the internal politics of the country to which you are accredited is always very disagreeable, not only to the Court but to most of the political leaders. That is one of the greatest dangers. Certainly, in making friends with the leaders of a great popular movement you might very easily be represented as either sympathising with the movement, or as being antagonistic to the movement, and either of those tendencies would be very much resented.

39,784. But while avoiding both Scylla and Charybdis, you may nevertheless be able to obtain all the information you want without exciting notice or objection?—You certainly could in most cases. Of course, if the movement was very prominent and attracted a great deal of attention at the time it would be probably unwise to have anything to do with the leader of it. But that applies to any sort of movement—not a popular movement, but any kind of internal movement.

39,785. (*Mr. Matheson.*) There has been a change in the examination for the Foreign Office and the Diplomatic Service a few years ago. Have you any opinion on the kind of men who are coming in on the new system?—I believe they are very satisfactory.

39,786. Speaking of the younger men generally, do you find that the men who come in fresh are fairly ready to learn about the countries they are appointed in?—Certainly.

39,787. (*Mr. Shipley.*) As head of a mission, do you frequently get information through the young attachés that would not come to you direct? An illustration of what I mean is, if my undergraduates want me to know something they sometimes let the young B.A.'s know?—I think a junior secretary may often get useful information.

39,788. Information which would not readily be given straight to the head?—Yes, or get it from one of his junior colleagues who is less discreet than his chief.

39,789. That is a help?—Yes, I think it is a help for the junior secretaries to see a good many people. They know what is going on and many pick up something.

39,740. And often in that way get information which is valuable to the Minister?—Yes.

39,741. (*Chairman.*) In regard to transfers, are you ever consulted? Do you, on getting the order to go, simply go, or may you represent any personal or private circumstances which would make it inconvenient for you to go?—Yes, you may make a representation.

39,742. Are you asked whether it is convenient for you to go to such and such a place?—In some cases you are and in some cases not.

39,743. In regard to promotion, does promotion go usually by seniority or is it by selection by merit?—Ambassadors are always selected, I believe; but up to that post lately it has been entirely by seniority.

39,744. It would be difficult, I suppose, to work any other rule?—Of course there is always a difficulty.

39,745. Is there any organisation in the Foreign Office by which a rule of selection by merit could be worked? Is there any board of selection or any such office organisation?—There is no existing organisation.

39,746. Of course, it ultimately rests with the Secretary of State; but are all promotions made by the Permanent Under-Secretary or the Assistant Secretary?—I think they are made by the private secretary to the Secretary of State.

39,747. Then he is a very powerful man?—Very.

39,748. Could you give me an idea of the way in which the difficulties with regard to transfers and travelling expenses might be overcome?—I think the most logical way is what the Germans do, which is simply that the transferred secretary sends in vouchers for the whole of his expenses, which are paid by the German Government.

39,749. He sends in bills stating each head of expenditure?—Yes; regular vouchers from the tradesmen, the furniture movers, and so on.

39,750. (*Sir Henry Primrose.*) Do they allow all the expenses?—Yes.

39,751. And of the wife and family?—Yes, and servants.

39,752. (*Chairman.*) Then the transferred officer would gain nothing and he would lose nothing?—No; he is supposed not to be out of pocket.

39,753. Is that a very sensible head of expenditure in the German foreign diplomatic system?—I should think it must be considerable, judging by my own expenses when I moved. The Germans stay about as long as we do in their posts, and are transferred about as often as we are.

39,754. Have you any idea what percentage of your pay has your cost of removals been?—Of my pay it is about 50 per cent.

39,755. Do you mean per annum? Do you say that on account of the cost of travelling and cost of removals you have had to pay so much as 50 per cent. of your salary?—About that; but, of course, for a bachelor it is nothing like that.

39,756. (*Mr. Holt.*) That is on the one year in which the transfer takes place?—No; I mean my net pay is really about 50 per cent. less than what it appears.

39,757. (*Mr. Matheson.*) Averaging the years?—Yes.

39,758. (*Chairman.*) Over a series of years in your case it has been so much; but in the case of a bachelor it would be less?—Far less.

39,759. Would you say yours is a maximum?—Oh no, because other people live in a larger way than I do.

39,760. Yours is the case of a diplomat living in a quiet way?—A very quiet way.

39,761. Your expenses of removal cost 50 per cent. of your pay?—I should say about that. It costs me about 400*l.* usually, and my pay is about 400*l.*, and I am taking it that I move every two years, which is what you are supposed to do in the way of moving; but you may be lucky and not move so often.

39,762. If that state of things continues nothing that this Commission can do in the shape of recommending open competition and equalisation of pay can really widen the classes from which diplomatists are drawn?—Not if they are married. I have had experience of moves both married and unmarried. If you are a bachelor then your moves cost you comparatively little, because there is no need to have a lot of furniture.

39,763. You could not suggest any relation between the expenses of a married diplomat and the expenses of an unmarried diplomat?—No.

39,764. When unmarried, did your costs of removal come to 10 per cent. of your pay?—I do not think they did, but I never took any furniture with me when I was unmarried. Some do. It is entirely a question of furniture really.

39,765. (*Sir Henry Primrose.*) You get a certain allowance?—Yes, but it is so small that except in exceptional cases it is no use. It is when you have a long sea passage; but in the case of an ordinary transfer in Europe you only get 20*l.* or 30*l.*

39,766. (*Mr. Holt.*) Speaking of the Diplomatic Service as a whole, would you say the members of it are more or less in financial difficulties?—I do not think so.

22 May 1914.]

The Hon. FRANCIS OSWALD LINDLEY.

[Continued.]

39,767. (*Chairman.*) That was suggested by Mr. Boutwood on a quotation based on Sir Robert Morier's book?—I have read the book. But the Minister's pay is not nearly so good now as in his day. A chief of a mission in his days calculated to live on his pay, but

now he cannot in many capitals. You have to go on spending your private means after you reach the top of the tree. You never had to do that in the old days. Several missions have been reduced in pay, and the expenses have gone up enormously in all of them.

MR. HAROLD EUSTACE SATOW, H.B.M. Consul at Trebizond, called and examined.

39,768. (*Chairman.*) You belong to the Levant Consular Service?—Yes.

39,769. When did you enter the Service?—In 1897. I passed my first examination then.

39,770. Before passing the examination had you to receive a nomination from the Secretary of State?—No, not as far as I remember. My father really did it all; I do not know much about it.

39,771. In the regulations which are now in force they say: "The following regulations apply to persons who may be nominated by the Secretary of State for Foreign Affairs to compete for student-interpreterships in the Ottoman Dominions, Persia, Greece, and Morocco." From that it appears that nomination is now necessary?—Apparently.

39,772. You passed an open competition?—Yes.

39,773. Did you remain in England for any time after you were first appointed?—Yes, I went up to Oxford for two years.

39,774. Then did you pass an examination at the end of the two years?—Yes, I passed one at the end of the two years and one at the end of the first year too.

39,775. Did you follow a prescribed course of study during your stay at Oxford?—Yes.

39,776. Is that the case at the present time?—I believe so—at Cambridge.

39,777. Having passed your final examination at Oxford, did you join the Service?—I went to the Embassy at Constantinople.

39,778. Were you attached to the embassy?—Yes, part of the time, and to the consulate part of the time.

39,779. Did you study the Oriental languages at any particular place?—We did that at Oxford. If I may explain, the original system of student-interpreterships was that they went out to Constantinople and stayed at a place on the Bosphorus. The Foreign Office then gave that up and sent them to Oxford. They got rather doubtful about it then and sent some to Cambridge. In my batch two were at Oxford and two were at Cambridge; and finally it was decided that Cambridge was the more suitable place, being more suitably staffed, and they now all go to Cambridge, I believe.

39,780. Before passing the open competition did you read with a coach?—Yes. I went for a year to Scoone's.

39,781. Do men still go to such a place?—I really do not know. Certainly in my time I think everybody who came up had been to some crammer's.

39,782. The examination is not very difficult. You required a good knowledge of French and Latin?—Yes.

39,783. Is that same examination still in force?—As far as I know it is on those lines. There may have been some modifications.

39,784. On going out to Constantinople and being attached to the embassy, on what kind of duties were you engaged?—When I first arrived they did not seem to know what to do with me, so I was attached to the chancery and worked there, where I learnt how to docket despatches, and other routine work, for three or four months, and then I was sent down to the shipping office at the Consulate-General, where I did shipping work until I was sent out into the provinces.

39,785. How long did you remain at Constantinople?—The first time about 10 months.

39,786. On that sort of routine work?—Yes.

39,787. Then you were sent into the provinces. Where were you sent to?—I was sent to act at Adana, a town 40 miles from the coast.

39,788. What sort of duties had you to perform there? Were they commercial or diplomatic?—I happened to go there in the summer when there was very little doing as it was the dead season. They were not commercial duties, I think.

39,789. Was there an English Colony there?—A very small one. In those days the consul actually lived at Mersina, which was the port, and went up to Adana to see the Governor-General when required. The shipping work then consisted chiefly of issuing bills of health for Cyprus as required, but most of the work was composed of the ordinary miscellaneous dealings with the Turkish authorities, which in Turkey take up a great deal of a consul's time.

39,790. If they were dealings with the Turkish authorities they must have been somewhat of a diplomatic character?—I should say so.

39,791. You stayed there for some time. Where were you sent to next?—To Van, in Armenia.

39,792. Were the duties you had there more commercial?—No, they were entirely political.

39,793. How long did you stay at Van?—I was acting as vice-consul for one year and nine months. Van is really a military vice-consulate.

39,794. From Van where did you go?—After I had been on leave I went back to the embassy as acting third dragoman.

39,795. What are the duties of the dragoman?—The dragoman in those days had to deal with the Turkish authorities, and to follow up every possible kind of case at the Sublime Porte and in the different ministries, at the Custom House, and at the Police Office.

39,796. Were your duties pretty much what would fall to a secretary to the embassy?—No, a secretary could not have done it, because it required a knowledge of Turkish.

39,797. In all that there was no commercial business?—None at all, except that some of the claims were of a commercial nature, such as claims for compensation.

39,798. Had you to do with merchant shipping and with British sailors, and so on?—Not in the least. All that is done by the consulate.

39,799. And up to that time your rank was that of vice-consul?—I had been acting vice-consul.

39,800. Then when you became dragoman you continued doing the same kind of work?—Yes.

39,801. What was your next promotion?—Then I was promoted to be vice-consul. I was promoted while I was at the embassy to be vice-consul at Scutari, but I never went there, and in 1904 I was sent to Uskub, in Macedonia, where I stayed for 5½ years.

39,802. Had you any commercial work there?—Very little—an occasional inquiry.

39,803. Mostly it was the kind of work in connection with the Government authorities which you have explained to us?—During the whole time I was in Macedonia the reform scheme was in progress—the international scheme of reform—and a species of perpetual revolution going on. Most of my time was taken up in acquiring as accurate information as possible as to what was going on in the country.

39,804. In point of fact that was work of a diplomatic character—collecting information on the political situation and the condition of things?—Yes.

39,805. Are the duties you have now explained to me a fair sample of what men in the Levant Consular Service are generally engaged on?—In the interior posts certainly. As regards trade in all the interior towns of Turkey it is not done direct with foreign countries; it is done through the nearest big town. For instance, in Uskub the importers imported the greater part of their goods either through Salonika, which was the nearest town, or else through Constantinople, and I should doubt whether a third of the trade of the town was direct. Therefore, there was no question of commercial inquiries, because the people

22 May 1914.]

Mr. HAROLD EUSTACE SATOW.

[Continued.]

were not capable of dealing with manufactures in Europe directly. They cannot use any language but, say, Bulgarian, Turkish, or Greek in the smaller towns.

39,806. You remained at Uskub for six years?—Five and a half years, until 1909. Then I was promoted to be consul at Jerusalem, where I stayed two and a half years.

39,807. Were your duties there of the same kind as you performed in your previous posts?—There was perhaps more dealing with Europeans. In Jerusalem again the surroundings are quite different because there are a very fair number of British subjects there, and practically all of them are either missionaries or Jews. The consul there has to deal with a great many questions connected with missions, assisting missions in matters of schools, permits, and questions connected with land.

39,808. So that the question of trade came very little to the front?—In Jerusalem there is practically no trade; it is not a commercial town.

39,809. The impression I form is that the duties of the Levant Consular Service are closely connected with those of the Diplomatic Service; you work in with each other?—Yes.

39,810. You are the agents of the Diplomatic Corps there?—Of course there are trading towns like Constantinople and Smyrna.

39,811. (*Sir Henry Primrose.*) Have you any magisterial duties as a consul?—Yes, there are consular courts. Every consulate is also a consular court.

39,812. (*Chairman.*) What pay did you receive when you were appointed first as vice-consul?—400*l.* a year,

39,813. While you were at Oxford did you get an allowance?—I got 200*l.* at Oxford, and I had 300*l.* as assistant at Constantinople.

39,814. And when you were appointed vice-consul you got 400*l.* a year?—Yes.

39,815. Is the Service divided into vice-consul, consul, and Consul-General?—Yes.

39,816. Are those the three stages?—There are also, starting from the beginning, two more—the student-interpreter and the assistant.

39,817. How long does a student-interpretership's office last?—Two years. That is the time one spends at the university.

39,818. Student-interpreter, assistant, vice-consul, consul, and Consul-General?—Yes.

39,819. As student-interpreter you get 200*l.* a year?—Yes.

39,820. As assistant you get 300*l.* a year?—Yes.

39,821. As vice-consul you get 400*l.* a year?—Yes.

39,822. Are there grades of vice-consul?—No.

39,823. Then what is the next step after 400*l.*?—The consul at 600*l.*

39,824. What is the pay of the Consul-General?—It seems to vary, but I think from 800*l.* to 1,000*l.* That depends upon the different posts.

39,825. Does every consul get his 600*l.* a year?—I believe so, as far as I know.

39,826. Is there any grade between the 600*l.* a year and the 800*l.* a year which is the pay of the Consul-General?—Recently they have placed certain consulates—I only know of my own—on a sliding scale rising to 700*l.* My present post is now 600*l.* to 700*l.*

39,827. And the Consul-General is 800*l.* to 1,000*l.* Is that the highest pay that a member of the Levant Service can hope to reach in the regular line?—As far as I know. I have not seen the Foreign Office list recently.

39,828. How many Consuls-General are there?—I really do not know, because there are several in rather an uncertain situation at present—I do not know whether they still exist or not—owing to political changes.

39,829. There is no inter-connection so far as promotion goes between your Service and the Diplomatic Service?—None at all.

39,830. Is there any feeling in your Service on that point?—Yes, I think there is occasionally, that some of the leading men might find an outlet in diplomatic posts in the Near East.

39,831. There have been instances of that kind of promotion?—Recently, since I have been in the Service,

certain members of it, like Sir Adam Block, have got posts outside, but not in the Diplomatic Service.

39,832. What post did Sir Adam Block get?—That of delegate on the Public Debt, representative of British and Dutch Bondholders.

39,833. An outside appointment altogether?—Yes.

39,834. (*Sir Henry Primrose.*) But nominated by the Government?—I believe so, or at any rate with the approval of the Government.

39,835. (*Chairman.*) Is life in Constantinople very expensive?—I am told so. I am not there now myself. I am in Trebizond. It must have increased, as in all the other towns.

39,836. Is the life in Trebizond expensive?—Yes, the cost has increased a great deal.

39,837. But the pay which you receive is adequate for life in a place like Trebizond?—Yes. One has to live on very simple lines, but it is quite adequate at the present moment.

39,838. Is it adequate for a married man with a family?—It depends on the size of his family, of course. I have only one child myself, and it is sufficient, but prices are still rising.

39,839. Do you furnish periodical reports on trade matters to the Ambassador at Constantinople?—No, I correspond with the Commercial Intelligence Branch of the Board of Trade direct on trade matters.

39,840. Not through the Embassy at Constantinople?—No.

39,841. Are you subordinate to a Consul-General?—No, I am not.

39,842. Is there any subordination between the vice-consul and the consul, and then between the consul and the Consul-General?—No. I think, as a rule, the subordination is between the vice-consuls and the consul or Consul-General.

39,843. Is it permissible for the consul to go and inspect the office and supervise the work of a vice-consul?—Yes, if he obtains permission from the embassy.

39,844. He must obtain permission from the embassy before he can go and inspect the office of a vice-consul?—Yes.

39,845. It is not a recognised part of his duty?—No.

39,846. Are you called upon by the Board of Trade to furnish reports upon special matters?—Yes, occasionally.

39,847. Do you ever correspond with commercial firms in England as regards pushing their commercial enterprises?—Whenever they write to me I answer them to the best of my ability, sending the reply through the Board of Trade.

39,848. You do not have any direct correspondence with commercial firms in England?—No. If there is any subject of interest or any opening which I think is capable of being developed, I would call the attention of the Board of Trade to it, and they inform the people at home, I believe.

39,849. Would you think it within your province to endeavour to promote the commercial interest of any particular firm. Says a firm wanted to push the sale of a particular article, would you consider it part of your duty to help in that?—Yes. If a firm writes to me I always do my best. Of course, if they were going to compete with another British article that might be a different matter. My object is that a British firm should get what is going.

39,850. But if it was a matter of competition between a particular British firm and a German firm, would you consider it your duty to help the British firm?—Certainly, as much as possible.

39,851. Do German consuls act in the same way?—I really do not know much about German consuls.

39,852. Or the consuls of any other nation?—I do not think the German Consul does as much as he is reported in the Press to do, if I may say so, because I have had in Turkey personal friends among Germans whom I know very well indeed and who have said to me sometimes: "What a lot you do for your British subjects, I wish our consuls would do as much for us." I do not think that was said with a view to flattering me, because I knew the people too well.



22 May 1914.] ,

MR. HAROLD EUSTACE SATOW.

[Continued.]

39,853. (*Mr. Graham Wallas.*) A consul who was giving evidence before us complained that the arrangements for providing him with quarters and furniture were extremely inconvenient, that he arrived at one post in a savage country and found that there was nowhere for him to live and no paper, and no office material at all. Do you find that the arrangements in the various posts you have been in for the provision of furniture and office apparatus are satisfactory?—No; I quite agree with him in regard to savage countries. For instance, in the case of posts in the interior of Turkey where you may be three weeks from the coast, you may arrive there and find absolutely nothing unless your predecessor has saved something for you. It is very difficult to get anything made on the spot, and you may not even find a house in some places. I know one of the consuls at Erzeroum had to live in a sort of inn for a long time. I think he was taken in at last by a friendly missionary.

39,854. Do you think that with a little trouble it would be possible in most consular places for the British Government to take a long lease or freehold of a house, fit it, furnish it, and let successive consuls hand over the house to each other?—I think something on those lines ought to be done in the interior of a country; otherwise a consul is put in a very awkward position indeed. For instance, I think the bare necessities of a house ought to be there; he ought to be able to find beds, and just the skeleton of a house for him to go into.

39,855. Have you yourself suffered actual practical inconvenience from turning up and finding an unfurnished consulate?—At Van there had been something on those lines done, and there was a certain nucleus of furniture belonging to the Government. I do not know how it had got there. Otherwise you have a camp-bed with you always, and you can get along somehow.

39,856. If your predecessor has provided furniture and wants to sell it, a bargain has to take place between two men who do not know each other in a great hurry from a distance and it is very difficult to carry on with fairness?—Of course one always loses on the transaction.

39,857. Does the Government provide you with sufficient attendants. One consul said there was no one to prevent a drunken sailor from penetrating inside his office?—In my experience in Turkey the attendants are always sufficient.

39,858. And there is always one at each consulate?—Yes.

39,859. Is he a Government servant?—He is paid out of the office allowance. There are generally two.

39,860. In going from these interior posts to an important post, say Smyrna, is there some difficulty in getting a suitable office?—In Smyrna the consulate belongs to the Government and is a Government building.

39,861. But where it is left to the consul he might find it rather difficult to get a suitable office?—He might.

39,862. Landlords do not very much encourage consuls as tenants, do they?—They do not encourage them in this way, that they try to squeeze them to the utmost limit. For instance, at Jerusalem I left my lease to my successor, who was perhaps more particular than I was; at any rate he demanded that some of the rooms should be whitewashed by the landlord, who refused, and therefore my successor left the house, and the landlord was so aggrieved that he telegraphed to the embassy to complain. They expect that the consuls will pay double the rent of anybody else and have nothing done for them.

39,863. You think therefore that if the Government could make a fairly good permanent bargain it would prevent successive consuls from being unfairly squeezed because they have to act in a hurry?—I think it would. In Turkey, at any rate, there are, as a rule, very few houses available in any case, so that you are very much at the mercy of a speculator.

39,864. You would strongly urge that so far as possible the Government should provide offices and furniture, to remain the property of the Government?—Yes.

39,865. As to the superannuation in the Levant Consular Service, at what age does superannuation take place?—It is possible at 60, and it is obligatory at 65.

39,866. Is it based on the final salary received by the superannuated person?—Yes, the pension is based on that.

39,867. Then if a man, having done very good work in a bad climate, finds himself at the end of his life in a less important post he will be superannuated not upon his best post in the past but the post which he happens to be holding at the end of his service?—Yes.

39,868. Does that seem to you fair?—No.

39,869. What arrangement would you substitute for that?—But I do not suppose that a man, as a rule, ends up in a less well paid post than he had in the middle of his career. I have not heard of instances.

39,870. If so there would be no harm in regularising an arrangement by which a man is superannuated rather upon his grade than upon his post?—Yes.

39,871. It has been complained that the Government sometimes causes unnecessary trouble by paying at inconveniently long intervals. At what intervals do people in the Levant Consular Service receive their pay?—Personally I draw my pay every quarter.

39,872. Would it be more convenient if you could draw it monthly?—No, I think I prefer to draw it quarterly as at present.

39,873. You entered the Service by a rather severe specialised examination? Can you add in your Levant Service to your allowances by passing a further examination?—No.

39,874. You have nothing like the special allowances for languages which are given in the Diplomatic Service?—No, we are supposed to know the languages.

39,875. And you are supposed to know international law?—Yes.

39,876. It is taken for granted that once you are in the Service you will teach yourself the necessary things?—Yes, and as a rule you are obliged to do so because you need them.

39,877. Do you think it might improve the Service if either special leave or special allowances, or special opportunities of encouragement were given to men in the Consular Service to improve themselves, as in the case of the Diplomatic Service?—In languages do you mean.

39,878. In languages, or as in the case of the Diplomatic Service, in international law or in whatever other subjects might be chosen?—I think as regards the Levant Service, as we have judicial duties, we might be allowed to have some training in judicial matters, because at the present moment a consul or vice-consul has to administer British law by the Order in Council, and in my case, at any rate, I have had no training at all in law.

39,879. Neither in law nor in procedure?—No.

39,880. When a man goes out to India in the Indian Civil Service, very soon after his landing he may find himself to be a magistrate, and in order to prepare himself for that he visits and spends some time in watching the procedure of the London stipendiary magistrates. Do you think that opportunities of that kind might be useful to you?—I think very useful, and I think student-interpreters ought to be given some sort of training in legal matters when they are up at Cambridge.

39,881. They are, in fact, all of them going to be judicial officers?—Yes, all of them.

39,882. And they neither acquire any knowledge of law nor have given them an opportunity of acquiring a knowledge of law or legal procedure?—That is quite correct. That is as far as it refers to myself. I cannot say what has happened since I came into the Service.

39,883. Law is not even an optional subject like ancient Greek in the examination?—No.

39,884. Do you find that your administrative duties—the duties of holding a Consular Court, or negotiating with Turkish officers, the duties under the Merchant Shipping Act when you are at a port, and so on, form a somewhat different kind of work from your duties as a commercial agent for British firms? The two are rather sharply separated from each other in their character, are they not?—I should not say that the consul



22 May 1914.]

Mr. HAROLD EUSTACE SATOW.

[Continued.]

is a commercial agent for British firms. Is he supposed to be?

39,885. We have received evidence on behalf of the Chamber of Commerce which seemed to be based rather on that conception. If it is desired to develop what I may call the commercial side of the consular work, do you think it might be possible to develop it by a different set of officials from those who exercise the high judicial and other duties at present assigned to consuls?—More or less the position in Turkey which, of course, differs from other places, is this: Turkey is the East, to begin with, and the natives have perhaps rather an exaggerated idea of officials. The ordinary Turk, I think, is rather surprised to see a consul going touting round a bazaar, and, as a matter of fact, there is so much of a sort of underground work to be done really that a consul might spend a whole day doing nothing else, if he was to do that.

39,886. Do you say if we desired a set of what we may call high and specialised touts, it would be better to make a separate service of them and to put them in connection with the Board of Trade rather than the Foreign Office?—Yes, if you want to have a kind of official commercial traveller he should do nothing else, because you cannot combine the two in Turkey as far as I know.

39,887. A consul's position as a judge would, perhaps, be made a little more difficult by the fact that a defendant or plaintiff had been one of the persons he had touted the day before?—That all depends. In Turkey one only has jurisdiction over British subjects.

39,888. But a British subject might be one of the persons in an action you have to try?—He would be, of course.

39,889. When you return to the Foreign Office to report on occasions, is there at the present moment anybody in the Foreign Office, so far as your knowledge goes, who has had consular experience?—I have not met anybody in the Consular Department.

39,890. Do you think from the point of view of a consul it might be convenient if, when visiting the Foreign Office, there were some official there who had some experience of some of his duties?—I think it might, because it is impossible to expect a Foreign Office official who has, perhaps, never seen a consulate, to understand much about the workings or the difficulties of one.

39,891. Do you know the custom in other English Government departments by which a man of experience, in what may be called the outside work of the department, is, perhaps, after 20 years of experience, largely retained in the department as a means of communication? I refer to the Chief Inspector of Education, who is the means of communication between the education inspectors and the Board of Education. The Chief Inspector of Factories, who spends most of his time in the Home Office, communicates with the outside agents. Do you think the existence of an experienced consul, who should be the normal means of communication between the consuls and the Foreign Office—a man part of whose time should be spent in the Foreign Office—might be a convenient arrangement?—I never really thought of such a possibility. I should not like to give an opinion upon that.

39,892. But you can see no reason against it now?—I believe that in other Foreign Offices there are in the Consular Departments consuls—in the Austrian or the French—and the system seems to work very well there.

39,893. Have you in the East a large number of unpaid consuls?—I can only speak for myself, and in my consular district I have only one dependent consular officer, and he is a consular agent unpaid.

39,894. Have you come in contact with the system of unpaid consuls in other districts?—Yes, there are some; I could not say how many.

39,895. Would your experience suggest that it is desirable to increase or to restrict the use of unpaid consuls?—As far as the Levant is concerned I should restrict them.

39,896. You think with modern means of communication, and the fact that the consul can get about a great deal and communicate by post, telegraph, and so

on, there is not a very great advantage as against the obvious danger of unpaid consuls?—What I am always afraid of in a place like the Levant is, that the remuneration being very small, the man takes it on for personal ends, which is not desirable.

39,897. Personal ends may be either the legitimate end of increasing his importance, and therefore his trade, or less legitimate ends?—I should say even the legitimate end was not a desirable one—that a man should be flaunting the British flag in order to boom his own trade.

39,898. That is the most legitimate end that he can have before him?—Yes.

39,899. (*Chairman.*) In regard to your travelling allowance and cost of removals from one place to another, are you satisfactorily treated?—I have not really had any experience under the new scheme which only came into force quite recently, but it seemed to me to be fair.

39,900. Have you seen the new system in actual practice?—I have not, except that this time coming home on leave, I have had a proportion of my expenses paid.

39,901. Your leave counts from the time that you reach England?—Yes.

39,902. Were you paid your travelling expenses to England?—I was paid a half of my own and a third of those of my family.

39,903. Was the sum considerable? Was it a sensible addition?—It made a considerable difference.

39,904. Are you allowed the cost of removing your furniture and your heavy baggage. Can you include that in your bill of expenses?—No. Speaking from memory one's expenses are only allowed to include those for personal effects, and one is given a certain sum, equal, I think, to one first class fare for oneself and one third for the family, or something of that sort; but I have not had experience of it yet.

39,905. (*Mr. Matheson.*) Do you think that on the whole the system of two years' training in this country is satisfactory?—I should think so myself, because I think at Cambridge there is, at any rate, a more or less scholastic atmosphere; whereas at Constantinople I should have thought it was very difficult for anybody to settle down and work at book work. They learn to pick up a smattering of the language and talk it, but I do not think it is a place to study seriously in; there are too many distractions.

39,906. In the general Consular Service there have been lately instituted people called Inspecting Consuls. Has that been introduced into the Levant, too?—Not yet.

39,907. You have not heard whether it is contemplated?—I believe it is contemplated. I rather hope so myself.

39,908. While Mr. Graham Wallas was asking you about the two sides of a consul's work, I gathered from what you told us that you yourself do not find under present conditions the two sides of your work incompatible?—No. Of course I am not in a very big place at the present moment.

39,909. It is a port?—Trebizond is a port.

39,910. What amount of shipping is there?—There is very little British shipping, practically nothing. There would be no question of discharging or engaging men there. It is mainly coasting trade.

39,911. Mr. Shipley, who is not at present able to be here, has asked me to put one or two questions to you. Should you say that on the whole the chances of promotion in the Levant were fairly good?—I think there is rather apt to be a block at the top occasionally. The prospects at the beginning seem to be very good, but after a time there comes rather a block; but I do not know how it compares with the general Service.

39,912. The notice about student-interpreters is headed "The Ottoman Dominions, Persia, Greece, and Morocco." Is it the case that practically the Service in Persia, Egypt, and Morocco does not afford much opportunity?—I do not think Persia affords much opportunity, although of late years they have sent more men into Persia. When I went first into the Service there was not a post in Persia held by a member of the Levant Service so far as I know, but there are

22 May 1914.]

Mr. HAROLD EUSTACE SATOW.

[Continued.]

several now. In Egypt the three consulates are held by men in the Levant Service—Cairo, Alexandria, and Port Said—and they have sent quite a number of men recently to Morocco.

39,913. Is there any complaint in the Service that some of the better posts in Egypt and elsewhere are filled from outside instead of from the Service itself?—The only complaint I ever heard was about Crete, and that, of course, has disappeared from the Levant Service now. That was for a time filled by an outsider.

39,914. Do you know anything about the Consulate at Adrianople?—No; Major Samson is there.

39,915. Was that post filled from the Service or from outside?—From outside. He was originally a military consul, but he seems to be more or less permanent now; it is an important military place.

39,916. Have you ever had occasion to compare the prospects or conditions of the Levant Service with those in China and the Far East?—No, I do not think I ever have.

39,917. We are told that the conditions of retirement in the Far East are far more favourable than in the Near East?—The conditions of retirement might be made perhaps a little more favourable in the Near East, because anybody living in Turkey is undoubtedly living in a more or less unhealthy climate the whole time, and certainly in unhealthy surroundings everywhere, both physically and mentally, and one is apt to get used up.

39,918. I am told that in the Far Eastern Service when a man has 25 years' service he can retire with fifty-sixtieths of his pay as pension; whereas, in your Service he could not get such a big pension in any circumstances, and he would have to serve 40 years to get forty-sixtieths?—I do not know about the China Service. I know about ours.

39,919. On the whole, is it true that, as compared with the general Service, there are fewer highly paid posts in your Service?—I really do not know the proportion.

39,920. At all events, taking the average, the conditions of life in your Service are more severe than in the ordinary Consular Service?—Yes. I remember the Foreign Office sent out a circular saying that consuls must not always expect to have comfortable posts; they must take the bad ones with the good. Members of our Service were rather amused at that, because we had practically all bad posts. It is a question of degree really. We have some very bad ones like Jeddah, on the Red Sea, or Bushire, on the Persian Gulf, but I should not say that any of our posts have really healthy climates.

39,921. Who settles your move from one place to another—the Foreign Office?—I believe the embassy recommends and the Foreign Office sanctions the proposals of the embassy as a rule.

39,922. But these recommendations come from Constantinople?—I believe so.

39,923. (Chairman.) When you remove from one post to another is your successor always sent from the embassy, or do you nominate your successor in any case?—When one goes on leave, the embassy usually sends the substitute.

39,924. In case of transfer your successor is nominated by the embassy?—Yes, or rather by the Foreign Office.

39,925. But in case you go on leave do you nominate your *locum tenens*?—In a great majority of cases the embassy appoints your *locum tenens*. The embassy always sanctions it.

39,926. If you leave in a hurry do you nominate your *locum tenens*, and leave it to the embassy to sanction?—If I wished to leave in a hurry I should apply for permission to do so, and either submit the name of a substitute or ask that one might be sent.

39,927. In regard to the office expenses, the rents of the consulates, and the pay of the clerks, and so on are paid from the office allowance—the lump sum?—Yes.

39,928. Do you furnish any account of the office allowance. Do you send in a monthly or quarterly account supported by vouchers?—No. Occasionally a

return is called for. One is supposed to keep an account of one's expenses which may be called for.

39,929. Does each consul keep a book in which the expenditure of his allowance is regularly recorded?—I do not think that is laid down in the regulations.

39,930. How is your system of promotion managed? Who orders promotion?—I imagine it is done in order of seniority.

39,931. You think the general rule is that of seniority?—I think so.

39,932. Is it done by the embassy or by the Foreign Office?—I think when any consulate is vacant the embassy proposes a name which is generally accepted by the Foreign Office.

39,933. (Sir Kenneth Muir-Mackenzie.) Promotion means being put to a better post?—Promotion in rank.

39,934. (Chairman.) You have no people of the character of the second division clerk employed in your consulates in the Levant?—No, but I believe at Constantinople there are special arrangements about the clerks employed at the Consulate-General there.

39,935. But in your consulate if you employ a clerk you employ a local man?—Yes, I engage him locally.

39,936. Has the consul's clerk a more or less permanent tenure. Does the successor take on the clerk of his predecessor?—As a rule.

39,937. Are the fees that you charge for your Consular Services adequate?—The fees all go to the Foreign Office with very few exceptions and are paid to the Treasury.

39,938. But are the fees commensurate with the services you render or are they less than they ought to be?—I think on the whole they are commensurate. A good many people come to one for things for which one cannot exactly charge a fee and those often give the greatest bother, but that is inevitable.

39,939. (Mr. Graham Wallas.) We have had it said that the fees in the British Service are rather lower than those charged in other Consular Services. Do you know if that is so?—From what I know of visés of passports and things of that sort I should think that is so on the whole.

39,940. (Chairman.) Have you come across many men of the general Consular Service?—One or two.

39,941. But not in such numbers that you could compare the men of your own Service with those of the general Consular Service?—No, I could not.

39,942. You could not say which, on the whole, you think the better Service?—No, I could not.

39,943. If you were in a post where your health had failed or had become enfeebled and you did not want to go on leave, but wanted to get a transfer, is it usual or possible to write to the Embassy at Constantinople to represent the case and to ask for a transfer?—Yes, I think so, and I think every effort would be made to meet one's wishes.

39,944. Are there many consuls or consular agents in Greece?—I think there are very few consuls *de carrière*.

39,945. (Mr. Shipley.) I have heard that some of the young men who start as dragomen and student-interpreters have been rather dissatisfied about people being introduced from outside into posts that they have been looking forward to fill. Do you know of such cases?—I have not heard of many such cases, except that in one or two places there are military vice-consulates for which one cannot always see the reason. For instance, there is a military vice-consulate at Van in Armenia.

39,946. Was not there an Oriental secretary at Cairo who was introduced from outside the Service?—Yes. I believe there was.

39,947. Was there nobody in the Service who could have been put there?—I really do not know. I dare say they could have found somebody.

39,948. You started as a student-interpreter. How many languages do you talk?—I can talk four fairly fluently.

39,949. Turkish?—Yes, and French, German, and Italian; and I understand bits of a good many other languages.

22 May 1914.]

Mr. HAROLD EUSTACE SATOW.

[Continued.]

39,950. Is it not rather a disappointment to some of these men when posts are advertised in Egypt, Persia, and the Ottoman Dominions to find that practically the Persian posts are largely occupied by military men and paid for by the Indian Government?—I believe there are more posts in Persia occupied by members of the Levant Service than there used to be, but I really do not know much about the Persian side of the Service or what their relations with the Indian Government are there.

39,951. (*Chairman.*) Is there any feeling in your Service in favour of closer union with the Diplomatic Service? Is there any general feeling that your work is so allied with that of the diplomatic work in the Levant that there ought to be closer assimilation of the two Services?—I have not had much opportunity of seeing other members of my Service for the last few years. I have been in outside posts, so I really do not know; but I think there is a feeling that there might be more chance of an outlet at the top somehow by allowing one to pass the last few years of one's

service before pension in better surroundings, say, in some European post, if one was capable of it. After many years' service in these Turkish towns all one has to look forward to is Beyrout or Constantinople, or Smyrna, which is the same thing on a larger scale.

39,952. From the account that you have given of the work which you do, which is much more diplomatic in character than commercial, do you think that the majority of your Service would be fitted for consular work at such a town as Hamburg or Antwerp, or some of the great European ports?—I imagine a man who was Consul-General at Smyrna, or at Constantinople (which is a very important shipping office), really would have had good experience of shipping.

39,953. If there was an opening at the top in that way there would be some relief to the block lower down in the Service?—Yes. I think members of the Service are only too willing to do all they can in commercial matters, but it is rather difficult to know what is wanted sometimes.

## NINETY-NINTH DAY.

Thursday, 28th May 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman.*)

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Mr. ARTHUR BOUTWOOD.  
Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.

Mrs. DEANE STREETFIELD.  
Mr. N. E. BEHRENS (*Secretary.*)

Mr. LIONEL EARLE, C.B., C.M.G. (*Secretary to H.M. Office of Works*), called and examined.

39,954. (*Chairman.*) For how long have you held your present post?—Since the end of October, 1912.

39,955. During that time you have acquired information regarding the provision of quarters for the staffs at embassies or missions?—Yes. Since I have been at my present post naturally I have had to deal with these diplomatic dwellings abroad, both for the Diplomatic Service proper and for the Consular Service.

39,956. Previously you had, I understand, visited several embassies and legations?—Yes: I was a considerable time at Paris. My uncle, Lord Lytton, was Ambassador there, and I was for one-and-a-half years attached to the embassy. I have been on various missions to other countries, twice to Madrid and Constantinople, and once to Athens.

39,957. Have you been to Berlin?—Yes. I was a month in Berlin as guest of the present Emperor, when Prince William, as interpreter to four English colonels who went out there to the manœuvres.

39,958. Have you visited St. Petersburg?—Never.

39,959. Vienna?—I have been there twice; once, many years ago, when I was a boy, and the other day I stopped three days at the embassy when on my way to Constantinople.

39,960. I wanted to know if you are acquainted with the embassies?—I think I have visited every embassy in Europe with the exception of St. Petersburg, and a great many of the legations.

39,961. Then you are peculiarly competent to speak on the question of the accommodation provided for the Diplomatic Staff?—As regards Europe, perhaps; but I have not been farther afield than some of the North African posts.

39,962. As a rule, are quarters provided at the embassies and legations for the Diplomatic Staff attached to them?—No. In European capitals and other places where suitable houses can be rented, accommodation is not provided for officers below the rank of the head of

the mission. Counsellors of embassies, however, receive a house allowance. In some cases the head of a mission allocates a suite of rooms to his private secretary in places such as Paris, Berlin, Madrid, Rome, etc.

39,963. Is the private secretary usually a member of the Diplomatic Staff?—Usually, but not necessarily. At present in Constantinople Sir Louis Mallet has an honorary attaché who acts as private secretary; he is a soldier. At Constantinople residential accommodation is provided for all the unmarried staff. It is a very large embassy, and in olden days, I suppose, the country was even less civilised than now, and it was considered desirable to have all the staff as far as possible inside the house, which is almost fortified. The Foreign Office have written to the foreign governments asking for exact details of the accommodation which they give to their secretaries, etc., and that information I will send on to the Commission when it arrives. In remote or non-civilised countries, at places like Adis Ababa, Bangkok, Peking, Teheran, and Tokio, accommodation is provided for the whole staff of the embassy or legation.

39,964. (*Sir Kenneth Muir-Mackenzie.*) Why have not you got that information about the accommodation for secretaries already? Is that because it is entirely a private affair?—Not at all; but I was only summoned to appear here a few days ago (really for the 18th June) and then I was asked to appear this morning because a witness has failed.

39,965. (*Chairman.*) But ought not that information to be on record in your office?—It is entirely at the option of the ambassador. At Paris there is accommodation in the chancery provided for a secretary.

39,966. Accommodation is provided, I understand, for the staff of the missions and embassies in the East—in Tokio, in Peking, and Teheran?—At Adis Ababa and Bangkok accommodation is provided for the whole staff; it is a complete compound.

39,967. And also in Constantinople?—Only for the unmarried staff there; not the married staff.

28 May 1914.]

Mr. LIONEL EARLE, C.B., C.M.G.

[Continued.]

39,968. In none of the western European capitals is such accommodation provided?—Not for more than one or two secretaries.

39,969. If accommodation had to be provided, to what extent would it be necessary to build or to buy houses?—I think that would be a very difficult matter to decide. I will give an instance of what I saw myself the other day at Constantinople. In this vast embassy accommodation is provided for at least five unmarried secretaries. At the present moment there is only one unmarried secretary on the whole of Sir Louis Mallet's staff, in addition to the honorary attaché—his private secretary—to whom I have referred. The position is exceptional, but it means that the whole of that accommodation provided for at least five unmarried secretaries is completely unoccupied, with the exception of those two gentlemen who live at the embassy at the present moment. That seems to me to point very largely to the difficulty of arranging for permanent accommodation for any of these gentlemen. Supposing one provided a house for four or five unmarried secretaries at Paris, it is quite possible that you might have only one or two at the outside unmarried, and out of those one might have considerable private means—or both might—and they might say, "Unless we are compelled to live at the embassy, we prefer to live at our own expense in our own apartments."

39,970. If the Government did provide accommodation, the staff would, I presume, be expected to occupy it?—That is a question. The Foreign Office might compel them to; but if quarters were provided for the staff below the rank of counsellor, it seems to me adjustments of salary would probably have to be made, and possibly the burden of keeping up official quarters adequately might fall hardly on the occupants, particularly if occupied by the married secretaries with small incomes.

39,971. At the present time, as you know, a member of the Diplomatic Staff must have a minimum private income of 400*l.* a year?—That is so.

39,972. If it were thought desirable to throw the Diplomatic Service open to public competition, it would be unreasonable to expect that all men coming in by open competition would have 400*l.* a year?—Quite so.

39,973. The Commission are desirous of considering what arrangements would have to be made if the condition of the 400*l.* a year private income were to disappear. It would then be necessary to provide for diplomatists an official salary, as in the case of the Foreign Office clerks; and some allowances would have to be provided owing to the extra expenditure which diplomatists abroad have to incur. It has been suggested that the allowances might to some extent take the form of freedom from house rent, and thus the question arises, What charge would the provision of free house accommodation for the Diplomatic Service impose upon the public revenues?—It is impossible to say. Do you mean buying freehold sites and building, as we do in the case of an embassy, or merely leasing premises?

39,974. Which ever way would be the more economical it would be for your department to judge. The point which immediately interests us is the cost of providing free accommodation for the staff?—It is very difficult for me to give an exact figure. My impression is that it would come to nearly 100,000*l.* a year, certainly for a term of years, possibly ten; but it is very difficult to estimate, because so much depends on localities. In South America we have no properties of our own, with the exception of one at Petropolis near Rio. It has always been considered inadvisable to hold freehold property there, partly on account of the insecurity of tenure, and the violent upheavals which used to take place—it is more quiet now. You could not give such accommodation to the staff without providing for Ministers, and it would mean a large additional staff in my office, because these places would have to be periodically inspected to see that they were in proper repair.

39,975. Am I right in thinking that you do provide Ambassadors and Ministers with free house accommodation?—Not in South America. They have a house

allowance and provide their own house, with the exception of this one place near Rio, Petropolis.

39,976. Do you provide Ministers with free accommodation in European stations?—Yes, everyone in Europe, except Belgrade, Munich, Darmstadt and Dresden where the Minister has, as a rule, a house allowance.

39,977. Is the property forming the embassies and the missions freehold of our Government?—All freehold with the exception of St. Petersburg and The Hague.

39,978. If the Government decided to provide quarters for the staff you would either have to acquire further freehold property to build on or you would have to lease them?—That is so.

39,979. We should like to know your opinion as to which would be the less expensive method for the Government to adopt. Another question would arise, namely, whether the provision of quarters would be more acceptable to the diplomatic staff than a house allowance?—I think a house allowance would be infinitely cheaper to the State; but much would depend also on what the views of the Foreign Office were as regards the necessity of the closeness or proximity of the accommodation to the actual legation or embassy. These embassies are in the most fashionable or principal quarters—anyhow, the most select quarters—of the town in every instance. Therefore, if it was considered a necessity that the staff should be near the embassy—which I do not think would be absolutely the case, on account of such things as tramways, which are now so largely introduced in all the great towns of Europe—the price would be considerably enhanced. On all those points it is very difficult for me to form a reliable estimate as regards cost at this stage. As regards the Diplomatic Service alone, I do not believe it would cost very much less than 80,000*l.* to 100,000*l.* a year, certainly for a term of years. As regards the Consular Service it is a very much larger business.

39,980. Do you mean that 80,000*l.* or 100,000*l.* a year would be the total annual cost, including the purchase of the freeholds?—Yes; and the cost of maintenance, the increase in staff to visit these places, and their travelling expenses, which would amount to very considerable sums in the case of outlying places like South America.

39,981. The diplomatic staff do not now receive house allowances?—Only the counsellors. The counsellors of embassies receive about 150*l.* a year. In Paris, where probably the rent is higher, the amount is 200*l.* a year, I think, and in Madrid and Rome, 100*l.* a year.

39,982. Have you any information with regard to the practice of foreign Powers in connection with the housing of their diplomatic staff abroad?—I have only this information: As regards Germany they practically provide the same accommodation as we do in various places like Tokio and Constantinople. At Constantinople a house is provided for the first secretary subject to a deduction of 10 per cent. from his salary. We provide our counsellor with no house but he gets an allowance instead. As regards the other Powers I cannot give you definite information yet, although I believe the system is practically on the same lines as our own; but I have asked the Foreign Office to circulate the foreign Powers as to the way they treat their officers in this respect, and directly I receive this information I am prepared to forward it to the Commission if they should desire it.

39,983. The one outstanding fact from your evidence so far is that if the Government did provide house accommodation for their diplomatic officers and charged them nothing, it would impose an additional charge, so far as you can judge, of about 100,000*l.* a year?—I should think so, for a term of years.

39,984. As to the preference of the staff between living in Government quarters or hiring quarters of their own, we have been told by one gentleman that so far as he personally was concerned, he would prefer to have Government quarters because it is sometimes difficult to get accommodation in the proper part of the town, and at all events it would be expensive. Probably you could not lay down any general rule about

28 May 1914.]

Mr. LIONEL EARLE, C.B., C.M.G.

[Continued.]

the wishes of the Service on the point?—I should have said that in places like Constantinople, and places where there is not much society, they would probably prefer the accommodation to be provided for them; but I very much doubt if they would prefer it in places like Paris, Vienna, Berlin, or Rome.

39,985. Now, passing on to the Consular Service, are there houses provided for consuls in any parts of the world?—Yes, but generally a rent allowance is given, and the office is provided and furnished by the consul. At several of the missions, such as Bucharest, Constantinople, Tangier, consular office accommodation is provided.

39,986. Do you provide it in accordance with any general rule. Do you classify places into those at which you provide accommodation, and those at which you do not?—Yes, we generally provide free accommodation in all countries which are practically non-civilised, like Katanga, and places in West Africa, and even in countries like Morocco. When buildings suitable for the accommodation of Europeans cannot be readily rented, offices and residences are provided by the Government after a sufficiently strong case has been made out by the Foreign Office; as, for instance, in Persia, Africa, China, Japan, Corea, Siam, Pacific Islands, Faroe Islands, Ionian Islands, and New Caledonia.

39,987. Do you provide office furniture also?—As regards the office, yes, where the building is the property of the Government; not as regards the house, except in some remote cargo stations where a rent on furniture is charged.

39,988. Do you not provide the substantial pieces of furniture, such as beds and tables?—We do not provide furniture for the house, only for the office.

39,989. Apart from the class of places you have mentioned, do you leave consular officers to provide their own houses and office accommodation, giving them an allowance?—In places where it is easy to find accommodation, yes, that is the practice. The Foreign Office give the allowance, not the Office of Works.

39,990. As a general rule?—As a general rule.

39,991. Are there exceptions to that in European consular stations?—Yes; at Constantinople and Thorshavn.

39,992. Do you provide official residences for all Consuls-General at all places?—I think for some but by no means all; for instance, in Buenos Aires there is a Consul-General, and we have not provided any official residences in those South American countries.

39,993. Would it be very troublesome to your department if we were to ask you to furnish us with a statement of the places where you do provide houses?—You certainly shall have it.\* I have actually a statement here of the houses in China and the Far East, but I will have a complete statement made out. In China and Japan there are a very large number of places in the various towns; they must amount to 30 or 40 different houses.

39,994. (Mr. Holt.) You go further than houses, and provide gaois and all sorts of things?—Yes, gaois too.

39,995. And, I suppose, all their offices too?—Yes. We have four architects always in China the whole time.

39,996. (Chairman.) Would you say that the general rule is rather that you do not provide houses for consuls (excluding the Far East) than that you do?—I should say the rule was that we do not provide houses except in the Far East or in uncivilised places.

39,997. Has the question of providing houses for consuls ever been dealt with by your department as a whole?—Not that I know of. I should say it is a question of policy more than anything else, which would depend more upon the Foreign Office than upon ourselves.

39,998. We were told with reference to a complaint that had been made that British consulates are situated away from the best streets, while the consulates of other nations are situated in prominent parts of the town, that where the consul has a good deal to do with merchant shipping house-owners do not willingly let their houses for the purposes of a British consulate. The reason given is that rough sailors congregate in large numbers at the British consulates?—

Take a place like Barcelona: I have never heard of the slightest difficulty about finding accommodation in such a town.

39,999. (Mr. Holt.) But in a place like Barcelona, does the consul find his own office out of his allowance?—Yes.

40,000. And what have you to do with it?—We have nothing to do with it.

40,001. How do you know anything about it?—Because I have been to Barcelona.

40,002. Then that is not official information?—No, it is merely from my own personal experience.

40,003. (Sir Kenneth Muir-Mackenzie.) Is his house in Barcelona in a good position?—It was when I was there about 12 years ago, I do not know if it is exactly the same house; I think it is. I should say it was in quite a good position.

40,004. (Chairman.) It has been suggested to us that the Government ought to provide houses for consuls in unhealthy places?—I think that is right, assuming that proper accommodation cannot be obtained, and we do so whenever funds are available.

40,005. The unhealthy places are scheduled in the consular list, so that it would be easy to find where to build the houses if the money was available?—We have at the present moment 40 buildings belonging to or hired by the Government, and the cases unprovided for appear to number about 140 or slightly more. That is entirely exclusive of China, Japan, and Corea.

40,006. (Mr. Boutwood.) Do those figures you have just given relate only to the unhealthy districts?—To the whole. The 40 naturally would not all be in unhealthy districts. The 140 are places like Barcelona and Seville.

40,007. (Mr. Graham Wallas.) With regard to the consular offices in uncivilised districts you say that in those districts furniture for the office is provided by the Government?—Yes, where the building is the property of the Government.

40,008. Is that universally the case?—I think so. For the official side of the house, namely, the office, the furniture is provided by the Government.

40,009. I think we were told in evidence that the Government had adopted the thing in principle, and in some places they have provided some furniture, but as yet the offices are not fully furnished with Government furniture?—I do not suppose there is any objection to the consul putting in things of his own if he likes, but I think we are supposed to equip the office in the style considered desirable.

40,010. And all those consular offices are now supposed to have been provided with sufficient furniture?—I believe so.

40,011. Do you know whether any provision is made for stationery in consular offices in the uncivilised districts?—I have nothing whatever to do with that. That would be dealt with by the Foreign Office. We do not provide anything in the way of stationery.

40,012. You say you provide freehold consular offices for unhealthy places whenever funds are available. That means I suppose whenever the Treasury puts funds at your disposal?—Exactly.

40,013. If one treats both the Treasury and your office as part of the same machine and tries to ascertain the policy of the Government, the words "whenever funds are available" have no meaning. They mean only that the Government has as yet only chosen to do a certain amount of that work?—The words have great meaning as regards ourselves, because very often we do not get what we ask for, and we cannot, naturally, because the financial stringency is so great that there are other greater demands, such as for Dreadnoughts.

40,014. As to the consulate in civilised towns we have been told that the consul is considered a bad tenant because drunken sailors and so on come to the place. Is that your experience?—On what grounds a bad tenant?

40,015. That it is undesirable that a house in a nice quarter should be visited by drunken sailors or other persons, and that therefore, in most civilised ports, the owners of houses in good quarters are very anxious not to have consuls as their tenants?—I have never heard this, and I should rather doubt it, because if so, I do not

\* Vide Appendix LXXXI.



28 May 1914.]

Mr. LIONEL EARLE, C.B., C.M.G.

[Continued.]

think they would go on leasing them year after year in the way they do. The bulk of the places do not change.

40,016. In fact you think you can get houses in good quarters with equal facility?—I think so, but we do not arrange for that at all. The consul is given an allowance and provides his own accommodation.

40,017. (*Mr. Holt.*) How do you know that the bulk of the places do not change?—Because we have reports from a great many places. There are two sides of the Consular Service—the paid and the unpaid. I am only talking of the paid consul, naturally. We have knowledge that in a great many towns—I cannot say by any means in all—these places have for 25 or 30 years been in the same streets and at the same numbers.

40,018. When a consul rents a house out of his allowance do you inspect the house?—No.

40,019. (*Chairman.*) Nor are you responsible for keeping it in repair?—Absolutely nothing to do with it.

40,020. (*Mr. Holt.*) How do you know anything about it?—I fancy the Foreign Office inform us from time to time of these things, and I know the places are handed over from one consul to another. I do not know it in any definite way, but I have been a great deal abroad myself and I know that the consul in Paris, for instance, has been in exactly the same place for the past 30 years.

40,021. (*Chairman.*) But you have no official knowledge?—No official knowledge. We have nothing whatever to do with them, beyond supplying safes in some places.

40,022. (*Mr. Graham Wallas.*) You say that if you provided quarters for the younger members of the Diplomatic Service that would cost about 100,000*l.* a year?—I thought, roughly speaking, that would be the amount, anyhow, for a period of years, including the considerable increase of staff in my own office, which it would mean.

40,023. How much of that 100,000*l.* a year is now spent, do you think, by members of the Service out of their own pay and out of their own private pockets?—That is again a very difficult question to answer. In my 100,000*l.* a year I included providing legations to all the Ministries in Europe and South America, which at present, with the exception of Petropolis, do not exist. It seems to me it would be very difficult to provide additional accommodation for the staff if you do not provide it for the head of the mission. For instance, as regards the allowance actually given to Ministers at present, they have all told me, although this is unofficial, that they cannot hire houses for the allowances they get, and therefore they pay something out of their own pockets.

40,024. Therefore, your impression is that if you added together the existing allowance and the amount that is paid by the Ministers and their secretaries out of their own pockets, it would come to at least 100,000*l.* a year?—Including the very large charges which would be put on my own office, the expenditure over a term of years would probably amount to that sum. I should have to have a whole branch to deal with South America alone.

40,025. I want to exclude the charge upon your own office, and take the sums which are now paid for accommodation in the form of official allowance and in the form of payments out of the private pockets of the officials concerned. Do you think that that would come to nearly 100,000*l.* a year?—No. Perhaps 20,000*l.* a year would cover the outlay by Ministers and staff at present.

40,026. (*Chairman.*) Can you really form any close estimate on such a matter?—It is almost impossible to form any accurate estimate as so much depends on the considerations which I have already put before the Commission.

40,027. How much is now paid by the chiefs of missions, ambassadors, and diplomatic officers of all kinds for their housing accommodation?—Our vote comes to about 100,000*l.* a year.

40,028. That is for the maintenance of existing property?—Yes, including new Diplomatic and Consular buildings.

40,029. But there is no relation between your vote and the gross amount paid?—None.

40,030. One can only form a vague idea?—Very vague.

40,031. If you could take what was paid in a particular case, and if you could say, for instance, that the diplomatic staff at Paris or Vienna paid so much in house-rent, perhaps you might get the foundation for an estimate?—Even then it is very difficult. I know one man in Paris who pays 400*l.* a year for his flat, but he is a wealthy man, and can afford a good apartment. It is not necessary to have so much accommodation as he has, as he entertains largely.

40,032. (*Mr. Holt.*) Are you asked to advise whether it is expedient or not to provide government buildings, or do the Foreign Office simply give you an order?—As regards consulates or the Diplomatic Service, or both?

40,033. Both, or either of them?—We advise the purchase of sites as regards the Diplomatic Service. For instance, about two years ago I strongly recommended that a site should be acquired at Stockholm, where there was only a rented flat of a very poor description. There was an opportunity of buying land from the Swedish Government at a very favourable site, and I recommended to the Foreign Office that it should be acquired, and the Treasury agreed.

40,034. (*Chairman.*) Did you erect a building on that land?—It is being built now, and I hope it will be finished this year.

40,035. (*Mr. Holt.*) Was that for the embassy?—For the legation.

40,036. Previously to that, had the Minister had an allowance?—The Government hired the premises.

40,037. The Government had hired the premises and provided them?—Yes.

40,038. Supposing it had been a case where the Minister had had an allowance and rented the premises himself, it would not then have fallen to your duty to advise that on the whole it would be better to buy a piece of land and put up a building and stop the allowance?—I do not think there is a single case where a Minister rents a building except in South America and the few cases in Europe before mentioned.

40,039. That practice is confined to South America?—I think so, now. I think we provide the official residences everywhere except in South America.

40,040. But as regards consuls, is that the case too?—No.

40,041. Are you ever called upon to suggest to the Government that it would be a good plan to substitute an official residence in their case?—Not as regards consuls. With regard to Stockholm the Minister wrote to me himself telling me that the lease was coming to an end in 1914, that the American lease had just come to an end also, and rents had gone up enormously. He said he was quite sure our rent would be put up in proportion for this flat, and he was wondering, in view of this offer of the Swedish Government to provide a very good site, whether I did not think it advisable to recommend that the site should be purchased. I went into it very carefully, and in my opinion I considered it was desirable and, therefore, I recommended it. As regards consuls, the Foreign Office invariably writes to us and says Sir Edward Grey wishes a consular station to be started, say, at Saffi, in Morocco. They vary very much as regards the change of political movements. We have to provide two in Morocco—one at Fez and one at Saffi—where consulates never existed before. The Foreign Office writes to us and says that Sir Edward Grey considers it essential provision should be made.

40,042. And calls upon you to see them put in hand, so to speak?—Yes. As regards Saffi, which is a very out-of-the-way place, I sent an architect out there. He had to ride I do not know how many miles on mules, and it was very difficult to get contractors to build, but we were fortunate enough to buy a house erected by an Englishman there and not quite finished.

40,043. Do you provide residences at places like Port Said in Egypt?—Yes. At Alexandria we have an official consulate.

40,044. A place belonging to the Government?—Yes.



28 May 1914.]

Mr. LIONEL EARLE, C.B., C.M.G.

[Continued.]

40,045. You do not know what control is exercised over a consul in seeing that he possesses proper premises when he procures them himself?—No, we have absolutely nothing to do with it.

40,046. If a consul is left to find his own premises your department knows nothing whatever about it?—No. We should certainly not provide accommodation where the expense would be considerably increased as regards my own office and staff. Even now I think the position is unsatisfactory, inasmuch as I have not sufficient staff available to send very long distances to inspect these outlying places. It takes a man perhaps three months to go and come back after inspecting a place in the Far East or, say, Katanga, in the centre of Africa. Therefore, we have to rely very largely on the advice of the consul in the place, who may say: "This is a site I recommend you to buy." We submit the case to the Foreign Office, but they have no more experience than we have; and we buy it. It has happened, I am sorry to say, in more than one case that when the next in-coming consul goes there he says: "I do not at all agree that this was the proper site." Therefore, to my mind, the more you extend this Service the more important it is that you should have proper supervision over these matters.

40,047. One of the difficulties of providing an official residence is that you can never be certain that it will fit the family?—It rarely does in their opinion. It is the same as regards decoration; I never get an ambassador going into an embassy who does not want something different to suit his own taste.

40,048. It is the same difficulty as one has with the question of whether or not it is better to provide an official residence for the minister of a church?—Exactly; but naturally we build the house to suit generally a married ambassador with a fair-sized family.

40,049. Then that becomes unduly expensive for the unmarried man?—If he is a bachelor (as at present at Constantinople) it is excessive accommodation for him.

40,050. In that sense it becomes an undue strain upon him, as he has the maintenance of it?—Yes; but he would have to have that sized house for his position in a place like Constantinople.

40,051. (Mr. Matheson.) I gather that there is no definite periodic inspection of these buildings. You do not fix periods for inspection?—We have inspection of all diplomatic and consular buildings in Europe, North Africa and Washington, but we never inspect, unless it is a very exceptional case, places in Central Africa and other remote places.

40,052. But the European buildings are regularly inspected?—Yes, our architects go regular tours. The system is that when occasion calls for a visit to a capital on special business, opportunity is taken to inspect the Government properties within reasonable reach and *en route*.

40,053. It is always an expert who goes?—Yes, a skilled architect. Then we have a local architect in every town—a German or an Austrian of great repute, or a Frenchman in Paris—who goes over the embassy many times a year and consults constantly with the ambassador about anything required, and then reports home.

40,054. I gather that your main criticism on the proposal of providing quarters for the younger staff is that you cannot really forecast the requirements?—My chief objection is the great waste which it is possible there may be. You provide official accommodation for the normal staff of four or five secretaries, and it is quite possible that it might be occupied only by one. I do not think it would be easy to compel married people to live all together in one house.

Mr. CHARLES STEWART SMITH, R.N. (H.B.M. Consul-General at Barcelona), called and examined.

40,068. (Chairman.) When did you enter the Consular Service?—In November 1883.

40,069. What age were you then?—I was 24.

40,070. Did you pass a competitive examination?—No, I was given a Royal Commission.

40,071. You were appointed by direct nomination by the Crown?—The reason was this: I had been sub-

40,055. (Mr. Shipley.) Does the Board of Works supply the enamelled signs on the outside of these consulates?—I am not sure about that, I will find out and let you know.

40,056. (Chairman.) Am I right in summing up the general result of your evidence thus: First, in regard to the heads of missions and ambassadors, you provide accommodation for them everywhere?—Yes, with the exception of South America—and even there we provide it at one place, Petropolis—and certain places in Europe.

40,057. For the staff—the counsellors, secretaries, and attachés—you provide accommodation in the Far East and at Constantinople?—Yes, and certain unmarried secretaries at European embassies.

40,058. That is to say, at Peking, Tokio, Seoul, and Teheran?—Yes, Seoul is now a consular building.

40,059. At Constantinople you provide accommodation only for the unmarried staff and not for the married men?—That is so.

40,060. Am I right in supposing that elsewhere in Europe you provide no accommodation for the diplomatic staff, but that allowances are given to them to provide themselves with house accommodation?—The Foreign Office gives an allowance, but only to Ministers and counsellors.

40,061. We were told that in the embassies there is accommodation for one secretary who may act as private secretary to the Minister, but that his employment by the Minister in that capacity is a matter at his discretion?—Yes, and at Paris there is actual room always for one secretary in the chancery. In some cases more than one secretary is accommodated.

40,062. Do the secretaries and the attachés receive a house allowance?—No, I think it is only the counsellors who receive an allowance.

40,063. Then the question of the cost of providing house accommodation for the diplomatic staff generally is a very difficult matter to estimate?—It is.

40,064. That is owing partly to the uncertainty regarding the proportion of the staff that would be married. On the whole, taking an outside estimate, you consider that if the policy of providing house accommodation for all the diplomatic staff abroad who are not now provided for was adopted by the Government, it would be an addition of 100,000*l.* a year to the cost?—Roughly speaking, including the expenses attaching to my own office, anyhow for a term of years.

40,065. There would, on the other side of the account, no doubt be some saving, partly official and partly private. The official saving would be in the house allowances which are now given to some members of the diplomatic staff; and the private saving would consist of the sums which the diplomatic staff have now to meet from their own pockets?—The house allowances amount to a very small sum, because they are only given to the Ministers in South America and a few European places, and to the counsellors in the embassies. I should like to add that I have based my estimate of cost, which is very rough, on the assumption that the houses would be required somewhere in the locality of the embassies and the legations.

40,066. (Mr. Graham Wallas.) The actual places at which the secretaries and other attachés at an embassy now reside are not necessarily near the embassy?—They generally try to find premises fairly near in all cases I know of.

40,067. But they are not necessarily in very good streets. They do not go to the most expensive sites?—That depends very much on their private means, and so on; but I think they try to live in the neighbourhood of the embassy more or less. That is my experience.

lieutenant in the *London*, and had taken part in the suppression of the slave trade. I had learnt Swahili, and they were going to appoint a set of consuls to be on the coast to look after the slave trade and to encourage trade. Sir John Kirk knew me on account of the slavers which I had caught, and put forward my name as a suitable person. The post was practically

28 May 1914.]

Mr. CHARLES STEWART SMITH, B.N.

[Continued.]

offered to me, and so I was appointed by Royal Commission.

40,072. At what places have you served since then?—I was at Zanzibar for about two years, and then I was invalided and was appointed to Massowah, but the Italian Government objected, and so I was set to work at the Foreign Office for about two and a half years. Then I was sent out to Zanzibar again, and after a little time I became consul there. I was acting Consul-General at times, then I was a Boundary Commissioner, and after the Commission was over I was wrecked in health. Then I was Consul at Bilbao for about seven years, and then Consul-General at Odessa for nearly 14 years; and from there I have been moved to Barcelona.

40,073. At a very early period of your service you were acting as Consul-General?—Not the first time I went out.

40,074. During some of your stay at Zanzibar you were acting as Consul-General?—I was.

40,075. You were seven years at Bilbao and then went to Odessa?—Yes.

40,076. What is the principal business of the consul at Bilbao?—It is almost entirely dealing with merchant shipping and also looking after seamen. One year we had as many as 2,000 British ships there.

40,077. Had you any judicial authority there?—None, except what the Spanish authorities conceded. One does have to take a kind of judicial position very often.

40,078. Did the consulate house belong to the British Government?—No.

40,079. Did you hire the house yourself or was it hired for you?—I hired a house and also hired my office. My office was in the town and the house was rather outside.

40,080. Did you get an allowance for hiring the house?—No; that came out of my pay.

40,081. But you did get an allowance for the office?—Yes, that came into the office allowance.

40,082. Did you furnish the office?—I bought what my predecessor left.

40,083. Was there no control exercised over your action by the Office of Works here in regard to that consular office?—No. The Foreign Office just paid the office allowance, and that was all.

40,084. Did you furnish any monthly or quarterly accounts of that office allowance?—None at all. I cannot remember without access to the archives whether I asked for an increase, but in those days if you asked for an increase the Foreign Office always required you to give an account of how the money went.

40,085. When you went from Bilbao to Odessa did you hire in Odessa also an office which was separate from your house?—Yes.

40,086. Did you furnish any accounts of the expenditure of your office allowance at Odessa?—None, excepting when I have asked for an increase.

40,087. And then you had to justify the grant of an increase?—Yes.

40,088. (*Mr. Holt.*) Was the office allowance in every case sufficient to pay the rent?—Yes. At Odessa my office expenses in the last year went up to within 20*l.* of what I was given, and the office, although it was good, was rather meanly placed. The only access to it was up a back stairs; inside it was all right. It was half of an old-fashioned house which had been cut into halves, but it had very good rooms. Inside it was quite a good office, but it made a bad impression on the public because it was the half of the house which had the back stairs. If I had had more money I might have taken a much nicer office.

40,089. (*Chairman.*) Do you think that British trade or influence suffered at all by the character or location of your office?—I do not think so. I think one had the same sort of painful feeling as if one had to wear a bad coat through poverty when dealing with one's colleagues. It is very difficult to assess the difference. The office was placed in a convenient part of the town, and, as far as British subjects were concerned, we could always hold any meeting required there. There was lots of room and it was quite an efficient office, but it had rather a mean approach.

40,090. At Odessa had you to deal with British seamen and British trade just as you had at Bilbao?—Yes, but less in degree, because there is much less shipping.

40,091. (*Mr. Holt.*) Did the amount of shipping at Odessa fluctuate from year to year?—Yes, depending on the harvest. We send nothing out there except agricultural machinery.

40,092. (*Chairman.*) How long have you been in Barcelona?—A few months.

40,093. In Odessa and Bilbao had you any unpaid consuls under your supervision or control?—At Bilbao I had three vice-consuls, and at Odessa I had 13 altogether; that is to say 12 subordinate posts, not all unpaid.

40,094. Was it part of your recognised function to inspect these subordinate vice-consulates?—Yes, I used to do so. I think I certainly saw them all once every two years. I have always felt it very much one of my duties to know as well as I could all my vice-consuls.

40,095. The paid vice-consuls were those young gentlemen who had passed examinations in England and been appointed vice-consuls?—Yes.

40,096. Had any of those young gentlemen commercial experience before entering the public service?—One had.

40,097. Did he strike you as being the better for having had his commercial experience?—Yes, I think so.

40,098. You think he formed an efficient vice-consul?—Yes, but I think his virtue lay in what he was himself, and he had the other experience extra which was extremely useful.

40,099. He was a good man?—Yes.

40,100. On the whole are you able to contrast the general character and usefulness of the men who enter the Consular Service now with those who entered it ten years ago. Do you think we are getting a better staff now than we did ten years ago, or as good?—The difficulty in answering that is that I know so little about my colleagues, but I have had more experience since I have been at Odessa, and I think on the whole the young men who have joined have good possibilities in them; of course, they have to learn. The drawback often is with young men that they seem to be wanting in matters of outside address.

40,101. In manner and demeanour?—Yes. Young men from the universities in dealing with foreigners seem to have an off-hand way and a certain want of formality. Of course, these are outside things that may seem very little, but when you are dealing with colleagues and foreign officials my experience is the more formal and careful your manner is the more certain you are to avoid those little influences unfavourable to yourself which are so apt to come in and make difficulties when you are trying to do anything.

40,102. You say you have only had one man who had had commercial experience, but you have seen some university men who have come into the Consular Service?—Yes.

40,103. And you have seen other men who have not passed through the university?—I do not think I have.

40,104. Did this man who had had commercial experience pass through the university?—No; but he was, I think, rather an extraordinary man. He began life, I think, as a banker's clerk and worked very hard at languages in his spare time and managed to pass the examination. I think he will do very well.

40,105. (*Mr. Boutwood.*) Was that what you meant by saying he had commercial experience—being a banker's clerk?—That is what I meant.

40,106. (*Chairman.*) Had you under you any unpaid consuls?—One unpaid consul and a number of unpaid vice-consuls.

40,107. The unpaid vice-consuls were possibly stationed at places where trade was not very brisk?—Yes.

40,108. How do they contrast in your opinion with the paid vice-consuls?—I think one has to look on them as in quite a different category. I think they are extremely useful, but you cannot make the same claims on them that you do on a career consul. But I have the greatest respect for them, and the ones I had in

28 May 1914.]

Mr. CHARLES STEWART SMITH, R.N.

[Continued.]

Odessa I thought were extremely good. They were very willing to help.

40,109. Do you think that British trade benefited considerably by their presence and assistance?—I think so. In places where British shipping goes one is practically bound to have unpaid men; that is, where there is only a little shipping. Supposing you have a port with perhaps 70 or 80 British ships calling in a year, it is very important to British shipping that there should be some consular officer, and also it is necessary to carry out Acts of Parliament, and so on. But I do not think you could ask for money from Parliament to send a paid man there, and I think, too, it would be a very undesirable thing from the point of view of a young man to send him to a place where he would have so little to do.

40,110. Then your opinion is that these unpaid vice-consuls do serve a very useful purpose in helping British trade in those places where the trade is too small to allow of the appointment of a paid vice-consul?—Yes, I think so—that would be for the purpose of helping British trade, in a restricted sense, and helping people who come there for commercial purposes, and the ships. For such things as suggesting fresh lines of business, I do not suppose they would do as well, because, of course, they have their own businesses to attend to.

40,111. Did you consider it part of your duty to push British trade? Say, a firm here in England addressed you, either directly or through the Board of Trade, with a view to pushing a particular kind of trade, would you have considered it your duty to help in that way?—Certainly, in my own way—not perhaps in the way they would wish. I mean I should not think it my duty to do anything like personally recommending people, or doing anything that could make anybody think I took any responsibility for their statements, or anything of that sort. Nor should I be responsible for the character and position of the people whom I might mention to them. But if a British firm wrote and asked me questions—for instance, if they sent me a long *questionnaire*—I would do my best to get answers for them. The difficulty very often is that one gets such very vague questions\* people do not trouble to ask precisely what they want. For instance, you might get a letter from a merchant saying: "I should be glad if you would give me some information about the iron trade." You do not know where to begin or end, or what is wanted; but if a firm which dealt in pen-knives put down a list of questions going into the whole thing—whatever the points are about the pen-knife trade—one would do one's best to get each question answered.

40,112. In such a case as that, if you were consulted regarding the pen-knife trade, would you deem it within the duty either of yourself, or one of your subordinates, to take a sample of pen-knives to a shop in the town and ascertain from them whether there would be a sale for such an article?—I should not object to doing it, but it would have to be purely in the nature of an inquiry; and I think I should tell my inquirer that I did not think that particular thing was very much good.

40,113. We have been told that British trade in some foreign countries suffers from the character of the people sent to push it. For instance, the commercial traveller sent, say, to France or Germany, frequently knows nothing of the language and cannot speak it, while the representatives of some rival nations in trade are good linguists. Do you think British trade suffers in that way?—I think it is a definite handicap. You will notice it more in Russia, where there are so many Germans who know Russian. Germans have a particular benefit over us because there are so many German colonies in Russia, so they have a great population from which they can draw such people.

40,114. Did you yourself speak Spanish when you were in Spain?—Yes.

40,115. And did you learn Russian when you went to Odessa?—No, I ought to say I did not, but I tried to learn it, and I worked at it a good deal. I suppose I was rather too old, and had other difficulties, but I never got to be any good at Russian, though I knew a lot of the words.

40,116. Did you know sufficient to be able to get about and make yourself understood?—I could make-shift in a very lame way.

40,117. But not sufficiently for the purpose if you had commercial business to carry on?—I should not try to do anything except such things as simple shopping; that I could manage.

40,118. (*Sir Henry Primrose*). What language carried you through, French?—For ordinary purposes you can find someone who speaks German, French, or English.

40,119. (*Mr. Holt*.) You do speak German, French, and Spanish?—Yes.

40,120. (*Mr. Graham Wallas*.) At Barcelona I suppose you have permanent premises provided for you by the Office of Works?—No, they are hired quarters.

40,121. Are you free to hire those quarters or any others?—Yes.

40,122. You took them over from your predecessor?—Yes.

40,123. But you were free to refuse them if you liked, and to take any others?—Yes.

40,124. Did your predecessor hold them under a yearly agreement, a monthly agreement, or what?—I think it is four-monthly—three payments a year; and you can give notice at any time.

40,125. If you had refused to take them over he would simply have had a few months which he would have been personally responsible for?—I am not sure what the Foreign Office would say, but it would not be a very nice thing to do. One naturally would take over an office unless there was some very strong reason against it.

40,126. Is the furniture in that office the property now of the British Government?—I think it is mine at the moment. The Foreign Office are introducing a new system, and they say that anything that is paid for out of office allowances belongs to the office. Mine has certainly not yet been paid for out of the office allowance; but I suppose the way it will be looked at will be that when the office allowance has covered the cost it will belong to the Government. They have made the change quite lately, and I do not quite understand about it yet.

40,127. Is the furniture you took over fully sufficient for your purpose?—Yes, but I had to have a few alterations made in it.

40,128. Have you to provide the whole of the stationery?—Yes; except that many printed forms and certain register books are supplied.

40,129. And you took over your predecessor's stock of stationery, I suppose?—Yes.

40,130. I understood you to say that at one time at Odessa the office expenditure went up to within 20% of your office allowance?—Yes.

40,131. Was that rather an unusual fact?—I suppose it would be; but I cannot speak with any authority. It was unusual as regards myself, but I cannot tell you much about other people.

40,132. It is understood in the Consular Service that the office expenditure ought not normally to come very near the office allowance?—I think it has always been the custom that it should be ample. In making out office expenses you put down all the things that are definitely office expenses. Nobody would dispute that paper, ink, and such like things were definitely office expenses; but as you go on you come to the border line—to all sorts of things where you cannot say which they are. For instance, whether your tram fares go to office expenses, or subscriptions which you cannot avoid practically because you are consul. All sorts of things come in very much on the border line.

40,133. Confining yourself to what you meant just now by the expression "office furniture," what would you say is normally about the proportion between such expenditure and the office allowance in the Consular Service—two-thirds, should you say?—I do not think it would be right for me to hazard a guess. I could tell you about my own.

40,134. Does it come normally to about two-thirds?—I should say more, but I cannot answer for other people.

40,135. Then the office staff is provided by yourself?—Yes.

28 May 1914.]

Mr. CHARLES STEWART SMITH, B.N.

[Continued.]

40,136. You make your own bargains in that respect?—Yes.

40,137. That is also paid for out of your office allowances?—Yes.

40,138. You divided your work just now into official work in administering Acts of Parliament, and so on, and the work of encouraging trade. Would you agree that those two pieces of work are rather clearly divided?—I think practically that almost everything you could put either into the one or the other. I did not mean to make any distinction.

40,139. In the case of a large port where the "official work," in that sense, occupies the whole of a man's time, do you think it might be an advantage if there were a division between that work and the work of encouraging British trade, so that the two pieces of work could be done by different representatives of the Government?—I do not think that is the case in any post I have served in.

40,140. No; but I am putting it as a possible scheme. Do you think if that were introduced it might work well?—If it were proposed to me I think I should say it was rather a dangerous thing, because it would be difficult to work, with humanity like it is. I should say that there would be great risk of friction, and that one man could probably do it better.

40,141. But you have a kind of judicial position with regard to a good deal of your work, have you not?—Yes.

40,142. You have quasi-magisterial work?—Yes.

40,143. If you threw yourself enthusiastically into the work of pushing British goods, is that quite consistent with the kind of responsibility and impartiality which must attach to magisterial work?—I do not think the two would cover the same ground in the least. The magisterial work of which I was speaking is almost entirely confined to such things as the affairs of merchant seamen and ships.

40,144. In some cases you have to act in a very responsible way with regard to claims between British subjects and foreigners?—The responsibility is to put the case in the best possible way for the Government—to try and make the case as clear and complete, and truthful as one can for the Government. One may have to put forward cases locally, but anything serious would be sent to the embassy.

40,145. Your work with regard to encouraging trade is done on the initiative of the Board of Trade in the main, is it not?—I should say, mostly on the initiative of the particular applicant.

40,146. But he applies through the Board of Trade, and you send your answer through the Board of Trade?—We always send our answers through the Commercial Intelligence Department; but at the very beginning it comes from the applicant, who may write to the Commercial Inquiry Department, or he may write to us.

40,147. But the relation of the Foreign Office to that department of your work is rather formal?—The answering of inquiries the Foreign Office have nothing to do with.

40,148. Have you any experience of the Levantine Consular Service?—None.

40,149. You do not know anything about the method by which they are trained at Cambridge now?—No.

40,150. Could you suggest any improvement in the training of the young *carrière* vice-consuls before they go out?—I am sorry to say that some of those I have seen cannot write English.

40,151. That is, they are badly selected?—I would not say that. I think if a man is able he will do very well, but he ought to be able to write a despatch that does not want pruning and correcting.

40,152. We can improve the examination by securing, for instance, that a larger number of marks shall be given for English, and we can make arrangements that the selected person after examination shall have a certain training in England. With regard to either of those methods have you any suggestions to make?—No, I do not think I have; but I can only say that it does seem to me a pity that a young man should

not be able to write a plain, straightforward statement. After all, in despatches all that you ask for is that they shall be plain and straightforward.

40,153. Do the young men who come to you have a really adequate knowledge of commercial law?—I think we want very little commercial law. What we want is knowledge of parts of the Merchant Shipping Act.

40,154. Do they know that when they come out?—No, I think they have to learn it.

40,155. Do you think they learn it during their work just as well as they would learn it in England?—I think so. I think there is no better way of learning such things than having to deal with the particular work. In the case of the vice-consul I have with me just now, I do my best to ensure that he shall actually do the work with the sailors, and there am I to be referred to on any point, and to see that the work is done, and he learns it in that way.

40,156. Could you suggest to us any improvement in the superannuation arrangements in the Consular Service?—I do not think I could. Of course, everybody wants to have more superannuation than he is entitled to under the existing scheme, but I do not feel competent to criticise it without having thought about it at all.

40,157. It has been suggested, for instance, that a man is now superannuated on his final salary, and, if he has been doing very good work in bad climates, his final post may not be so well paid as the posts that he held when he was in better health. In the Consular Service your pay is the pay of the post, and not the pay of the grade in the Service?—Yes; with the proviso that, if the Foreign Office want to, they can always change the pay of the post.

40,158. A man may, after good service, occupy towards the end of his service a post which carries actually a lower salary than that which he has had at other parts of his service?—Yes.

40,159. In that case he will be superannuated on his final salary?—Yes, on an average of the emoluments of the last three years.

40,160. If a man has done very good work in a very bad climate, that might work with great hardship?—Yes.

40,161. Do you think it would be an improvement if a man's pay followed the career of the man rather than the particular post to which he was sent?—Yes, I think it would. I think it is a great defect in the arrangements as they are that you get fairly good pay to begin with, and then in the upper ranks you come to a dead level. I was Consul-General when I was 40, and I think there was only one man younger than I was on the list before me at the time, but I had practically come to the end of all things.

40,162. (Chairman.) What pay did you draw at 40 when you were Consul-General?—I got 900*l.* a year then, and it was increased to 1,000*l.*; but that was all.

40,163. May you not look forward to an increase to 1,200*l.*?—There are only three such posts.

40,164. The pay of 1,200*l.* is attached to those three posts?—Yes.

40,165. (Mr. Graham Wallas.) And you might be sent at any moment to a post with still lower salary conceivably?—I do not think so, unless I committed myself.

40,166. Is it a fact that it is sometimes arranged that the pay does follow the man, although nominally it is the pay of the post?—I suppose so.

40,167. (Chairman.) That would be for special reasons?—Yes.

40,168. (Mr. Graham Wallas.) Have you any further suggestions you would like to make for the improved organisation of the Consular Service?—I think one thing that could be very helpful if it could be arranged would be if there was some system of giving extra pay after a consul had been a little while at a post, and he had learnt the language of the country. When you go to a new post some languages are easy and some are difficult, but whatever it is, you have to spend a lot of money in tuition and a great deal of time and pains in learning and, of course, the older you get the more difficult it is. I think it is a great advantage to the public when the consul has a ready know-

28 May 1914.]

MR. CHARLES STEWART SMITH, B.N.

[Continued.]

ledge of the language. Let the conditions be whatever may be thought desirable, but I think it would be money well laid out if a consul got some sort of remuneration as soon as he could show that he knew the language of a new post. I should not apply that to languages like French.

40,169. You think the things that make it desirable to have an allowance in the Diplomatic Service also apply *mutatis mutandis* to the Consular Service?—I think so. Again, if it were possible to recommend little gifts to local people, I think it would increase the influence of a consul.

40,170. (Chairman.) You mean if a consul could make some return for valuable information received by him?—Yes; at present you cannot do anything.

40,171. (Mr. Graham Wallas.) At present the only thing given is for saving life, when we give barometers, watches, and so on?—I think so.

40,172. Is that done on a consular recommendation?—It would be, no doubt. With regard to inquiries from merchants and people who wish to begin a trade, it would be a very great advantage if they always made their inquiries very specific and asked for details, and were not ashamed to dot down all the questions one of their own people would ask if he went himself. They may not be able to get them answered, but as it is you simply deal with the vaguest generalities, because one does not know anything of other people's business. With regard to the training of vice-consuls one of the great difficulties in our Service and in the economical and sound administration of it is, I think, that there are many places which, though sometimes very busy, are intermittently so. You get a good deal to do for a week or a month, or whatever it is, and then very likely go on for a time with hardly anything to do. You may have too large a staff for a time when there is nothing to do, and at the same time not be able to do without a vice-consul. For this reason if you could have vice-consuls put first in constantly busy posts for them to learn their business, it would probably be better.

40,173. (Chairman.) Your suggestion is that vice-consuls should be attached to busy posts to learn their work before being sent to smaller posts?—It would be a great advantage if it could be done.

40,174. (Mr. Graham Wallas.) It has been suggested that it would be possible to have a certain number of unattached vice-consuls to be sent to deal with pressure of business in particular places or to deal with cases where there has been a temporary breakdown in health or a period of leave of a consul. Do you think that the provision of such unattached vice-consuls might be useful?—I think it might be, but it is rather outside my experience.

40,175. (Chairman.) When a consul goes on leave is a vice-consul always sent to replace him?—I have always had a vice-consul at my post of late years.

40,176. Supposing the vice-consul breaks down in health or goes on leave suddenly does he nominate his successor?—Yes.

40,177. Does he send the name to the consul for approval?—Yes.

40,178. And does the consul send it forward to the Foreign Office?—Yes, but the Foreign Office always approve unless there is a definite reason to the contrary.

40,179. If he does nominate his successor and you think it better to send a vice-consul to succeed him, may you move any of the vice-consuls under you to his place?—One would only do it without consulting the Foreign Office in the case of emergency, but I am sure they would approve if there was any real reason for it.

40,180. (Mr. Graham Wallas.) Have you any further suggestions to make?—There is the question of more pay as you rise in the Service. It is a very difficult question I am sure, but I think that it is a real disadvantage to us not to have the same pay as other consuls—the Germans, for instance. As regards the matter of real efficiency, if you are in such a position that you are not able to entertain people—the local authorities, or one's colleagues, or the principal merchants, and such-like people—you are in a very difficult position. There are so many people that you deal with, and if you want

information and you know them pretty well you can just go and sit down in their office and ask them, and they will put themselves out to get information for you; but if you are not on terms of social relations with them it is very difficult.

40,181. What is the maximum pay of each of the existing grades in the Consular Service?—The Consul-General's highest pay for the first grade is 1,000*l.* to 1,200*l.* The pay of the second grade, I think, is 900*l.*, and then there are consuls and vice-consuls. I have not the whole details in my head.

40,182. About what is the difference between that and the corresponding German pay?—At Odessa my German colleague, I think, got about 50 per cent. more than I did.

40,183. Do you know whether that is the case at Barcelona?—No, I think the pay is roughly equal at Barcelona, but then for the Germans that is a second grade post.

40,184. As far as you know, in regard to the Service generally, the German consular pay is you think about 50 per cent. above the British consular pay?—I do not know enough about it to answer that question. I think the Foreign Office pay is calculated rather on the basis of what a bachelor can live on. But, of course, most men when they are grown up have a wife and have children to educate in England, and it becomes a great difficulty.

40,185. Do you think it would help your work if there was in the Foreign Office an official, bearing perhaps the title of chief inspector of consuls, but normally in the Foreign Office, who has had consular experience?—Yes, I have often thought so.

40,186. At present do you think there is a certain want of efficiency due to the fact that no one who is normally in the Foreign Office has any consular experience?—I would not like to say that.

40,187. Do you think there might be increased efficiency if some one in the Foreign Office had consular experience?—I think it is a very difficult question to answer.

40,188. (Mr. Boutwood.) How is promotion managed in the Consular Service? How does a man get from a poorly paid post to a better paid one? Is there any general system at headquarters by which he can be fairly certain of being brought under review when his time comes, or is it left to himself, as a matter of pulling the strings and pushing?—I think it is the general idea that if a man does not at least signify his wish for a move he is supposed to be contented with where he is. I think everybody expects you to make an application if you wish to be moved, and then, after that, I do not know how the selection is made.

40,189. Otherwise, so far as headquarters are concerned, you might be at the ends of the earth for the whole of your natural service unless you stirred yourself?—I do not know how it would be in the last resort, but I think you are expected to say if you want to be moved.

40,190. In this present scheme of examination there are three subjects that look more or less technical—the principles of British mercantile and commercial law relating to sundry matters, commercial geography, and certain parts of political economy. Judging from the men you have seen who have come through that examination, what sort of preparation for their work do their studies for that examination give them? Is it a real preparation or have they virtually to learn the whole thing when they go to their post?—I think in practice when a point arises you look it up. Certainly I do. I think those are things which come into operation very seldom. It is very difficult for me to tell you how much they have in their heads.

40,191. I gathered from one of your answers that you thought on the whole the technical side of your work was best learnt in the process of doing it?—Yes.

40,192. And you trust to that rather than to any system of preliminary training. You would be content to take men on the basis of some general education and then let them learn their work as they went along?—I think so.

40,193. Supposing a man wrote decent English, knew languages, and had a general education, then, so



28 May 1914.]

Mr. CHARLES STEWART SMITH, R.N.

[Continued.]

far as regards all the business as to mercantile and commercial law and the Merchant Shipping Act, you would be quite prepared to take him into your office and let him grow into it and learn it in actual process of working under you?—I think so, so far as my experience goes.

40,194. (*Sir Henry Primrose.*) I see the initial salary is 300*l.* a year increasing to 500*l.* Therefore at that earlier age the salary would attach to the man and not to the post?—Yes.

40,195. Do many men get to 500*l.* a year and have to remain where they are some time before they get a post that is worth more than 500*l.* a year?—I cannot tell you.

40,196. As regards the age at which they come in, do you think the limits of age—22 to 27—are suitable?—I think so.

40,197. You do not think that 22 is too young or 27 is too old to begin. Would you prefer to have men brought in younger and do more of their training in the Service?—I do not see any reason to wish to change it.

40,198. As regards the unpaid vice-consuls, looking at Russia, Odessa, very nearly all the vice-consuls are British subjects, but at Barcelona in Spain all the vice-consuls are Spanish. Why is that?—The reason that makes one take people who are not British subjects is that generally speaking there is no British subject available.

40,199. As a matter of fact you would prefer a British subject provided there is a suitable British subject available?—Yes; if you look at Theodosia for instance, which is under Odessa, there is a Swiss there. He was really the only man available there and I thought I was very lucky to find him, for he is a good man. There was not a British subject there; and it was the same in Spain, in a place like Alicante, for instance.

40,200. From your experience, on the whole do you prefer to have a British subject rather than a national?—Certainly, I would rather have a British subject.

40,201. I think one witness gave it as his opinion that it was entirely a question of the individual, and that it did not very much matter whether he was a British subject or not, and it all really turned on what the man's competence was?—I would not make it final if there was any British subject who offered, but I would take it as a very great point in the selection.

40,202. One has often heard, and seen in consular reports, that there is a very large amount of matter provided for the waste-paper baskets of consuls in the form of trade circulars that are sent out for distribution. Do you suffer from trade circulars sent out in English and in English weights and measures, that are really quite useless in the country to which they are sent?—Yes, we receive a good many.

40,203. Do you think the annual reports of consuls on trade are valuable?—I am told they are in some ways. They give better statistics, perhaps, than other people do.

40,204. I suppose you have had to draw up a good many?—Yes.

40,205. Does it take up much of your time?—It gives a great deal of trouble. It is so difficult sometimes to get materials.

40,206. Do the statistics which you get occasion a good deal of trouble to collect as a rule?—Yes, in Russia, certainly; and in Spain as well. They are not published, and you have to get them by labour and do your best.

40,207. (*Mr. Matheson.*) Someone said that the consuls of other countries are more active in promoting the trade of their countries than British consuls are. Do you think there is anything in that?—I think they do things different in kind to what we do very often. The Germans, for instance, and, I think, others, do things like collecting debts and pressing people to pay.

40,208. Which we should not like to do; or it is not the custom?—Supposing somebody wants me to

collect a debt from somebody. In the first place, I have no means of knowing whether the money is really owing. The debtor may have something to say; and then, too, I cannot do anything except ask him for the money, and if he says "No," what am I to do next?

40,209. Do you generally spend your periods of leave in this country?—Yes, in England.

40,210. Have you, on any of your periods of leave, been asked to go to the Foreign Office to make a personal report?—I always go there and talk over anything that there is to talk over.

40,211. What department at the Foreign Office do you go to?—The Consular Department, the Chief Clerk's Department, and the Eastern Department.

40,212. You think that consuls in your position have pretty free means of communication with the Foreign Office?—Oh, yes. I think one can write with great freedom to people, too.

40,213. As a matter of fact you have paid a good number of personal visits to the Foreign Office?—Yes.

40,214. (*Chairman.*) Have you heard much about promotion from the Consular Service into the Diplomatic Service?—It is difficult, but I have not heard much about it.

40,215. Do you think the work done by consular officers is, to any extent, similar in character or quality to the work done by diplomatic officers?—No, I think it is very different; that is to say, in the case of the ordinary consul.

40,216. I understand you to say that you would prefer the system of personal pay to the present system of pay attaching to the post held. As I understand, the present grades of pay are: for vice-consuls, 200*l.* to 500*l.*; then on promotion to consul, 600*l.* to 800*l.*; and on promotion to Consul-General from 900*l.* to 1,200*l.*, these rates of pay being attached to the post for the time being held. The suggestion is that the scales of pay should attach to the individual and not to the post held for the time being. What do you think of the suggestion?—I should prefer it if it were joined with the possibility of getting some kind of allowance in places where the expensiveness of living was of definite seriousness.

40,217. Do you think, then, that for an expensive place—say, the most expensive place you have been in—the pay of 1,200*l.* per annum is inadequate?—I think it is inadequate.

40,218. You think it would be proper to grant local allowances in addition to pay, such allowances to vary with the expensiveness of living in that particular place?—I think I should prefer to say that local allowance ought to be given where there is definite hardship from excessive expensiveness.

40,219. Take two places—one at which the officer can live comfortably on 1,200*l.* a year, and the other at which the officer holding it cannot live on 1,200*l.* a year—you would give a local allowance to the holder of the more expensive place?—Yes; that is very much the Austrian system. They give pay and then a local allowance, which is often a good deal more than the pay.

40,220. Would it be useful if, when young men are recruited into the Consular Service, they were kept for a while in England and made to attend schools of economics, or institutions of that kind, in order to learn something about trade and economics generally?—I should like to see it tried, but I do not feel able to judge about it.

40,221. If the examination were of a higher type than it is to-day, when, as you say, it sometimes sends you out men who cannot write a letter, and if the selected men were made to spend two years at some commercial college, as student-interpreters do at Cambridge, do you think you would get a more useful class of man for the Consular Service?—I do not feel able to give an opinion about it.

40,222. You think that the men you are now getting in the Consular Service are suitable on the whole?—Yes, I think so.



## ONE HUNDREDTH DAY.

Friday, 29th May 1914.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
 Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
 K.C.  
 Mr. ARTHUR BOUTWOOD.

Mr. PERCY EWING MATHESON.  
 Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
 Mr. GRAHAM WALLAS.  
 Mrs. DEANE STREATFIELD.

Mr. N. E. BEHRENS (*Secretary*).

Mr. HERBERT SHAW (Secretary to the Newcastle-upon-Tyne and Gateshead Incorporated Chamber of Commerce) called and examined.

40,223. (*Chairman*.) You are the Sheriff of the City and County of Newcastle-upon-Tyne and Secretary of the Newcastle-upon-Tyne and Gateshead Incorporated Chamber of Commerce?—That is so.

40,224. You have been deputed to give evidence on behalf of that Chamber of Commerce before this Commission?—Yes.

40,225. From the paper which you have been good enough to send to me, I understand that you desire in the first instance to deal with the qualifications necessary for the Consular Service?—Yes. We are impressed, if I may say so, with the ability, courtesy, and great attention which most of our consuls show with regard to any recommendations or suggestions that we put before them or inquiries that we may make; but at the same time there are one or two, at any rate in my mind, who consider that commercial interests are perhaps rather a little beneath the dignity of their office, if I may put it in that way.

40,226. Those are in the minority?—Yes, in the minority. Taken altogether, especially, I must say, in the last ten years, of the manner in which consuls deal with our requisitions, I cannot speak too highly. That applies also to our own Board of Trade and the Foreign Office. There is a distinct advance on the attitude which used to be taken, and from my own experience, which is a fairly large one, I can only speak in the highest terms of the assistance we now get from all these departments; but we still think, notwithstanding this great improvement, that the commercial interests of this country would be better served—even better than they are to-day—if it were possible by some means or another for some of our most important consular posts, if the opportunity arose, to be given to men who have distinct commercial ability and some business experience. I think our trade prospects in various countries would distinctly improve under those conditions.

40,227. To secure the end you have in view, namely, the appointment to those important consular posts of gentlemen possessing commercial ability and experience in commercial matters, it would be necessary to keep the end in mind in providing for the recruitment of the Consular Service?—I agree.

40,228. In order to secure that sort of ability in the higher posts we must rely on the method adopted for recruiting men for the junior posts in the Consular Service?—Yes.

40,229. I think you have something to say upon the method of recruitment for the Consular Service?—Yes. Our idea is this: In these days when in every branch of the public service men of the highest ability and attainment are necessary, and especially if this country is to maintain its present first position in the world as a commercial country, and if it is to progress, as it ought to progress, in greater proportion than perhaps it is doing at present compared to other countries—the names of which I need not mention—we are distinctly of opinion that all officers (if I may use that expression), whether they are appointed by the Board of Trade or the Foreign Office, should be men specially trained for

the purpose, so that it should not be simply that they are attached to the Foreign Office and promoted from the Foreign Office. With that view the Newcastle Chamber of Commerce has taken a very important step lately. We have in Newcastle a college known as Armstrong College, which is a constituent part of the University of Durham. Several of the degrees of the University of Durham can only be obtained in that college. The Chamber of Commerce in Newcastle last October established a Faculty of Commerce. We are endeavouring to raise 25,000*l.* to endow that. We have 15,000*l.* up to the present time, and raising the remainder is only a matter of a short time. Our view is, that with the training that is specified there, combined with more practical commercial experience—I put those two together very carefully—you will have the type of man, all other things being equal, that you want.

40,230. At what age would you recruit your men. What should be the minimum and maximum ages at which they should be recruited?—The minimum age of entering the Service?

40,231. Yes?—I should say 25 years of age as the minimum; up to that age his whole time ought to be devoted to his university career in the Faculty of Commerce, combined with some practical experience of commercial life.

40,232. Do you mean that 25 is the earliest age for appointment to a consular post?—I should say for an important consular post even that age is too early.

40,233. Do you fix the age of 25 years as that at which their special training for consular work should cease?—Yes.

40,234. There would be, to begin with, the ordinary literary education?—In the course of study which is set out in Armstrong College the greatest attention is paid to a thorough grasp of modern languages; not from the theoretical standpoint but from the practical standpoint. In addition to that we have such subjects as banking and currency, questions of international trade, foreign exchanges, foreign trade of the chief commercial countries, special periods of economics, history, and so on. That is the theoretical training.

40,235. Yes; that kind of training they would, as I understand your scheme, receive in the college you mentioned—the Armstrong College?—Yes.

40,236. Before they are subjected to that training they must have been recruited and selected on an educational test?—Yes.

40,237. Selected, I presume you would say, by an open competitive examination?—Yes, possibly.

40,238. For admission to that examination do you think that a nomination should be necessary, or would you say that anybody who wished to enter for the examination for the Consular Service should be free to do so?—Most distinctly, free and open.

40,239. Without any nomination from any Government official or any Minister of the Crown?—That is so.

40,240. You think that the first step for admission to the Consular Service should be selection at an open competition in educational subjects?—I do.

29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

40,241. Then do you consider that the persons who are successful in that open competition should be subjected to a certain period of training in such a college as the Armstrong College?—Yes, for three years at least.

40,242. You consider that to be essential?—I do.

40,243. At what age would you allow a candidate to appear for this open examination?—18 or 19.

40,244. Then you would subject him to three years' training at this college?—Yes.

40,245. That would bring him up to the age of 22?—Yes.

40,246. Would you then send him to a consulate to begin his work, or would you give him any further commercial training?—I should let him for the next two or three years have some special commercial training.

40,247. How would you manage that?—I think it could be easily done in some large office. He could join the staff.

40,248. He is a probationer. He has passed his entrance examination, he has studied in your training college for three years as a probationer for the Consular Service, getting, I suppose, during that time some stipend from the Government?—Yes.

40,249. Then at the end of these three years you would require him to spend a further period in a commercial house?—I would.

40,250. How many years of commercial training would you provide for him?—Two at least—a varied commercial experience by means, probably, of travelling scholarships, if I may put it in that way.

40,251. He would then have spent practically five years in preparation for his work?—Yes.

40,252. At the end of that time would you have him pass any examination?—He would have to pass the degree of Bachelor of Commerce at the end of his three years at the college.

40,253. Then he would be confirmed in the Government service and be sent as assistant of some consul?—Quite so.

40,254. From such training as that you would expect to have an adequate supply of competent men for the Consular Service, including the high posts to which you have referred?—That is our opinion.

40,255. Can you tell us what the Faculty of Commerce is?—Yes. A three years' course of study in modern languages; not so much from the philological and literature point of view as from the practical needs of speaking and writing. The object, in short, is, that at the end of the course the student should be able to take part in a business correspondence, or to take part in a business interview as readily in the foreign language as in his own. Among other necessary subjects are the following: accounting, commercial law, general economic geography. Optional subjects are: banking and currency, international trade, foreign exchanges, foreign trade of the chief commercial countries of the world, special periods of economic history or special subjects in economic science and practice. Generally speaking that is an outline of the Faculty of Commerce. You take a Bachelor of Commerce degree in specified subjects just the same as you take a Bachelor of Arts degree in any of the universities.

40,256. Would you limit the number of colleges to which selected candidates for the Consular Service should be sent, or would you allow the candidates to choose their own college?—Choose their own, wherever there is a Faculty of Commerce attached.

40,257. (Chairman.) (To Mr. Shipley.) Is there at Cambridge a Faculty of Commerce at present?

(Mr. Shipley.) No, we have no Faculty of Commerce at present at Cambridge, although we teach some of the subjects; but not such manual things as type-writing.

(Mr. Graham Wallas.) There is a fully developed Faculty of Commerce in Birmingham.

(Witness.) In addition to that there is a Faculty of Commerce, and a very excellent one, in connection with the University of Manchester, and also in connection with the University of Liverpool. There is in London the well-known School of Economics, which is practically a Faculty of Commerce. There is also in Newcastle

now an excellent Faculty of Commerce with a large number of students, although it was only established last October, in the Armstrong College.

40,258. (Chairman.) Have you read the report of the Walrond Committee? That was a departmental committee appointed in 1903, of which Mr. Bonar Law and Lord Inchcape were members. They recommended that men who had had previous experience of commercial life should be recruited into the Consular Service, the examination being so arranged that such men would have a reasonable chance in the competition. Does that strike you as being a suitable arrangement?—Quite. It is on the same lines as the one I have been advocating, but I have not heard of any such men being appointed.

40,259. No. Our inquiries have not shown that many men of that type have been recruited. Possibly few young men, who have gained a footing in commercial life and have shown capacity and promise, will be found ready to leave it for an appointment in the Consular Service?—My point is, that he would start out with the intention, as his career in life, to enter the Consular or Diplomatic Service.

40,260. I am now referring to your scheme, which I understand. This other scheme is different: it contemplates a man entering commercial life and going on with it for some years, and then leaving it for the Consular Service. If such a man saw his way to prospering in commercial life, do you think he would be likely to abandon the prospect and enter the Consular Service?—That is a very difficult question to answer. There are cases in which it has been done, of course, to your knowledge. The present head of the Commercial Intelligence Branch of the Board of Trade in Basinghall Street, London, was a business man. Some of the trade commissioners, as they are called, who spend part of the time in their respective countries, and then come back here and visit the chief commercial centres of the country for the purpose of giving information, were also business men before they took up this work. It depends entirely, I think, on how attractive the Service is made to them.

40,261. Have you heard anything to lead you to think that the attractions of the Service are insufficient, that the rates of pay which consular officers receive are unsatisfactory to them?—We think they ought to receive more, and that a higher standard of salary ought to be paid to these men.

40,262. At present, on entering the Service as individuals, they draw a salary starting with 300*l.* and rising by increments to 500*l.* On promotion to the grade of consul they draw from about 600*l.* to 800*l.*; and on promotion to the grade of Consul-General they receive from 900*l.* to 1,200*l.* a year. Do you think that scale of pay insufficient to attract good men?—It has attracted good men, of course, on account of the dignity of the position, and also, no doubt, the pension attaching to it later on. But we think that with the career I have just sketched out, if larger salaries were attached we should get men who would really serve the country better.

40,263. Have you formed any idea as to the increase that should be granted?—I have not. It all depends naturally upon the position, and so on, in which the particular consul is placed. We maintain that the dignity of a consul at present with his salary is not commensurate with his important position. He has not the office accommodation, for instance, that is necessary for his position. A great many of the offices are very small, and with not sufficient accommodation.

40,264. Has your Chamber of Commerce had complaints of the inadequacy of office accommodation?—Well, I have been in most of the consular offices on the Continent, and that is my own practical experience.

40,265. Did it strike you that British consulates were not situated in prominent places in the cities you have visited?—In one or two cases, but as a rule they are near the quays or wharves, and so on, and I take it that they find the position much more satisfactory for shipping people.

29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

40,266. But while the situation is good the accommodation is bad?—Yes.

40,267. Have you had any experience of unpaid consuls?—I have.

40,268.<sup>3</sup> Are you in favour of the system of unpaid consuls?—I am not, because on the Continent at any rate, they are chiefly foreign gentlemen. There are a large number of vice-consuls in Belgium, in France, in Germany, and other countries, who are members of their respective nationalities. Our position is that no consul attached to the Consular Service of this country should be a foreigner.

40,269. Would you lay that down as a general rule?—As a general rule, but not necessarily final or absolute. I would like to add to that, that in the course of my work I have called upon various vice-consuls who have been foreigners acting for the British Government, and they have received me with the greatest courtesy, and given me most valuable help. It is the principle we object to.

40,270. If that principle were carried into effect it would mean a very considerable increase in cost of our Consular Service?—I quite agree, but our position is that the absolute necessity of promoting the trade and commerce of this country is so urgent, and as large sums of money are being spent in other directions, it is necessary, and it becomes a most urgent question, that a larger sum should be spent on our Consular and Trade Commissioner Service.

40,271. Has your Chamber of Commerce received any detailed information as to the necessity of converting unpaid consulates in particular localities into paid consulates?—No, we have never had that before us.

40,272. Are you aware whether any such inquiry has been made by other Chambers of Commerce?—Not to my personal knowledge.

40,273. Before any general principle such as you lay down were adopted, it would probably be desirable to make detailed inquiries?—I have no doubt it would, but still I think the general drift of my evidence would be confirmed.

40,274. Would you be disposed to say that the appointment of a paid consul should be determined by the amount of the trade in the particular place?—Undoubtedly.

40,275. You would not propose the appointment of a paid consul if the trade were small?—No.

40,276. And if there was no great prospect of pushing trade?—No.

40,277. That is, I think, the general rule which the Government attempts to act on. Wherever there is an important volume of trade, there you have paid men?—Yes, that is so generally.

40,278. But you think that principle ought to be still further pushed?—Yes, my Chamber of Commerce is very strongly of that opinion.

40,279. (*Mr. Boutwood.*) And if we still retain the unpaid men, you think, if possible, they ought to be British subjects?—Yes. I know one consul-general who never appoints a foreigner to any of his vice-consulates if he can possibly get an Englishman.

40,280. (*Chairman.*) Where there is not sufficient trade to appoint a paid vice-consul, and an unpaid vice-consul is desirable, you think that that unpaid vice-consul should be an Englishman?—Yes, if possible.

40,281. Even if the Englishman were not in trade, and therefore had probably less means of helping British trade?—I take it, under those circumstances such a man would not receive the offer of such an appointment. I should be surprised if any consul-general offered such a man an appointment.

40,282. I take it that, so far as we have gone, the main point you desire to press is that our Consular Service should be recruited by competitive examination from Englishmen about the age of 18 or 19 who have had a good secondary education?—Yes.

40,283. And, having been so recruited by open competition without any previous nomination, they should be trained in a college having a Faculty of Commerce, and should remain there for two or three years according to the college regulations?—Yes.

40,284. And afterwards that they should be given some commercial training, that is to say, be attached

to a business house for, say, two years?—Yes, one or more business houses for variety of experience.

40,285. And then that they should be sent to work under a consul for awhile to learn and be appointed in the regular course to a vice-consulate?—Yes, with promotion by ability.

40,286. You consider that the pay attaching to the grade of vice-consul, consul, and consul-general is somewhat low?—Not to begin with.

40,287. But when they get to the grade of consul-general you think the pay is somewhat low?—Yes. It is impossible, I think, for a man to maintain the dignity of his position as consul-general in a large country on the pay he has at present.

40,288. Would you advocate an increase of pay or the granting of a local allowance commensurate with the extra expenditure?—I think the latter would be quite sufficient according to circumstances.

40,289. Further, you say that your Chamber of Commerce is on principle against the employment of unpaid consuls?—Yes, on principle.

40,290. You think they should only be employed where trade is of small volume?—Yes.

40,291. And where unpaid consuls are employed you think the preference should be given to Englishmen?—Yes.

40,292. (*Mr. Graham Wallas.*) You say the preference should be given to Englishmen. You would include, I suppose, Scotchmen and Irishmen?—I am a Scotchman myself, so I should.

40,293. Would you include also persons of British parentage born in the Dominions?—Most distinctly. I reckon them all as one.

40,294. But there you would stop?—All members of the British Empire should be eligible for this Service.

40,295. All persons of British parentage who are citizens of any state composing the British Empire?—Yes.

40,296. Will you give us an idea of the sort of functions which would be carried out by an ideal consul? I want to assume that someone in England has, say, invented a sewing machine which he believes might, if properly known, secure a very large sale, and he wants to avail himself to the full of a British consul's services and he communicates with the kind of consul you desire. He would, I presume, send a catalogue, drawings, etc., of his machine and offer to send any specimens of the machine that might be necessary. What ought the consul to do?—If I may put myself in the place of that excellent consul, I think I should make it my duty to advise all firms in my district who are interested in such a machine and give them the fullest details at once without any delay.

40,297. And stop there?—I doubt very much whether it is his business to go any further than that, and give the representatives of particular firms introductions to likely customers in his immediate district. I doubt whether he can go any further than that.

40,298. Supposing the question is: "What firms are likely or willing to take up my sewing machine?" You say the consul should make no attempt by personal interview to discover whether any firms are likely to take up that sewing machine?—I think it is rather doubtful whether it is the business of a consul to go any further than I have mentioned. Beyond that you are developing him into a commercial traveller, and we are against any such idea because it is not in accordance with the dignity of his office.

40,299. But there are members of certain Chambers of Commerce who take just the lines you are now deprecating, that he ought to be a commercial traveller?—I am surprised at any Chamber of Commerce making such a suggestion.

40,300. You have not met with anybody who advocates that?—We certainly would not advocate that. It is quite possible that it would be advisable, if we had the *par excellence* system, to have attached, under the direction of the consul, men of an inferior grade who might do such work. That is quite possible.

40,301. The Consular Service might include men who would make it their business to actually visit

29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

firms, beyond merely sending circulars, and ascertain by personal interview whether they were prepared to take up an article?—Yes.

40,302. (*Chairman.*) Are you aware of the existence of such men in the consulates of any other countries?—I cannot at the moment say, but I know that representatives of other countries in various parts of the world make no hesitancy in doing anything to promote the trade of their respective countries. They do not stop at anything. They would not stop at my limit. The promotion of the trade of their countries is their first object, and they do it at any cost and at any self-sacrifice.

40,303. (*Mr. Graham Wallas.*) Now I want to take the ideal consulate. The ideal consulate would be an office situate in the commercial quarter, I suppose?—Yes.

40,304. And it would be a place which commercial men would be encouraged to visit?—Yes.

40,305. Would you have something in the nature of a show-room or museum of British goods, changed from time to time?—Goods that were disposable in that country? I say decidedly, yes.

40,306. The consul, using his own judgment, might have a room in which specimens of the products of his country could be from time to time shown?—Yes.

40,307. Coming back to what you spoke of as the dignity of the consular office, you are fully aware that the consul has a number of important magisterial duties?—I am aware of it.

40,308. Those duties require that his absolute impartiality as a magistrate should be without any doubt?—Quite so.

40,309. In the Levant, in the Ottoman Empire, and in Persia, for instance, those duties are of very high importance in some cases?—Yes.

40,310. That would be one of the reasons why you would object to the consul becoming a sort of commercial traveller, as you say?—Yes.

40,311. You have already said that you think there might be about the consul men who are not magistrates, who are not tied by that particular necessity, and who might, with the sort of vigour and personal action which is impossible and undesirable in the case of a consul, push British goods?—Yes, purely commercial men.

40,312. Do you think it would be possible to make inside the Consular Service two distinct Services—one under the Foreign Office, consisting of the men who would do the important magisterial and administrative work; another closely connected with the Board of Trade having purely commercial duties, and in some cases the commercial office need not be in the same place or part of the same building as the administrative office?—I think if the idea you have suggested were carried out, the commercial branch ought to be under the authority of the consul.

40,313. You think the consul should be in general control?—I do.

40,314. But while there might be a commercial office, the staircase of which should not be constantly partially occupied by sailors who get into trouble, or by people getting married, or in connection with various other work, and which might not necessarily be the administrative office or have the ordinary consul's staff, yet you think it ought to be under the general direction of the consul?—Yes, I think so.

40,315. And therefore under the general control of the Foreign Office?—Yes. I am not particular as long as the authority is not divided.

40,316. You have worked out with some care your scheme of training. A successful candidate would be about 18½ years of age, according to your scheme?—Yes, for his first entrance examination entitling him to enter the Faculty of Commerce in a college.

40,317. He would be about the age at which people generally go to the university?—Yes, and he would go to the university.

40,318. What sort of salary or allowance during his university career should he have in your judgment?—His parents ought to supply that.

40,319. You know the arrangement at present with regard to the training of the Levantine consuls who are sent to Cambridge?—Yes.

40,320. I believe their allowances are paid by the State, but you would not suggest that should be done in the case of these young men?—No, not until a man is accepted. After going through his Faculty of Commerce course and being accepted as a candidate for the Consular or Diplomatic Service, then I think he might fairly have a Government stipend.

40,321. But the competitive examination entitling him to enter the Consular Service if he behaves well would occur before his going to the university. Does the all-important competitive examination which puts him on the list of future consuls after his training is finished occur at the age of 18, when he enters the Faculty of Commerce course, or at 21, when he leaves?—Yes, at 21 or 22, according to the age at which he leaves.

40,322. What you are asking for is, that there should be a competitive examination at about the age of 21 or 22 open to graduates of commercial faculties?—There is no need for any competitive examination, if the candidate has passed through the Faculty of Commerce and taken his degree. That is his imprimatur.

40,323. (*Chairman.*) I do not quite understand that. I understood that there was to be a competitive examination on educational subjects about the age of 18 to 19, after the boy had finished the secondary course of education?—I agree.

40,324. Then the boy successful in that examination would enter the Faculty of Commerce of any university and spend the three years necessary, after which an examination would be passed?—Certainly.

40,325. But I understood that he would be marked as selected for the Consular Service at the competitive examination, and the three years would be years of probation, as it were?—Provided he passed his Bachelor of Commerce examination with a certain amount of distinction. I wish to impress upon you that that is all that is necessary.

40,326. (*Mr. Matheson.*) How are you to select him, because there will be a number of people who will have obtained this qualification?—For some years to come there will not be too many for the Service.

40,327. (*Chairman.*) You want first to have a test of general education, and next you want to have a test of special training. But the special training is undergone with the object of fitting the young man to be a vice-consul. He has been selected by the Government for that purpose when he has passed the competitive examination. That is what I understood?—To a certain extent a number would be eliminated by the high standard of the test to which they would be put.

40,328. Of course, some people might fail, but the hope would be that they would be a small percentage. At all events I am not now quite clear about what you mean, and perhaps you will explain your meaning more clearly. What would be the use of having a competitive examination in the first instance if the selection is to be made at the end of the period of technical instruction?

(*Mr. Graham Wallas.*) In the German Civil Service, I believe, a man possessing the appropriate university degree is considered an efficient candidate for Government service, but the question whether he is given a Government post depends upon actual selection. Is that rather what you want?—My view is that candidates having gone through this course, naturally the Government would have to make its selection. If there were no openings they could not make any selection.

40,329. How would the Government make its selection from among the graduates?—Probably by personal interview. I think there is a great deal in that.

40,330. What you are thinking of is something like the German arrangement, that an antecedent condition of employment in the Consular Service shall be a degree from the Faculty of Commerce in some university, but among those who possess that degree a process of selection shall take place by the Government?—Yes.

40,331. That degree would normally be obtained somewhere about the age of 21 or 22?—Yes.

29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

40,332. Then the graduates would present themselves, and those who were thought to have the highest qualifications, or otherwise suitable, would be chosen. The Government would then, I understand, arrange with firms that were willing to enter into the system, so that the graduates should have practical experience of commercial life?—Yes.

40,333. During this period would the Government make them an allowance?—Yes. I think then it would be necessary.

40,334. When you have the able young man of about 22 who is going to have two or three years in a commercial firm, what sort of allowance ought the Government to make him?—I should think about 150*l.* a year.

40,335. And if the commercial firm reports well of him, and if he shows himself to have done well, he will then go straight to the Consular Service?—Yes.

40,336. Would you at the end of that period require him to pass any examination, as a man does at the end of his training for the Indian Civil Service?—No, I do not think it is necessary.

40,337. Simply get a good account of him from the commercial firm with whom he has been working?—Yes. I might add that I know the procedure pretty well in Belgium, since the study of commercial life has taken such a hold in Belgium as it has.

40,338. (Chairman.) There is a great commercial college at Antwerp?—Yes. I know it intimately, and have been there several times. I have studied these matters very carefully on the Continent. Practically all the men in the Belgian Consular Service are men who have been trained in the Commercial Institute at Antwerp, and have passed three years there. That is the idea which we have.

40,339. Are they chosen for the Consular Service before they enter the institution?—They make it known to the principal of that institute that they are devoting themselves to that, and that is their object in life.

40,340. Then the Government has no responsibility until they come out of the institution fully fledged?—That is so. The course there for an ordinary man is two years, but for a consular man it is three years.

40,341. In that institution is there training in the ordinary transactions of commercial life?—Yes, of a very high order.

40,342. They are not, then, attached to any business house before entering the Consular Service?—No, but these men have a good deal of holiday, and they spend most of their time in a Belgian house learning the actual practice of commerce.

40,343. You think there are now established in England sufficient opportunities in the way of Faculties of Commerce for us to follow that example?—Undoubtedly.

40,344. If the Government were to say: "We will appoint nobody to the Consular Service except those who have a degree of Commerce, and we will hold a competitive examination among all such holders of degrees once a year for the Consular Service," do you think that the supply of candidates for the Service would be adequate to our needs?—I am inclined to think it would, although I should not like to bar any exceptional case. I should not like to make it a *sine qua non*.

40,345. You would not like to make the degree of Commerce a *sine qua non* for appointment?—Not necessarily, because there are other men who naturally have abilities which, if devoted to the Consular Service, would do quite as well. I quite see that, and I would not like to make it a hard-and-fast rule.

40,346. We are now getting rid of our preliminary examination at the age of 18?—Perhaps I should not have gone as far as that. There are cases where there are men of outstanding ability whom one would not like to shut out, although they have not necessarily gone in for it. There are discretionary powers in all these things. Still, as a principle, I think the statement I have put before you would tend to the efficiency and improvement of the Service.

40,347. (Mr. Boutwood.) Then it comes to this, that there would be no preliminary examination for the Consular Service before the man went to his course at the Faculty of Commerce; that has vanished?—No, I was

giving an exceptional case—I very carefully put that—of a man of great ability probably, whom the Government could appoint.

40,348. (Chairman.) That would be reserved?—It is an exceptional case. I am not giving up the other suggestion.

40,349. (Mr. Boutwood.) In the ordinary case would the candidate for the Consular Service have to pass a consular examination before he entered the Faculty of Commerce, or would he first come into contact with the consular programme after he had graduated?—As the Chairman put it to me, before he was allowed to enter the Faculty of Commerce for his preparation he would have to pass a competitive examination of some kind to show his ordinary ability and his education. If I may say so, without any hesitancy, I prefer that from my experience. But there are men of exceptional ability, and you know perfectly well what I mean.

40,350. (Chairman.) That it would be within the power of the State to appoint such men directly: but such appointments would be quite exceptional?—Quite exceptional.

40,351. What you want to secure first of all is the general educational equipment, and afterwards you would superimpose the technical training?—Yes, for three years.

40,352. And after that the commercial training?—Yes.

40,353. (Mr. Graham Wallas.) Do you press the word "competitive." Is not the examination you are thinking about really a high pass examination? I think you mean a qualifying examination entitling a candidate to enter the Faculty of Commerce, and not a competitive examination?—He would have to conform to a certain standard in that examination.

40,354. (Chairman.) If you had, say, 20 vacancies, would not the easiest way of getting the 20 best men be by competition?—Certainly, to start with, and then close the field.

40,355. You cannot avoid open competition?—No.

40,356. (Mr. Boutwood.) After a candidate had graduated would he have to pass another examination, or would he simply have to come up before some committee and be approved?—The latter was my idea. He has had quite enough examination by that time, I think.

40,357. You spoke of a business training. As a matter of fact you apparently contemplate, after a candidate has graduated, putting him into one or more businesses for a period of two or three years to learn business methods and the practical side of business?—Yes.

40,358. Can you do that? Is that practicable?—It would be quite possible; just in the same way as many engineering students taking a degree course in engineering at our universities spend part of the time in the shops. I only wish I had had practical commercial experience myself. I am speaking from experience.

40,359. You said that you had seen most of the principal consulates on the Continent. It has been represented to us that in some cases the position and general appearance of the British consulate is markedly inferior to the position and appearance of some other consulates?—Yes, that is so.

40,360. It was said that that acted detrimentally to British interests?—I believe so.

40,361. You share that opinion?—Yes, to a certain extent I do.

40,362. (Chairman.) Might not it be possible that during the technical college course these men might provide themselves with commercial experience as well as those men in Antwerp do?—It is quite possible. It might be arranged.

40,363. And the obligation of getting it might be thrown on them?—Quite so. But I would like to point out that I think, considering the advanced character of the studies that would be undertaken during those three years, it would be rather too much to put upon them. Still, that is an idea that might be kept in mind.

40,364. (Sir Henry Primrose.) I understand that under your scheme an aspirant to the Consular Service



29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

who went through this training in the college would not necessarily get an appointment, and he might be thrown out at the end?—If there were no vacancies.

40,365. Or if there were so many candidates that there were not quite enough posts for all?—Yes.

40,366. What would be the position, as regards other employment, of the man who had spent his time in training for the Consular Service and failed to get an appointment within the limits of age? Would he be at a disadvantage or not?—Not at all. It would improve his opportunities immensely.

40,367. Is not 22 or 23 a late age for a man to get into any definite position?—Not in the higher walks of commercial life where men of ability are required to-day. There are plenty of openings for men of that age.

40,368. You speak of their being put into some house of business for the purpose of commercial training for the Consular Service. If a man is to be useful for commercial purposes he must know all branches of commerce. Would it be any particular use for a man to have had training, say, in the iron and steel industry and so on? That would not help him very much for other branches of commerce?—No; but a general training of the high order I have mentioned must fit a man to a certain extent. It is not exactly what the man learns, but the training that he undergoes.

40,369. What sort of office would you choose to put him into—what is called a general merchant's, or a broker's, or what?—Personally I should think a large shipping office would be the most valuable.

40,370. Like one of the large shipping lines?—Yes, or a line of tramp steamers—large owners—of ships.

40,371. That would not give him expert knowledge of particular kinds of trade, but a general knowledge?—He would have to develop particular knowledge himself afterwards, naturally.

40,372. In the Report of the Committee of 1903, to which reference has been made it says, "Evidence seemed to show that the most successful British traders have no desire to invoke the assistance of our consuls." Do you agree with that?—No, I do not at the present time. My experience is quite the contrary in the last 10 years at any rate.

40,373. Even the most successful British traders?—Even the most successful.

40,374. Take for instance, the Armstrongs of Elswick, do you suppose they would value the assistance of consuls in promoting their trade?—Not in promoting their trade necessarily, but they certainly ask for the assistance of consuls in other matters.

40,375. Of course, they require it for certain things?—You are taking a rather exceptional case. Armstrongs are so famous all over the world that their trade comes without asking for it. But in the ordinary course a business house, to my knowledge, frequently ask the assistance of consuls for information, and so on.

40,376. What is the sort of help that they want?—Chiefly this, if I may put myself in their position: How can my trade be developed in your district; what are the openings for it; can you help me; can you give me any advice?

40,377. As things are now, supposing a firm wanted to open trade with Germany, can they write direct to the consul, or must they write through the Board of Trade or through the Foreign Office?—It is preferred that it should go through the Commercial Intelligence Branch of the Board of Trade, and the request is then forwarded to the consul. I think it is more authoritative then and more official.

40,378. Do you think the people you are acquainted with study the annual trade reports of consuls?—No; for this reason: That you may be getting the reports for last year now. It is too late. I advocate a better system to be established somehow or another by which these trade reports should be put into a much better and more useful form than they are at present. A large number of them are waste paper.

40,379. They are out of date by the time they appear?—That is so. Every one of them should be standardised. There should be a proper form in which every one of these consular reports should be drawn up

on certain lines settled by the Foreign Office; and they should be by some means or another brought before the notice of the commercial public much quicker than they are at present.

40,380. The Board of Trade publishes a trade journal. How often does that come out?—Every week.

40,381. I suppose that embodies any information received from a consul as regards things of the moment?—Yes; it is a fairly useful publication, but it does not meet the requirements of traders.

40,382. How do you get over this difficulty: All trade is competition, and a public officer must treat all traders alike. The moment he does that the information becomes of very little value to the separate trader. Is not that so?—No; they all have the same advantages and each one must take his own chance.

40,383. But it ceases to have any advantage. The whole object of trade is to discover openings, either markets that traders can appropriate to themselves, or a particular line of goods that they can appropriate to themselves; but they have not the least wish that all that information should be made public?—Every man who required that particular information should have it; the consul's duty finishes then. It is their business then to use the information, and the one who is most up to date will get the trade, if possible. As long as we get the trade it does not matter about the individual.

40,384. It bears on the question of what our consuls are for. Until you have made up your mind precisely about that, it is very difficult to determine what kind of man you ought to have, and how you are to recruit him?—Probably my view might not be accepted, but my view, at any rate, is that a consul is chiefly for the purpose of promoting the trade of his country in his respective district however he can.

40,385. He is not primarily for that?—I know that; but that is my own private view.

40,386. You are aware that there are certain primary purposes for which a consul is required?—Yes.

40,387. You want to enlarge those, and to make the enlargement really the more important part of a consul's business?—Yes; and if that is not possible, then someone else should be appointed to do that, and let the consul keep to his magisterial and other duties—the preservation of the lives of his countrymen, and so on—and let that be the office of one man.

40,388. That bears on what Mr. Graham Wallas was saying, that there might be something to be said for having two quite distinct branches?—Yes; but I do not think that at the present time it is necessary, as one man can carry out all these duties perfectly well.

40,389. (Chairman.) Except in a few places, the consul would have very little to do if he were restricted to his magisterial or other functions of giving assistance to British travellers, and so on?—That is so.

(Sir Henry Primrose.) But, as a matter of fact, in a great many places he is so restricted now.

40,390. (Chairman.) It is rather a blurred line, I think. Every consul you ask will say: "I regard it as my function to help British traders." What should be the limits of the help he gives is the question. No consul coming before us would say he has nothing to do with British trade?—No, I am sure of that.

40,391. (Sir Henry Primrose.) When you are determining what your Consular Service is to be you have to consider whether it is worth while, because such a service as you contemplate would probably be very much more costly than the existing Service?—I think it would be well worth it if carried out properly.

40,392. You think it would be worth it, but the question is, would it be worth it?—I am sure of it.

40,393. But it is quite possible to take a different view?—Quite. These are matters of opinion.

40,394. (Chairman.) All the consul's duties in connection with the Merchant Shipping Act—sailors, and so on—are in connection with the promotion of British trade?—Yes; my whole object at present is the promotion of trade, so far as we are concerned, and the views that I have expressed are those which I think would carry that out.



29 May 1914.]

Mr. HERBERT SHAW.

[Continued.]

40.395. And you enforce that by saying that competition is growing very great?—Yes.

40.396. Competition with British traders is very much greater now than ever before, and you are dealing with competitors who are not always scrupulous in adhering to lines which were observed in the past, but which are not so now?—May I give an example? Mr. Worthington is the head of the Commercial Intelligence Branch of the Board of Trade. Here is a document sent out by him on the 22nd May last as received from a British vice-consul, in which he makes certain suggestions (which are published, and have been sent to me) for the advancement of a particular branch of the furniture trade. I happen to know a large firm in Newcastle, and I went to see them about it, and they said that the method of disposing of furniture in Russia, as just discovered, has been the common practice of the world for many years.

40.397. So that the consuls only told you what everybody knew?—Yes; that is what I want to obviate. That is a particular example of a case where the information is useless.

40.398. (Sir Henry Primrose.) That is extremely interesting, because it is very likely you would only multiply instances of that kind by endeavouring to employ consuls in this enlarged capacity. That exactly illustrates what one has so often heard from traders. They say: "Oh, thank you for nothing. We know all that the consul can tell us, and a great deal more." Probably active and good firms who have good travellers are quite right, they do know?—Yes; but I still think, and I know from my own experience in my connection with very large houses in the district of Newcastle, that they very often come to me for introductions to the British consul, or vice-consul in the particular district where they are going; and I know in nine cases out of ten they get the greatest possible help and assistance from them. That is another reason why I advocate the extension of their powers and position.

40.399. As regards the employment of vice-consuls or consuls who are not of British nationality, surely it depends a good deal upon the character of a place. For many purposes a foreigner in a good position, knowing the people of the place, knowing the laws of his country, and the customs of his country, might be really very much more useful to a British subject—I will not say in distress, but in difficulties—than a young man who had been sent there, and who had had to learn his way about?—From that point of view, possibly; but is it likely that a British vice-consul, a foreigner, is going to help British trade as against that of his own country?

40.400. No?—That is the point.

40.401. That is a danger; but that also points to this. Might not there be a danger from the diplomatic point of view, in having British consuls posted in places very actively pushing the interests of their nationals as against the interests of the nationals of the place where they were?—But surely there are two particular countries who are pushing their trade as hard as they can wherever they can, and they take the risk. I do not fear competition, and I do not think it will lead in itself to unfriendly competition.

40.402. It does not as long as it is in the hands of traders, but I can conceive that in the case of an official representing the British Government, action on his part might be resented by the Government to which he is accredited, whereas it would not be resented if taken by a private trader who was trying to push his own goods?—I should say he would have to use his own tact and discretion in such a case.

40.403. But he would want a good deal of it, would he not?—No, I do not think so.

40.404. He might?—It is a question of common sense.

40.405. (Mr. Matheson.) How long has your commercial curriculum been in existence in Newcastle?—It started last October.

40.406. Then no students have yet completed their course?—No; but we have been very pleased with the number taking up the full-day course for three years, and the very large number who are taking important individual subjects in the evening.

40.407. How many are taking the full course?—Ten or eleven are taking the full degree course, and some hundreds are taking individual subjects.

40.408. But it is a little soon to pronounce an opinion on the result of the curriculum?—Quite so, but the Faculties of Commerce in Birmingham and other cities are of some years' standing, and there is a great demand for the properly trained men.

40.409. You told us that you had been in a good many consulates. What do you consider are the defects, if there are any, of our consuls? You are proposing an alteration in the recruiting. What defects are there that you are wanting to remedy?—I think I made it very clear and went very thoroughly into it at the commencement of my evidence.

40.410. If you have already answered that I will not trouble you. I came in late and did not hear your explanation?—The point, putting it shortly, is simply this: That as a rule men who are appointed consuls at many important consulates are not men of any commercial experience or practice. My point is that men who have that experience will perform their duties as a rule—I will not say always—better. At the same time, as I said at the beginning of my evidence, I wish to speak in the highest terms of most of the consuls I have had any acquaintance with.

40.411. Have you seen anything of the consuls of other countries?—I have seen most of those on the Continent, but have never been farther afield.

40.412. I mean the consuls representing other countries?—In this country, yes; and abroad.

40.413. Do you think that those you have come across have more knowledge of trade than our consuls?—In some cases I should be inclined to say yes.

40.414. (Chairman.) Do they compare favourably with our men?—Distinctly.

40.415. I meant to ask: Are they better than our men?—I am rather inclined to think they are better.

40.416. (Mr. Matheson.) I have heard it stated that the consuls of other countries make more fuss, but ours do more real work?—Not the men I have come across.

40.417. As to office training, do you not think that two or three years of office training is excessive for the sort of preparation you want?—I did not mean to go so far as that. Perhaps two years at the very outside would probably be enough.

40.418. Do you not think that for a consul's work, general intelligence, education, and alertness are more important than knowledge of a particular business?—I quite agree with their importance, and I think those things ought to be present in every consul; but backed up with a trade experience, as I suggest, I think that would make the ideal consul.

40.419. In the training in a business house he could not possibly cover all the trades that might come under his notice abroad?—No; it is just the idea of business practice that he would get—a larger outlook on practical life.

40.420. (Mr. Shipley.) Have you had any experience of commercial attachés and their work?—Yes.

40.421. Do you consider that valuable?—Yes.

40.422. Have you any explanation of the fact that there is not a single commercial attaché in South America?—I am aware of it, and have called repeated attention to it. I have spoken at various meetings urging the Government, on behalf of my Chamber, to appoint resident trade commissioners in view of the important developments we anticipate through the opening of the Panama Canal. The Government sent Mr. Milne, a well-known Trade Commissioner, there for seven or eight months, and he had to report in that time on eight of the South American Republics—the thing is ridiculous. I have urged that there should be at least three or four resident trade commissioners appointed at once in that part of the world to study the trade prospects and report to this country at once.

40.423. A trade commissioner is not quite the same as a commercial attaché; he is merely temporary?—Yes; a commercial attaché is attached to the embassy. There is one for Russia, one for Portugal, and so on. I know them very well. They periodically visit Newcastle and interview traders, and they give valuable help.

29 May 1914.]

MR. HERBERT SHAW.

[Continued.]

40,424. We have had it in evidence that the traders approaching our consuls ask a vague question on the state of the iron trade, or some such thing as that, which is very difficult for the consul to answer; and one gentleman told us that if he was given specific questions, rather like those in an examination paper, he would have very little difficulty in answering them?—I have never myself asked any question on a trade topic to which I have not had a reasonable answer. I know several of these commercial attachés personally, and know their work, and know the help they have given to people in Newcastle. I prefer strongly the extension of the appointment of commercial attachés. One of the commercial attachés is commercial attaché for Austria, Hungary, Italy, and Greece. How is it possible for one man to attend to all that?

40,425. (*Mr. Matheson.*) It was said in evidence that our traders suffer a good deal from a want of knowledge of the country on the part of their commercial travellers. Is it your experience that travellers who are sent to foreign countries generally know the languages of the countries they go to?—Yes, they do.

40,426. You would not complain of any difficulty of that kind?—No, I cannot complain of that at all.

40,427. (*Chairman.*) Do you find in your travels that our vice-consuls abroad know the language of the country in which they live?—They have learnt it there.

40,428. As a rule are you impressed with their linguistic powers and knowledge of languages?—I am.

40,429. Would you be disposed to give the young men, vice-consuls, language prizes to stimulate them? They have to learn two European languages for their entrance examination at present, but there are many European languages besides the two. If a man was stationed in Russia, would you give him an allowance to stimulate him in acquiring a knowledge of Russian?—I think it would be wise.

40,430. Of course he is a much more efficient officer if he knows the language of the country?—Quite so. He cannot carry out properly the duties of his office unless he is practically able to speak it as a native.

40,431. That is imposing a high test; but I agree his utility may be measured by, or depends largely on, his knowledge of the language?—My point all along is

that men occupying those posts should be men of the highest attainments, if we are to maintain our position as the premier commercial country of the world. That is really the drift of all my evidence.

40,432. What do you think is the earliest age at which a man should be sent out as vice-consul—24 or 25?—At the very least.

40,433. If he were to be 24 or 25 at the very least, and had to spend two years in a commercial college such as you have mentioned, and, say, a year in practical commerce—that is three years—you ought to recruit him at about 22?—He might be put into an inferior position at the bottom rung of the consular ladder, and not in a responsible position.

40,434. He always is; but then the pressure of work may be such that he has responsible duties falling to his lot; or he may have to relieve another officer and be sent to an independent charge. All that would seem to point to recruiting from the educational stage of the university rather than of the secondary schools?—Yes; but I reckon that the Faculty of Commerce puts a man on the same footing as a university man who has been through his course.

40,435. I am thinking of the age at which you recruit, whether the first examination should be at the age of 18 or 19 or at the age of 22. If at the age of 22 you would tap the university stratum. Why should you not tap the university stratum? Do you not think you would get university men?—I quite admit your point at once.

40,436. We had evidence at our last inquiry showing that the services of university men are being largely appreciated in commercial life?—Yes, I know that, and I think that is an argument in favour of the suggestion I have put before you, that if the consul went through this training he would be a more useful man generally speaking.

40,437. At all events, the main thing you wish to enforce is that you ought not to rely upon a competitive examination only to give you the men that you want for the Consular Service, but that you ought also to train the men you have selected by the competitive examination in a suitable institution for commercial training?—Yes.

MR. JOHN JOYCE BRODERICK (H.B.M. Consul at Amsterdam) called and examined.

40,438. (*Chairman.*) You are the Consul at Amsterdam?—Yes.

40,439. When did you enter the Consular Service?—In September, 1908.

40,440. What age were you then?—I was then 27.

40,441. Did you go through a university course?—No, I was at the French College, Blackrock, Dublin, and I went through the intermediate in Ireland—through all the grades. Then I went to the University College there, and I went through the matriculation of the Royal University. Then my father died and I had to make my own living. I went up for two examinations just about the same time: one for a junior appointment in the Admiralty (which is now the intermediate scheme); and just before that examination came off there was one announced for the Customs—outport clerks, as they were called—and I thought I would have a shot at both. I intervened with the Customs examination in my studies for the other, and I passed the Customs, and I think I was three places behind the successful candidates in the other examination. I spent eight years in the Customs Department at Glasgow first, and afterwards at Newhaven in the South of England; and then for a short period I was acting chief officer of Customs at Shoreham. Then I went to Dublin, where I acted as private secretary to the collector and assistant-receiver of wrecks, and so on. In 1908 I felt that the prospects in the Customs were not as bright as I anticipated and I thought it was time to get out, and I got a nomination for the Consular Service, sat for the examination, and got through.

40,442. What places have you been posted to since you have joined the Consular Service?—I spent the usual time at the Foreign Office and at the Commercial Intelligence Branch at the Board of Trade. Then I

went out to New York, and was in New York until last December. I went to Amsterdam to take charge there definitely about two months ago.

40,443. What is your pay now?—400*l.* a year exactly.

40,444. Although you are full consul?—No, my rank is local. I have to maintain the position on the salary of a vice-consul.

40,445. You are on the list of vice-consuls?—Yes.

40,446. There is no Consul-General at Amsterdam?—The whole of the Service in the Netherlands has been re-organised. Amsterdam was formerly a full consulate—my predecessor was a full consul—but recently it has been reduced and placed under Rotterdam, which has been made a consulate-general, so that I am actually under the superintendence of the Consul-General at Rotterdam.

40,447. Have you had any experience of vice-consuls who are unpaid?—Do you mean in charge of different posts?

40,448. Yes, vice-consuls who are unpaid are far more numerous than the *carrière* men?—I have heard that. I have only known two, one under our superintendence at New York, at Buffalo, and another at Providence, Rhode Island.

40,449. Are they useful, do you think?—Both those places were not very important from the point of view of British trade, and, while they did anything that we asked them to do, we never got very much initiative from them.

40,450. Have you seen any similar unpaid vice-consuls in Holland?—I have seen one, a man at Leeuwarden, and I would say certainly that he is a very good man.

40,451. We have just been told that British traders would prefer to have paid British vice-consuls even in

29 May 1914.]

Mr. JOHN JOYCE BRODERICK.

[Continued.]

places where there was not a great deal of British trade, and that they rely upon them much more than they do upon unpaid men of the country. Do you think that these unpaid men do supply a useful want?—It all depends. I suppose the reason why we have them is from motives of economy. I have really never looked into the matter. I think I could hardly volunteer an opinion on that subject.

40,452. Do you speak French?—Yes.

40,453. Any other European language?—I speak German and I speak Italian, and I am now, of course, learning Dutch.

40,454. Is your office distinct from your house?—Yes, I made that change when I went to Amsterdam. My predecessor had set apart a few rooms in his house for office purposes.

40,455. You did not find that convenient?—No; I have young children, and Amsterdam was not suitable for us to live in. It is a very expensive city to live in, and the taxes are very high. So I made the change and I took a house outside the city, and engaged a special place for the offices.

40,456. Do you pay the rent of the office from the lump allowance given to you?—Yes.

40,457. And also all office expenses?—Yes.

40,458. We have been told that hitherto it has not been the custom to furnish any monthly or annual accounts of the expenditure of that lump allowance. Is that so?—That is so.

40,459. Does that custom still prevail?—We do not furnish any accounts, but our instructions at present are to keep a special account for inspection.

40,460. So you keep an account for inspection, and the inspecting official, when he comes round, has it there to see?—Any man with proper credentials can see it. It is there for any proper person to see. I have not yet had a visit from an inspecting consul, so I do not know what it is he will look at.

40,461. What is the staple of your work? Is it the Merchant Shipping Act, or the pushing of trade?—I can speak better about New York than I can about Holland, where I have only been such a short time, and most of that time has been spent in looking for suitable premises for a new office, and so on. I should say that at New York we spent a very great deal of our time in making reports which were thought to be in the interests of British trade. We had in New York an enormous amount of shipping, of course.

40,462. We have been told that these reports are not so useful as they might be, owing to the fact that they are mostly out of date—the figures in them are said to be mostly antiquated figures?—Of course that is a subject upon which the commercial community are in a better position to judge than I am.

40,463. That is what they say. Is the statement correct?—I always thought the reports we made were very germane, and ought to be very useful.

40,464. There are two kinds of reports, the annual reports and the special reports. We understand that special reports are valuable, but that the annual reports are not so valuable?—I should say they would be valuable, at least for statistical purposes.

40,465. We are told that the statistics are generally out of date?—They are got as soon as they are available to the public in the countries where the reports are sent from. In New York, for example, we got from the Customs and other departments in New York figures before they were actually published.

40,466. And made use of them for your annual report?—Yes, we inserted them in that report before they were known to the general public of the United States. That is not antiquated.

40,467. No, that is not antiquated. Were you principally engaged in administering the Merchant Shipping Act in New York?—We had the shipping office distinct altogether from the general office in New York, for two reasons: one was that we found it difficult to get premises at a reasonable figure in a respectable building on account of the depreciation in value which would follow from seamen congregating about the door. Another reason was that by chance the Seamen's Church Institute were putting up a new building, so we were able to design a shipping office

ourselves and to take it in that building; it was then distinct from the other office. The general office had a larger staff than the shipping office, so that shipping was not really our main work.

40,468. Were you in the habit of getting demands from British traders as to the possibility of pushing their trade in a particular region or place for a particular commodity?—Yes, very frequently.

40,469. How used you to deal with those applications?—We would put the inquirer in touch with the best possible correspondents that we knew of in the place where we were, and leave them themselves to arrange their relations mutually.

40,470. But further than that you took no active interest?—We always made suggestions. Supposing we were in a position to make suggestions as to the best manner of doing things, we made those suggestions; but if not we put the inquirers in touch with the best source of information that we knew of, and allowed them to work for themselves.

40,471. Supposing there was a particular manufactured article, and that a British trader wished to procure an extended sale for that article, had you a room in your Consulate at New York in which the particular article might be placed for inspection?—No.

40,472. Are you aware that that is ever done, so far as you have personal knowledge?—I have heard that there are show-rooms in certain consulates situated, I think, principally in Oriental countries, where British goods may be shown, and where local people may ascertain their excellent qualities; but we did not have that, so far as I know, in the United States, nor have we that in the Netherlands.

40,473. I suppose you have seen some of your colleagues who entered the Service within the last eight years?—Yes, I have seen a great many of them.

40,474. Were any of them engaged in active commercial life before they entered the Consular Service?—Personally I only know one who was, and I know of another who was.

40,475. How did they compare with the men who had not had that commercial experience? Do you think they were better officers, more alert, and better able to set about their work than the others?—No, I do not think they were. I think they were on about the same level as the others.

40,476. Then you would be inclined to think that this previous commercial experience was really no great help to them?—I am inclined to think that the three years' commercial experience, as now appears in the syllabus, is of no use whatever. The syllabus says that it will be a recommendation if they have spent three years in a commercial house. My opinion is that that experience would be, in general, of very little use.

40,477. A suggestion has been made that probably a better way of recruiting for the Consular Service than that which now exists, is to recruit your man early, about the age of 19, and send him to a commercial college—many of which are now springing up in England. There is a celebrated commercial college at Antwerp, I understand?—There was one established in Rotterdam last November.

40,478. That is the sort of thing I mean. Then after passing through that college and getting his degree, if there is one given, in the Faculty of Commerce, the young man should be sent to gain commercial experience in a large commercial house, such as a great shipping house. He would then, at the age of about 23 or 24, be posted to a consulate to begin his work. How do you think a training suits the Consular Service?—There are two features in that—the academic training in the college, and the practical training in the commercial house. I think if he studied the subjects with which a consul would naturally have to deal, such a training might be useful; but for him to spend a year in a commercial house, unless it was well understood that he would get the full run of the house, and unless it was a very good house engaged in important foreign commerce, I think he would be wasting his time.

40,479. But you think if the training in the commercial college were directed towards the theory of such work as would probably come to the consul later

29 May 1914.]

Mr. JOHN JOYCE BRODERICK.

[Continued.]

on in the practice of his profession it might be useful?—I am sure it would be useful.

40,480. Do you think from such a system as that you would get better men than from the present system, which really depends upon competitive examination?—I think that would tend, perhaps, to get better men. You cannot get better material, but you would finish off the material better before you sent it out to the consulates in various places.

40,481. You would possibly get better educated men than those now recruited. The examination at present does not appeal to a high standard of literary or scientific education?—I think the scope of the examination ought to be extended.

40,482. The scope of the literary part of it?—Yes.

40,483. Would you exclude from it all the technical portions and bring them in afterwards?—No; I think I would examine in these portions, as well.

40,484. They are the principles of British mercantile and commercial law, negotiable instruments, contracts of carriage of goods. Would you, at the first examination, examine in those subjects?—I think I should.

40,485. How can a boy of 20 or so learn these things except he gets the knowledge by "special preparation" from a crammer, and that kind of knowledge he soon forgets?—Perhaps there is that objection to it; but in some way or another I think they are subjects useful for him to learn.

40,486. But could not he learn them thoroughly during the two years he would be in the commercial college?—Yes, he might do that. I think the course should include, for instance, international law, the history of modern commerce, and the history of the industrial development of England and of her principal commercial rivals. I believe a young man going out as a vice-consul would be much better fitted to represent British commerce abroad if he was equipped with a knowledge of those things. If he acquires them now it is due to his own industry, and it is more accidental than because of the system.

40,487. Are your colleagues who have come into the Consular Service in the last eight years possessed, as a rule, of such knowledge as you have now mentioned?—No; I do not think they have studied international law or the history of industry and commerce. Some of them may have; but, as a general rule, I do not think they have.

40,488. Is it your impression that we might get by other means a better representation of British interests abroad than we are getting now?—I do not wish to say that the men we are getting at present are not good men, but I think we would get a better equipped man from some such scheme as you have suggested.

40,489. Do you think there is room for better equipment?—I think the results would be better.

40,490. Am I justified in thinking that you consider that a better state of things would be produced by this altered system of examination and training?—Will you allow me to answer it in this way: I myself would have been greatly improved had I gone through such a course.

40,491. (*Mr. Graham Wallas.*) Do you, in the Consular Service, distinguish between commercial work which is directed to spreading general information of opportunities to British interests, and work undertaken in the interests of a particular British firm. Does that distinction make itself clear?—We do not undertake any particular work in the interests of particular firms, except to put them in touch with people who will purchase their goods and to whom they have a bargain to offer.

40,492. Do you find, as a matter of fact, that certain British firms expect you to do a good deal more than that?—No, not as a rule. I have known cases where they expect you to collect debts for them, for example, and that is a thing we would, generally speaking, refuse to do.

40,493. Or go round to particular firms inquiring whether they will take goods?—In my experience we have not been asked such a question as that, and we would certainly not undertake it.

40,494. You told us that in New York now the shipping office has been separated from the general consular office?—I think I should have said that it has always been separate; but we have continued the separation because of the reasons I mentioned.

40,495. Which of those offices can be called the chief office?—The general office.

40,496. The shipping office is a subordinate office?—The shipping office is in charge of a vice-consul and in the head office we have the Consul-General, two vice-consuls, and a staff of clerks.

40,497. Then really when difficult points arise in merchant shipping work I suppose the chief consul is brought in?—If there is any occasion for it. If the vice-consul is not able to deal with the matter he refers it naturally enough to the Consul-General.

40,498. Marriage questions for instance?—We are not allowed by the local law to perform marriages in the United States, so we do not have any of that work.

40,499. Is there any administrative work in the United States which is not strictly shipping work?—New York is the commercial capital of the United States, and British interests would crop up which called for correspondence with the immediate local authorities in the individual States. For instance, correspondence with the Governor of the State of New York or the local authorities in New York city, or in the city of Hartford, or in the city of Trenton, and so on, was all carried on from the general office. Then we had a number of questions cropping up with regard to the administration of the Aliens Act where British subjects felt themselves aggrieved by the administration of the law—that we carried on from the general office. We carried on the commercial correspondence from the other office. Generally there were a thousand and one things where British interests were involved.

40,500. You had two offices, one doing commercial and general administrative work and the other dealing with the Merchant Shipping Act?—Quite so.

40,501. You passed a competitive examination for the Consular Service in 1908?—Yes.

40,502. How old were you at that time?—Just under 27—that is to say I was 26 the previous April.

40,503. You passed an examination at that time in political economy?—Yes.

40,504. How did you prepare yourself for that examination?—I just read it up privately.

40,505. Do you mind telling me what books you read up?—I remember having read Marshall, Nicholson, Walker, and Mill and a few others, principally American works on the subject.

40,506. You were simply guided by the character of the preceding examination?—No. I was unable for some reason to obtain the preceding paper. I took it on the chance of being able to cover the programme.

40,507. There is no economic history in it at all?—No.

40,508. And there is no modern descriptive economics?—No.

40,509. It is pure theory?—Yes, pure theory.

40,510. Have you found it helpful in your work, do you think?—I do not know, except that it has perhaps improved my mental methods.

40,511. You had to get up commercial law. What books did you use for that?—I think I read Smith, Stephens, McLoughlin and some minor books on commercial law.

40,512. Do you know whether you came out head in the examination?—No, I was not head. I was No. 6. I think.

40,513. When you went to Holland you had to learn Dutch?—I have not finished learning it yet, but I am assiduously learning it at present.

40,514. In the Diplomatic Service there are a certain number of language allowances for men who make themselves really proficient in the language of the country in which they are stationed. Do you think it would be convenient if something of the kind existed in the Consular Service?—I do not think it is necessary.

40,515. You simply have to acquire the language?—We do. We have to. There is a regulation that we have to speak the language of the country sufficiently

29 May 1914.]

Mr. JOHN JOYCE BRODERICK.

[Continued.]

well to correspond on all subjects with the local authorities within a year of going there.

40,516. Have you to satisfy anybody as to your knowledge of the language?—Not to my knowledge. I have never passed any test since I entered the Service.

40,517. Have you in your mind any suggestion you would like to make to the Commission as to the improved organisation of the Consular Service?—I had in mind something on the lines of what the Chairman suggested, only not quite the same thing.

40,518. You had certain suggestions to make in regard to recruiting for the Service. Have you any suggestions you would like to make with regard to the organisation of the Service?—I thought that we would tend to get better material first by enlarging the scope of the examination, and, secondly, I thought it desirable that after you had got that good material, your rough diamond, you should cut it and polish it properly before you sent it abroad; that you should allow these young men opportunities of learning something about the conditions of the industry that they go abroad to represent. To that end I thought it would be a very useful thing if you were to arrange, say, a course of lectures at the Foreign Office or somewhere else, for these particular men who had succeeded, on modern commercial history, the industrial history of our country, and of our principal commercial rivals, on international law, and on politics as they affect questions of commerce. After a short course of such study you should then take these young men on a tour of the principal industrial centres of the United Kingdom, so that they might get into an atmosphere which would suggest to them that they were going abroad for the serious purpose of endeavouring to find new outlets for the surplus products of our industries, and also that they might come into personal contact with our principal captains of industry and principal commercial men. I think that would serve two objects: it would give a better knowledge to the vice-consul of the conditions of industry at home, and it would reawaken the interest of the commercial community in the existence of the Consular Service and impel them to correspond with the consul more and more, and by that increased correspondence his efficiency would be increased in proportion. The more commercial work he gets to do, the better man he becomes. Then afterwards I would think it very desirable that Chambers of Commerce should have consuls come before them from time to time, according as a question cropped up which might be of interest to them with regard to a particular locality abroad; that the consul from that locality, when home on leave, or on another suitable occasion, should be asked to visit a Chamber of Commerce and to make up before he comes home the particular question which is interesting to that British locality, and address them, or advise them, or speak to them about it. You will have then the consul and the commercial community acting and reacting on each other, as it were, and they will derive mutual advantage. These are vague ideas just floating in my mind.

40,519. (*Mr. Boutwood.*) Is the office allowance that you get at Amsterdam sufficient for the maintenance of your office?—I think it is just about sufficient.

40,520. Not more than sufficient?—That is all it is. It will not be sufficient to cover my initial expenses in Amsterdam. I have had to acquire office furniture and to change the office, and the expenses of removal and the acquisition of furniture will fall upon my private resources until such time as I am able to economise sufficiently on the office allowance to cover them.

40,521. You said you knew two men, or you knew one man and knew of another, who had had some sort of commercial experience before joining the Consular Service. Do you know what sort of experience that was?—No. I only know that the reason why they were nominated, or one of the reasons, was that they had previous commercial experience. I think, if I am not misinformed, that in that year (which would be about 1907) there was a special list of successful commercial candidates. I think there were three of them in all, and one of those men it is that I know, and another of them that I know of.

40,522. (*Mr. Matheson.*) You were not given an allowance for moving in?—I asked for it, and the Foreign Office agreed to pay the expenses of actual removal in; that is to say, the expenses of the transport of the furniture from one office to another.

40,523. But not the expenses incidental to making the change?—Not the expenses of acquiring furniture. I had to purchase from my predecessor what was left there, and I had to supplement that by getting other things necessary for the equipment of the office, and I have still to supplement it. They will not bear the expense of acquiring that furniture. It will remain my property until, as I say, I have economised out of my office allowance, if I do, to cover it; and if I do not, I shall be able to sell it, if I like. That is as I understand the position.

40,524. I suppose you have seen a good deal of the consuls and the vice-consuls of several countries in your experience?—Yes, I have seen a number of them.

40,525. Do you think that they come from much the same sort of experience and training as our own men?—I think so. I think that in France the diplomatic and consular offices are interchangeable. They are recruited by the same examination, or whatever other arrangements that they have; and are interchangeable, but I have seen no difference between their capabilities and the capabilities of our own men.

40,526. The consuls of other countries are sometimes said to be more zealous in pushing trade than ours are. Do you think there is anything in that?—I do not believe it.

40,527. With regard to the recruiting for the Consular Service, I gather that you think it would be desirable to widen the course of study?—Yes.

40,528. Especially in the direction of commercial history?—I think it might be widened generally, first of all. I think perhaps the examination which I underwent myself and was just unsuccessful in for appointment in the Admiralty—the intermediate examination as it has since become—would be a fairly good standard of examination to set for the candidates, together with whatever might be determined with regard to special study for particular appointments, either then or before or later.

40,529. There are two possible courses—one is to select people on a general examination and then give them a special training after you have selected them; and the other is to select at pretty much the same age as the selection is now made, only on rather a wider examination. Have you any opinion to offer as to those two courses?—I think they would not suffer by coming into the Service younger than the age of 27, for example. I myself was just in time.

40,530. You think it would not matter if the age was lowered to 25?—No. I think a man is fresher from his studies at that time than he is later on. If the examination is broadened I should say it would keep out the older man because he is not so fresh from his studies at that time.

40,531. Do you find that your other colleagues—the English consuls and vice-consuls—have done much to acquaint themselves with the history of commerce since they have entered the Service?—I am hardly able to say that. Some of them whom I know seem to know it. I have never actually talked to them about what they studied. Naturally they would tend to be eager to read anything that would improve their knowledge and widen their experience, so as to enable them to judge better what is in the interest of British trade and what is not.

40,532. Do you find that on the whole the foreigners among whom you live are friendly disposed towards British consuls and ready to help them in their work?—I have found that in America, and I have found it in Holland. I think I may go further and say that they would give consuls information which they will not give to representatives of British firms or even to other Government officials who go abroad. In illustration, I may mention an incident that happened in New York which I remember somewhat vaguely. The New Zealand Government desired to find out why it was that the demand for Kauri gum, which New Zealand used to export very extensively, had dropped off, and they sent



29 May 1914.]

Mr. JOHN JOYCE BRODERICK.

[Continued.]

over a special Government agent to make inquiries. He came to New York, and, if my memory serves me rightly, when he applied to the people who could give him information on this point, they referred him back for a letter of introduction from the consul before they would have anything to say to him at all. That suggests to me that that inquiry might equally well have been made by the consul.

40,533. Has a consul, from his position, much to do in the way of entertaining?—He can control that fairly well, but he has to do some. It is not so much entertaining, but he has to live in a style that will be in keeping with his position or that which the people among whom he lives voluntarily accord to him.

40,534. But there is no special allowance for that?—There is no allowance at all for that. I myself find that a good deal of my income goes in that way, and has gone in that way even in New York, where I was not a chief man. In obtaining commercial information I find it very frequently necessary to invite people to come and lunch with me before I can actually broach a subject with them, and that entertaining comes out of my private purse.

40,535. (*Mr. Shipley.*) If New Zealand wanted to approach you, would it do it direct, or would it do it through London?—I think New Zealand would approach us through the Foreign Office.

40,536. New Zealand correspondence would come through London. That means, I suppose, that all the smaller places would do the same?—Canada would probably approach us direct. Canada, in fact, did approach us direct in New York on many occasions, but that was on account of its geographical position, probably.

40,537. Is your office in Amsterdam in the same building as your house?—It is not. My predecessor had his office in his house, but I have changed that, as the arrangement did not suit me.

40,538. Some of the commercial firms seem to think that consuls should be turned primarily into agents for pushing British commerce, and they seem to me to neglect the other functions of a consul which perhaps are more his primary functions. Do you think that substantially any more could be done than is done now to push the trade of the country through consuls?—I think that depends largely upon the British firms themselves. The vice-consuls whom I know are very anxious to do whatever they can to assist British foreign trade; but the difficulty is that they are not always clear where or how to begin. We have no means of knowing exactly what it is that interests this firm, or that firm, or this chamber of commerce and that chamber of commerce, or this particular industry and that particular industry at a given time, and that we must guess at, for the most part.

40,539. There is a certain vagueness in the applications, I gather. They do not ask a specific question, but want a report on a wide subject?—My experience is that the letters we have had from individual firms have been specific enough. They ask for specific information about a given thing. If it was too vague, I should ask them exactly what it was that they required information about before I actually undertook to report upon it.

40,540. Do you get many letters—say, six or seven letters a day?—We, in New York, had more, I should say.

40,541. More than in Amsterdam?—In Amsterdam the commercial correspondence is not very great, but there is some.

40,542. I suppose most of your time is taken up really with shipping cases?—In Amsterdam it is pretty well, but there are all sorts of questions. Whenever a British subject is aggrieved, or interested in any way, he usually comes to the consulate, either in person or by letter, to help him out of a difficulty, or to show him where he can make profit, or to look after his interests in whatever way it may be.

40,543. Do you think if the examination were held at one fixed time of the year we should get more candidates, and it would be better known in the schools?—That might be so. I can say with regard to Ire-

land, that it was very little known at the time I went up for it.

40,544. And it still is, I think, one of the least known of all the examinations?—In fact, I am not quite sure, that for many years I was not the only Irishman who did get in for that particular branch of the Service. The examinations for the student-interpretships in the Levant, China, and Siam are well known, and they draw a number of candidates from Ireland; but I believe I would be accurate in saying that I was the first for many years to go up for the examination for the general Consular Service or rather to get through.

40,545. Do you think there is any widespread or deep feeling of discontent in the whole Service?—I have never heard of much discontent. There is discontent about the inadequacy of the salary at several posts. I have shared that discontent very seriously.

40,546. With regard to the pension and the arrangement by which the pension is calculated on the emoluments of the last post, which may be less perhaps than the post a consul has held in a more unhealthy place when he was younger, do you think that could be put right in any way?—I have not actually considered that yet, because it has not come to the time when I would be very keenly interested in it, and the thing has not struck me, but, of course, if, coming on to the end of my service, I was suddenly faced with transfer to a post where the salary was smaller, I should naturally try all manner of means that I knew to avoid that in my own interest.

40,547. (*Chairman.*) With regard to the question of the attachment of the pay to the person and not to the post, you have not felt that difference yet because you are on the 300*l.* to 500*l.* scale?—That is so.

40,548. But when you come to be a consul or a consul-general, you may feel it?—No doubt.

40,549. And you say you have not thought over it sufficiently at present to form any opinion with regard to it?—If what you say is the case, I should say I would regard it as very undesirable indeed to be transferred to a post where I had to lose pay, not only from the point of view of pension, but from the point of view of immediate interest.

40,550. How is promotion arranged? Is it by selection, or by seniority?—There have not been a great number of promotions, I am sorry to say, since I came into the Service. I think the upward movement is all too slow.

40,551. Such as it is, is it by selection, or by seniority?—I imagine it is by selection; but on that I am not competent to speak.

40,552. (*Mr. Graham Wallas.*) Is it generally taken that if a man wants to be moved to a better post he must apply for it, and use what influence he can, or does everybody feel that their careers are being watched, and that they will be moved if they deserve it?—I think they feel that it is no use applying—I mean that that would not really influence the Foreign Office at all. I have not heard that any outside or inside influence would be of any use to me whatever.

40,553. Then a man simply waits until it seems good to the Foreign Office to shift him; he does not apply and set things going?—I suppose applications have been made; but certainly they are not made by the junior staff in the Service, and that is really all I know very much about. But presumably the senior officers might write private notes to Lord Dufferin, or somebody else in the Foreign Office, if they felt aggrieved. They would hardly find it necessary to make a formal application to the Secretary of State, or a protest against their being left in a given place for a long time, I should say.

40,554. (*Chairman.*) Have you ever heard any discussion regarding closer amalgamation between the Diplomatic Service and the Consular Service?—Beyond the vaguest sort of suggestion among some of the junior men, I have not heard anything.

40,555. Does it strike you that closer amalgamation would be desirable?—I think it would be a question of finance.

40,556. Have you come across any of the diplomats—the secretaries of legations?—Yes, I have.



29 May 1914.]

Mr. JOHN JOYCE BRODERICK.

[Continued.]

40,557. Are they of the same educational equipment as the consular men, do you think?—No; I believe that they are nearly all university men. Some of them are exceptionally brilliant men. I know some of the men, and they are very brilliant men indeed, and I felt that they were ahead of the rank and file of the vice-consuls in the Consular Service. I have never really considered the question of the diplomatic posts. I do not suppose consuls would accept them if they were to lose money over them. The other objection would be that their duties are not exactly the same.

40,558. Have you ever considered the question of the desirability of having a consular representative in the Trade Department of the Foreign Office?—No; I do not think that would suggest itself to me as being particularly desirable.

40,559. In regard to your leave and travelling allowances, have you any remarks to make? Do you consider your leave sufficient?—Yes.

40,560. Do you consider your travelling allowance, when you have to travel, sufficient?—I consider the leave sufficient and ample, but the travelling allowance I consider not sufficient. When I came over from New York it would have been impossible for me to transport my furniture over here, for example.

40,561. Did you suffer much by selling it and buying again?—Yes; I lost a good deal of money, and I lost money by the transfer. It cost me more than I can actually reclaim.

40,562. You get your own first-class fare and the first-class fares of your wife and children?—Yes; full first-class fares; that is by the recent improvement. Formerly it only used to be one-third; now we get the full first-class fare.

40,563. Do you get the fare of any servant?—You get second-class fares for servants, but your whole family is not allowed to exceed five, including servants. I think that for people who are travelling with children it is not quite right to confine the nurse's fare to second-class, because she has got to travel with the children.

40,564. Is not she allowed on board a steamer to go from second into first-class?—I am not sure. My wife came home separately from me, and I did not consider that; but that would not be the case on a train journey, and she only gets a second-class fare on the train as well.

40,565. I think you told me that, without being able to give precise figures, your impression was that the pay and allowances of German consuls are better than those of English consuls?—In some places I think that is the fact.

40,566. But you cannot give precise details?—No; I never had occasion to inquire into that, and the figures never were before me. I only remember vaguely that once we made inquiry in New York, for some particular purpose, and my memory is that the German Consul-General there has more allowances than the British Consul-General.

40,567. When you, as vice-consul, go on leave do you nominate your *locum tenens*?—It all depends. If I am in charge of a post, yes; if I am under a Consul-General it is for him to nominate the person who will take my place or perform my duties in my absence; that is, if I am under him at the same place; but if, as in my present place at Amsterdam, I go on leave, then I recommend to the Consul-General at Rotterdam the man who I think should be left in charge of the post in my absence. He is usually the man who is constantly with me in the office, and who has actually the rank of vice-consul.

40,568. Have you anything additional to say?—In addition to the suggestions that I ventured to make

with regard to obtaining better material for the Service, or trying to obtain better material, of course, besides increasing the scope of the examination, attention should be paid to the maintenance of a constant upflow of promotion. You must increase the prospects in the Service, at the same time, to attract the better men and retain them.

40,569. Leaving out the question of recruitment, supposing the Service were constituted in this way: Beginning at 300*l.* by annual increments to 500*l.* a year for vice-consuls; then on promotion from the grade of vice-consul to that of consul, pay fixed from 600*l.* to 800*l.* a year rising by increments; then the Consul-General with pay from 900*l.* to 1,200*l.* a year rising by increments, and if you had also a scale of allowances when men are posted to extra expensive places, would that be an adequate scale of emoluments for the Consular Service, in your opinion?—In my opinion it would. I do not know now what the difficulties may be in the way of adopting a scheme like that, but I am perfectly sure that given a scale like that and a reasonable upward flow of promotion it would be satisfactory to the Service.

40,570. If voluntary retirement was fixed at 60 and compulsory retirement at 65, would such age limits stimulate promotion?—I think so. I think we are kept back at present to a certain extent by men who have the option of remaining on until 70 years of age.

40,571. That option you are not in favour of?—No.

40,572. If the scale of pay in the Service was graduated, with the leave rules as they are now, and with retirements fixed voluntarily at 60 and compulsorily at 65, do you think the Service would be so far satisfied?—Yes, that would satisfy me thoroughly. But, I think, the Treasury ought to consider the granting of local allowances to certain European posts which are more expensive than England. The scale is fixed to remunerate a man for those services on the basis of the cost of living in England, I presume, and our income tax is charged on that basis. But take my own case in Amsterdam: the cost of living in Amsterdam is higher than it is in England, and I cannot command the same amount of comforts in return for my salary there that I could command in England. If that were well established, it is a fair reason, I think, for granting a small local allowance to Amsterdam. I have applied for that as a matter of fact privately, and I have been told that the Treasury are absolutely adamant in refusing to grant local allowances to posts in Europe. If I may be permitted to say it, that dissatisfies me very much.

40,573. (*Mr. Shipley.*) Do they grant a local allowance for New York?—Yes they grant it in New York. When I went to New York I had 300*l.* a year and a local allowance of 150*l.* As a consequence of representations to the Foreign Office that local allowance was increased to 250*l.*, and, following on a visit of one of the Foreign Office men, they adopted the principle that the senior vice-consul there—that is, the man who is longest there as vice-consul—should get an extra 200*l.* if he were married. That was my own case, so I enjoyed that for about six months. I had then more in local allowance than I had in salary, and it was still not too much for a married man in New York.

40,574. (*Sir Kenneth Muir-Mackenzie.*) I suppose the expenses in Europe vary in different countries?—I think so. In Holland they are pretty high, but in France I believe they are less than they are in England. I do not know how you would adjust that.

## ONE HUNDRED AND FIRST DAY.

Thursday, 11th June 1914.

## PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O (*Chairman*)SIR KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

MR. ARTHUR BOUTWOOD.

MR. JOHN ROBERT CLYNES, M.P.

MR. RICHARD DURNING HOLT, M.P.

MR. PERCY EWING MATHESON.

MR. PHILIP SNOWDEN, M.P.

MR. GRAHAM WALLAS.

MISS HALDANE.

MRS. DEANE STREATFIELD.

MR. N. E. BEHRENS (*Secretary*)

MR. FRANCIS W. HIRST called and examined

40,575. (*Chairman.*) You are the editor of the *Economist*?—Yes.

40,576. And naturally you take an interest in all questions connected with trade and the organisation of the Government which deals with trade?—Yes, I have always been much interested in those questions.

40,577. In that connection you have, I presume, paid attention to the Consular Service?—I have had a good deal to do with that partly because we receive all the consular reports and partly because I have made a point of travelling a good deal. In the last eight or ten years I have travelled, I think, in every country in Europe, and on those occasions I have usually seen something of the Consular Service and also something of the Diplomatic Service. Perhaps I might be allowed to say at this point that I feel a certain amount of diffidence in appearing before the Commission upon a subject with which I am only indirectly acquainted, and I should like also to say that I have no personal grievance of any kind whatsoever against either the Foreign Office or the Diplomatic Service; I have always met with the ordinary courtesies, and have sometimes received most valuable aid from our consular officers. So that the criticisms that I was going to offer and the suggestions I was going to make are strictly impersonal.

40,578. They will be the more valuable on that account, and because of the point of view from which you regard these questions. If you have marked out any particular line of evidence which you wish to give I shall be glad if you will follow it. During your evidence or afterwards I will put to you such questions as arise from the observations which you give?—Thank you very much indeed. I read the other day in the papers that a lawyer was always a very bad witness, and having been a lawyer myself I am quite sure I am a bad witness. Therefore I should be rather glad if you would allow me to read from my notes what I should like to put in evidence, and then, of course, I am quite willing to submit to examination afterwards to any extent that seems desirable.

40,579. I might perhaps mention at the outset that the points to which we are directing our attention are, first, the recruitment for the Foreign Office, the Diplomatic and Consular Services; next, the questions connected with promotion in those Services, and finally the organisation of those Services with a view to producing the greatest efficiency in the public interest. As you give your evidence I may put such questions as will tend to bring these points into prominence?—If I may just add a few words more as to myself. Being on the *Economist*, for some reason or other I have often been asked to go down to Chambers of Commerce to discuss questions such as the laws of shipping, the sea laws in times of war and peace, and questions of that kind. I have, as a matter of fact, been to, I think, every important commercial town in England and Scotland, and have frequently addressed Chambers of Commerce. In that way I have heard a good deal about the relations between Chambers of Commerce and the Foreign Office, and I have found that there was a good deal of

criticism. Besides that I may say that my interest in the Foreign Office began when I was at Oxford, and I can remember very well among those of us who were in for the "Greats" School, there was only one, as far as I know of those at any rate, who took a first, and I think of those who took a second class who could have gone into the Diplomatic Service—I mean who had sufficient income for that purpose. I remember that we always regarded the Foreign Office and the Diplomatic Service as a closed door. We never discussed it as a thing that any of us could think of going in for. I am thinking of people among those who were at college with me, like Sir John Simon and Mr. F. E. Smith, people whose intellectual ability, I think it will be admitted, was quite sufficient for the Civil Service, but they never even dreamt of the Foreign Office. Of course, everyone was talking about whether we should try for the Home Civil Service and the Indian Civil Service examination. So my interest began at that time, and I remember being struck by an expression of Professor Phillimore, then Mr. J. S. Phillimore, who was at Oxford at that time. He was, one might say, a Liberal of the Rosebery school, or perhaps a Whig of the Palmerstonian school. At any rate, he wrote an essay when we were at Oxford, and he described the Foreign Office—we all thought it was a rather clever descriptive phrase—as "the last choice preserve of administration practised as a sport." That has rather remained in my mind. I do not know whether it was a fair description of it, but it rather fell in with our ideas of the Foreign Office, and with the feeling that no Oxford man of our time who was in any way distinguished ever contemplated going into the Foreign Office, or attempting to go in. These early views have been developed and confirmed by experience and conversation. I should like especially to mention Sir George Trevelyan, who initiated the debate of 1877 on the reform of the Foreign Office by moving that it should be thrown open to merit. I have often talked to Sir George Trevelyan about the subject and he has talked to me about it; so the other day as I was coming here I thought I should like to see him and ask him if his views were the same. He said his views could not be stronger than they were at the time, but they were just as strong, and he referred me to the debate, and mentioned the very feeble opposition which was put up against him in that debate. The weakness of the replies, and the general feeling and tone prove that even then this was felt to be an anomaly which would have to be reformed.

40,580. I have read that debate very carefully. It took place on the 23rd February 1877 in the House of Commons?—Yes. I do not know whether it is permissible to put in that debate as evidence. It is not very long.

40,581. It is fully reported in Hansard?—I do not happen to possess Hansard of that date; but I should feel I was doing some service to the Commission if I put that debate in as evidence.

40,582. It will be brought to the notice of my colleagues. But I may say that the points in that

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

debate which struck me most forcibly were those dwelt upon by Mr. Lowe, afterwards Lord Sherbrooke, and Mr. Lyon Playfair who had been Chairman of the Committee which inquired into the Civil Service in 1875. Their opinion was in favour of throwing open the Diplomatic Service to competition, but retaining the Committee of Selection. It was to be a limited competition?—I do not know whether he said “the” Committee of Selection, or “a” Committee of Selection. There is an immense difference.

40,583. The Committee of Selection. He was strong upon the point of selection prior to competition?—Much depends on the purpose and composition of such a Committee.

40,584. It was this: that you require a greater measure of assurance that men recruited for the Diplomatic Service and the Foreign Office possess certain personal qualities than you require in recruiting for the ordinary Civil Service. The men you recruit for diplomatic work must have certain qualities, a good address, a pleasant manner, and a gentlemanlike demeanour; qualities which cannot be tested by an examination paper. The committee was intended to secure that only the men who possessed these qualities were permitted to go in for the examination?—It is not easy to make objection to a proposal for securing good diplomats; but then who are the committee, and is it really a Board of Patronage or a Committee of Selection?

40,585. It should be a Committee of Selection?—If it is a real genuine *viva voce* examination to see whether a candidate possesses those qualities of address, which are, I admit, extremely important, without any reference to his birth and connections—if it is simply a device to ascertain his manners and address—then personally I certainly am not here to object.

40,586. I am glad to hear that; that was the object of Mr. Lowe?—Yes, I presume so.

40,587. (*Mr. Holt.*) If it was a committee of elimination it would be better still?—A committee to eliminate persons who could not under any conceivable circumstances have the right sort of address?

40,588. Yes?—I would just make this *caveat*: that I think it is a little bit dangerous to assume that a man is unsuitable for diplomacy because he has not got a very good appearance. I think some of the great diplomats have not been very beautiful to look upon, and possibly have not had very smooth manners.

40,589. (*Chairman.*) I do not think that such a *caveat* would be applicable. The committee would not have regard to such superficial appearances. I understand that you see nothing objectionable in a committee which had in view the objects I have mentioned, and from whose consideration would be eliminated matters concerning birth, or large fortune, or political patronage?—Quite so.

40,590. That was Lord Sherbrooke's idea, as I understand it?—Especially if it was known at Oxford and Cambridge and at the public schools. I was at a public school which, I suppose, has never had a man in the Diplomatic Service or the Foreign Office either; it may have had, but I have never heard of it. If it was known at the public schools, and the colleges of Oxford and Cambridge and other universities, who the members of this committee were, and if it was generally advertised in a way so that everybody could see that there was such a thing as an examination for the Foreign Office, and that people were not excluded on such grounds as you have mentioned.

40,591. Would you advocate that such a committee should not consist altogether of Foreign Office officials, but that it should have an admixture of outside people?—I should venture to think that the fewer Foreign Office officials the better. I do not say that we should not have one, but I do not think that that should be the main idea, because the main idea should be to refresh the Foreign Office, and not to try to secure that the new one should be exactly like the old one.

40,592. Would you admit a representative of the Civil Service Commission, or the chief Civil Service Commissioner to such a committee?—If he had time I think that would be a desirable thing.

40,593. It might meet once a year, perhaps?—It is so important a matter that I think you should put on it

the very best men, who would give confidence to the public.

40,594. Although you think the Foreign Office should be represented on the committee, you are decidedly of opinion that it should not have an overwhelming voice?—I should very much regret if it were allowed the control.

40,595. Will you proceed with your evidence?—At the risk of startling the Commission and possibly annoying some persons outside, as regards the present system I would say that if during the last few years there had been inscribed over the door of the Foreign Office, “No English Nonconformist, no Scottish or Ulster Presbyterian, no one with Radical or Socialist leanings need apply,” and if it had been added that marks would be taken off for Free Trade, then I say the composition of the Foreign Office and the Diplomatic Service might have been practically what it is to-day. Yet, in answer to the question: “What is the present method of appointing officers to the Foreign Office, the Diplomatic Service and the Consular Service,” a formula of the most elaborate innocence has been provided by the present Under-Secretary of State, Sir Arthur Nicolson. He says in answer to that question, that Foreign Office clerks, diplomats, and consular officers are all appointed by competitive examination of candidates selected by the Secretary of State on the advice of a Board; and he added that anyone may appear before the Board if properly recommended. So that it would appear from that statement that the Foreign Office, the Diplomatic Service, and the Consular Service are all appointed in the same way, but he admits two exceptions. He says there is not even a limited competitive examination for commercial attachés and legal advisers. Here, perhaps, I might remark that there is no mention as far as I can see of what are called naval attachés, which is evidently becoming an important post about which information ought to be sought. Anyhow, in these two departments—the departments of commercial attachés and legal advisers—the appointments apparently go by pure patronage. The commercial attachés need have no knowledge of business or political economy, or of banking, or of currency, or of statistics; and any briefless barrister knowing little of the laws of his own country and nothing of the laws of other countries, or of international jurisprudence might be appointed a legal adviser, and in that post he might, such is the commanding position of Great Britain in maritime affairs, act as an almost insuperable obstacle to the progress of commercial laws and of international treaties. You and probably all of us may say: “Well, but he would not do that; they would not appoint such a person,” but my suggestion is that what you want is to make sure that jobbery is impossible in an office of this importance. An enlightened policy must have enlightened instruments. You may have a cart full of good things with a horse and a driver, but it will never reach its destination if the wheels will not go round. To my mind the Foreign Office—using that term to include the Diplomatic Service and the Consular Service—is by far the most important department of the State. I need hardly mention that on it depends the great question of peace or war, the treatment by foreign governments of our foreign trade, the improvement of the international commercial code on which the security and progress of our shipping and commerce largely depend. One has also to consider what immense good might be done if the Foreign Office were to take the initiative in the reform of international law and in the advancement of civilisation. At any rate, if I am right in my view of its importance, it follows that the Foreign Office ought to be the most enlightened department of the State. It ought to be in touch with the best thought of the country. It ought to understand modern business and the ways of finance. May I pause on that? There is nothing so extraordinary as the development of international business and finance, and the pressure which is brought to bear upon the Foreign Office, and has been brought to bear lately in regard to those subjects. I mean there is no comparison between the new Foreign Office functions and the old Foreign Office functions. Some business firms

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

spread all over the globe and know how to bring pressure to bear. Then besides that there ought to be in the Foreign Office men who comprehend the outward relations of British capital and labour to capital and labour abroad. The Foreign Office ought through its representatives abroad to possess a close and sympathetic knowledge not only of foreign courts and governments but of foreign countries and foreign peoples. If I may give an illustration, I remember when I was at Vienna a good while ago the most interesting person in Austria at that time was Lueger, the Mayor of Vienna, the most powerful politician in the country, and, as a matter of fact, he had a great deal of power at Court. I went to our embassy with an introduction, and I asked the young gentleman whom I had to deal with about Lueger. He had never seen him or heard him; he knew nothing about him except just the name, and finally after making inquiries—the Ambassador himself I should say was ill—his second in command said: "We do not know much about these things here, but I will give you an introduction to *The Times* correspondent, Mr. Lavino, and he will be able to tell you everything," and so he was. Still I thought it was a little humiliating—or I felt it was—that our embassy did not know something so elementary as that. I would observe that important as foreign Courts and potentates are, it is not upon kings, princes, and presidents, that London, Liverpool, Manchester, Glasgow, Belfast, Newcastle, Cardiff, Hull, Bristol, and twenty other towns depend for their foreign custom, and practically for their livelihood. Our Foreign Office is out of touch with business and democracy at home, and everyone will agree it must be out of touch if, let us say, the whole of the Nonconformists, the Unitarians, the Quakers, the Independents, the Scotch Presbyterians, and the Ulster Presbyterians—the greatest men of business in the country—are absolutely excluded, not by any statutory rule, but in fact, from the Service.

40,596. (*Miss Haldane.*) Is not that because of the money question, rather than because of their religious proclivities?—No, I think I can say not, with great certainty. The income test is not specially hard on Nonconformists.

40,597. It is remarkable that we have very few Scotch boys thinking of going in for the Diplomatic Service, but I always considered that was because they were comparatively poor, or not rich enough to enter?—My experience of the North of England and of Ulster—I should not like to say my experience of Scotland, because I am sure I could not put it against yours—is that the business wealth and enterprise of those parts is about equally divided between Nonconformists and orthodox people. I was with the Liverpool Chamber of Commerce two or three days ago, and on making some inquiries I found that perhaps the wealthiest religious community there is the Unitarian. I can mention many towns in Yorkshire where you find the important business men are about equally divided between the Church of England and nonconformity of various kinds. Certainly there is enormous wealth amongst the Nonconformists. One could mention a good many millionaires, in a moment almost, who are Nonconformists.

40,598. (*Mr. Matheson.*) Is not that because there is no tradition of the Service in the Nonconformist families you speak of?—How, then, is only one public school represented in the Foreign Office practically? It is not that they are absolutely excluded by any law, but as a matter of fact somehow or other they do not get in or cannot get in.

40,599. (*Mr. Holt.*) About 90 per cent. of them come from Eton?—I am told so.

40,600. (*Chairman.*) We have the figures here?—I have the greatest admiration for Eton. Many of my own friends are Etonians, and I have a great opinion of them; yet I may doubt if the first ten men at Eton are intellectually superior to the first ten men at half a dozen other public schools one could mention. Further, I do not believe that all the best men at Eton go into the Foreign Office. You will probably find that intellectually men in the second rank at Eton go in—not always of course, but frequently.

40,601. You were dealing last with the advantage of having a diplomat properly equipped with legal knowledge and also with expert knowledge on financial matters?—Of course, there is a Legal Department of the Foreign Office. I have very little to say on that, though I personally have always been deeply interested in the development of international law, the laws of naval warfare, arbitration, and so on. I have seen something of the work of the Foreign Office in those respects, and of course, anyone who reads the proceedings of the last Hague Conference carefully, or those which ended in the Declaration of London, can see something of it for himself. I do not believe that the department is adequate now, and I do not believe that it is strong enough; and I would say about the law, as I would say about finance, that if you want to have first-rate men in the Foreign Office you must be prepared to pay for them. Perhaps I might give an illustration: Not very long ago there was required for the service of the Empire a man to whom they were prepared to pay 5,000*l.* a year, and all that was wanted was that he should have great commercial knowledge, and tact, and prudence, and so forth. There was a tremendous search instituted in the City. Of course there were a large number of men whom one would have said would have done the thing very well. They wanted particularly to have a practical man who had seen something of business, but they could not persuade anybody to go in for it, because the salary was so miserably small and the right men really could not afford to leave their businesses.

40,602. (*Mr. Holt.*) Might not that also be because the person would have no real authority?—It was a very fine position.

40,603. (*Chairman.*) In what department in the Foreign Office would this gentleman be placed?—I was going to say that I do not stake all my hopes on reinforcing the Foreign Office with commercial men. I should like to have some and I think it could be done. Perhaps I may develop that in a moment, but my notion was that you would get the really first-class business experience into the Foreign Office by means of a committee like the committee which assists the Secretary of State for India. You will remember that there is a committee of men like Sir Felix Schuster and Lord Inchcape who have been on it. That is the kind of committee which I think is needed for the Foreign Office.

40,604. That would be for the purpose of giving financial and commercial advice?—Exactly.

40,605. Not for the ordinary everyday work of the Foreign Office. That would be in addition?—I do not mean for the ordinary details, but I think there is a great deal of work from week to week, and generally some important question which ought to be considered.

40,606. I suppose such a council as you mention would have to deal with, say, questions of large concessions abroad which commercial people in England desire to get, and questions connected with foreign tariffs or matters of that description?—Exactly.

40,607. Have you considered that such matters would come within the purview of the Advisory Board which is now attached to the Board of Trade?—I have purposely excluded from my view the question of the Board of Trade.

40,608. I am afraid you would not be taking a complete view of the operations of the Foreign Office if you were to exclude its connection with the Board of Trade?—I know it is a difficult subject, and it is so difficult that without taking some special time for the purpose I should not care to give evidence upon it.

40,609. I will call your attention to that point later on, because the Foreign Office in one department of its work acts in close connection with the Board of Trade, and such questions as you seem to have in mind do fall within the duties of this Advisory Committee. We will return to that later on?—Perhaps I may make this observation upon that, and that is, that I do not personally believe in co-operation between two Government departments. I know how they hate one another—they always do—and you seldom get real co-operation. Now the India Office works very harmoniously with this India Council.

11 June 1914.]

MR. FRANCIS W. HIRST.

[Continued.]

40,610. And yet there is now before the House of Lords a Bill which, if it passes into law, will materially alter the Council of India?—I am sorry to hear that. As to the composition of the Foreign Office, it ought I think—and I hope I may urge this view upon the Commission—to be not only open to merit quite freely, but it ought to be to some extent a mirror of the nation; that is to say, if you have a Committee of Selection that Committee of Selection ought not to say: "Oh, but so-and-so is the son of a shopkeeper, we could never allow him to come in." I think that would be rather a good argument for letting him in—that he was the son of a shopkeeper. I think that our Foreign Office would succeed far more in some democratic countries, especially in the New World—in the United States—if they could send there men who had come out of the life of the people. Then what should the Foreign Office be? It should be, as I say, a mirror of the nation. It should have at hand the best intelligence of the nation. It should be an intelligence department for foreign commerce, which it is to some extent, but it has no idea, or very little idea, of the value of prompt publication, and it does not seem to have very much idea of what is important news to a business man and what is not. I have sometimes, when there has been a very serious international crisis, in money for instance, seen suddenly something published from some important centre which dealt with the trade of last year or the year before, and at the beginning of it how easy it would have been to deal with the present monetary position and then deal with the trade of the past year. They have begun to do it, I believe. Some criticisms which have appeared in the press may have had some effect upon them.

40,611. (*Mr. Holt.*) What we really want is criticism of the trade of the next year?—The prospects. I do not say that statistics are not useful. I do not complain of them. The Foreign Office ought, in my opinion—if I may throw this out as a suggestion—to be a kind of meteorological office for publishing conditions in foreign countries; I mean it ought to tell people about probable changes in international weather. I do not see why they should not publish something. I think it would be better if they published something than if they exchanged tit-bits of information with one or two newspapers in return for support. I think it would be really better if the Foreign Office instead of doing that were to do what they do in Stockholm in Sweden. There any journalist can go into a certain room in the Foreign Office and there ask for information on any subject, and they are always very glad to give it to him so long as it is not a secret. The whole press is treated, I believe, quite fairly, and you do not feel, as members of the press very often feel here, that if you go to the Foreign Office you are expected to support the policy of the Foreign Office. Now that is a very bad arrangement. It is exactly the same with the Admiralty; if you go to the Admiralty of course you are expected not to say anything against the policy, let us say, of "Dreadnoughts" or whatever it happens to be. For that reason I think independent journalists practically never do go to them.

40,612. (*Chairman.*) Would it make any difference to your view if that information and these facilities were provided by the Board of Trade and not by the Foreign Office? I ask the question because there seems to be a growing tendency to transfer this business from the Foreign Office to the Board of Trade, so that in regard to such business the Foreign Office practically acts as a post office. The general trade statistics are marshalled and worked up into shape in the Board of Trade for presentation to the public and not in the Foreign Office. But so long, I presume, as the thing is well done it does not make any matter to your argument where it is done?—Yes, if I were simply speaking as a person who wanted to collect statistics; but I do not think the Board of Trade could give one information as to the state of affairs in a particular country at this moment.

40,613. The political or the commercial state of affairs?—Both. They are so mixed up that it is hopeless to distinguish them.

40,614. (*Mr. Holt.*) Do you think it possible that any Government department could publish a statement in advance that another Government is not going to pay interest in a month's time, for instance?—Certainly not, but the really interesting questions are often half financial and half political.

40,615. How could a Government publish adverse anticipations of what another Government is going to do?—I am afraid I put it rather crudely. If you go to a department, and if you want to know something, you go to the people who know. They will not tell you everything; it would be very foolish of them if they did, but you can judge how the position stands very often, and if they have a man of tact, good sense, and knowledge there he could probably give out a good deal of information which ought to be given out—and which ought not to be given out to one particular newspaper in return for support, but ought to be given freely to any respectable newspaper seeking information. I am told, at any rate, that the Stockholm principle works very well, but I admit it entirely depends on the way it is worked. I think an information bureau of that kind would be useful, and it is better, I think, than the proposal for a Foreign Office gazette.

40,616. (*Chairman.*) Something like what you suggest was put into operation in Calcutta in my time, and it died of inanition in a few years. Newspaper people did not care for it?—May I say that I do not think that is conclusive, because Calcutta is not London. London is the greatest centre of the world's news and information—by far the greatest. If you like to go about the City of London, and know your way about, you can find out anything in a financial way about what is happening in other countries. As to the Legal Department I have said, I think, all I have to say.

40,617. You have said that the Diplomatic Service and the Foreign Office do not at present command the best intelligence of the country?—I consider that the present system is a caste system and that it produces a caste. Almost anybody who has had dealings with the Foreign Office and with diplomacy would probably agree with me up to a certain point that that is so. I have read with great interest the evidence of Mr. Stanley Leathes, but it did not at all convince me, and perhaps I may make a little criticism upon it. It seems to me, as to this "gate of merit," that one of the means by which it is closed or half closed is by insisting upon a very good knowledge of French and German. Now you could not devise a better plan for preventing the first class men from Oxford and Cambridge getting into the Foreign Office. It is an absolute certainty that if you insist that everybody shall be first rate in French and German you will not be able to get the best men, because our system of education is not a French and German system.

40,618. The public service is recruited with the particular object of carrying on official work with the greatest efficiency. The work of the Foreign Office and the Diplomatic Service cannot be efficiently conducted unless the staff engaged are well acquainted with French and German?—I do not follow the argument. Why both languages?

40,619. If a diplomatist is stationed in Germany he will not be able to do his work well without knowing German?—I quite agree.

40,620. In the same way if he is stationed in France or Russia he will not be able to get on without knowing French, which, in diplomacy, is used in Russia as well as in France. If that be so, and if it be also the fact that you cannot learn French well unless you learn it when young, and in the country where it is spoken, is not there something in the statement that a thorough knowledge of French and German are necessary for a diplomatic officer?—Of course there is something in it.

40,621. Keep in mind the principle which governs the recruitment of the public service?—I quite agree that for every proposition you can find an argument on the one side and an argument on the other, and the question is, which predominates. I quite agree that they will have to know French or German well—one or the other—and perhaps also Spanish or Russian. But after you have got them you can send them to the



11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

country whose language they have to know. I would lay my trap so as to catch the best men, and after I had caught the best men, then I would teach them any special knowledge that I wanted them to have. I venture to think that this plan of insisting upon a perfect knowledge of French and German is really using French and German as a means of excluding the best intelligence of the country.

40,622. You know that boys from the primary and secondary schools of the country now go abroad and learn continental languages under a system of scholarships which are given to them from the secondary schools?—So I am told.

40,623. That is a means of bringing the acquisition of French and German within the reach of the poorest people?—Yes.

(*Mr. Graham Wallas.*) The special scholarships for going abroad are very few.

(*Chairman.*) But there are some.

(*Mr. Graham Wallas.*) I think they are entirely held by teachers.

40,624. (*Chairman.*) But surely that system may be developed?—I think it is a fair question as to what position French and German should have. I do not mean they should not have a good position, but I do not like to see them in a position which enables the Foreign Office to exclude such a very great amount of merit; that is all. May I say a word about the question of pay?

40,625. Yes, certainly. The question of pay is a most important one?—I do not believe that any rank in society is really free from the possibility of being in some way or other influenced by pecuniary considerations. I do not accept the view that a university education, or a very high rank or a long pedigree, makes it impossible that a man may under certain conditions yield to pecuniary inducements. Surely it is amazing that the Foreign Office should have gone on so long as it has done on this system of getting important services from men for years and paying them either nothing or very little, or much less than they can live upon. It is not at all an answer to say, "We insist upon their having 400*l.* a year." That is quite true; but supposing after three or four years the man loses his 400*l.* a year, or it drops to 300*l.* or 200*l.*, I do not suppose they immediately exclude him from the Foreign Office or the Diplomatic Service, but he is obviously immediately in difficulties. Even 400*l.* a year does not preclude you from being in difficulties. I do not know what other people's experience is, but I should not like to have to maintain a position in a foreign capital on 400*l.* or 500*l.* a year. Therefore, I say that one of the first things that ought to be done—and I am amazed that it has not been done long ago, and it seems to me surprising that it should require a Commission in order to make this change—is, that people should be paid a living wage in this Service. If you cannot afford more for the Foreign Office, the Diplomatic Service, and the Consular Service than you can at present, then I would say reduce the numbers and divide up the money so that they should all have a living wage. Another plan would be to give them more and increase the taxation. Another plan would be to give them more and economise in some other direction. For instance, you might reduce the size of a Dreadnought for one year, which would probably provide enough money for the purpose.

40,626. (*Mr. Holt.*) The interest on that sum would provide you with enough for all eternity?—Might I say a word about amalgamation?

40,627. (*Chairman.*) Amalgamation of all three Services, or of the Foreign Office and Diplomatic Service?—My view is that the amalgamation of the Foreign Office with the Diplomatic Service would be a good thing.

40,628. Will you please restrict yourself to that before you go on to the Consular Service?—But amalgamation with the Consular Service would be a much better thing.

40,629. But it would be more difficult?—It would be more difficult.

40,630. We will take that afterwards, if you please.—As to the first question I have really not much to

add to what has been already said. I think it is clearly a good thing, and I merely record my own impression—an impression that is taken from other people. I do not think it necessary for me to argue it. I believe you know the arguments much better than I do; you must have heard them. To put it quite briefly, I do not believe in having a Service which is divided into two water-tight compartments, one of which is supposed to be supervising the other and promoting the other. I think there ought to be perfect communication between the two. I believe that applies to the Consular Service also, and the reason why I want to see the Consular Service amalgamated with the Foreign Office is, that you then throw into the Foreign Office and diplomacy the classes which are now excluded. You would immediately have men of experience who have earned their livelihood and been accustomed to do it, and who have grown up in, shall I say, humble or commercial surroundings—some of them, not many perhaps.

40,631. Would you alter the entrance examination in any respect? Would you insist on better education?—I am not sufficiently familiar with the examination for the Consular Service to be able to say why it is that the consular officers, especially in the Near East, are so infinitely superior on an average in calibre to the diplomatic officers.

40,632. Is that the fact?—I think it is a matter of notoriety. Anybody who has travelled in the Balkans or Turkey, or Russia, and has met both types, could hardly have much doubt about it. What the reason is I do not quite know.

40,633. I hardly think that statement would be accepted generally. We have had before us an apparently competent officer from the Consular Service in the Near East, who, comparing his own service with the Diplomatic Service, thought they were not on the same level?—Far be it from me to say that every consul in the Near East would make a good Ambassador. I am not saying that, but there are some who would make first class Ambassadors.

40,634. Some have. There is the case of Sir William White, for instance. That is the case of the exceptional man?—He is not so very exceptional, I think. There are a good many first-rate men as consular officers.

40,635. And the work that consular officers do in the Near East is not so much commercial as diplomatic, while actual practice and responsibility bring a man forward and develop the capacity that may lie in him, independent of education. But that is appealing to the exceptional case. The point I wish to bring before you is, that if you amalgamate the three services—the Foreign Office, the Diplomatic Service, and the Consular Service—there ought to be something like equality in the method of recruitment?—Yes, I suppose there ought to be; but by amalgamating I only mean that it should be recognised as a perfectly proper and ordinary thing for a man who happens to be in the Consular Service to be put into a diplomatic position, or *vice versa*; that is to say, if they develop the sort of qualities that are wanted there should be no question that it is a perfectly proper thing to do.

40,636. At the present time it is, I understand, admissible. It is possible, but it does not often happen?—And it creates a good deal of friction, I understand.

40,637. You would have such promotions, then, more a matter of course?—Yes.

40,638. But you would insist upon selection?—I was thinking, for instance, of positions like Constantinople or Athens or Vienna. I am certain that where there is a vacancy in an embassy like those it would be proper to consider very carefully the qualifications of the leading consular officers in the neighbourhood who know the ground so thoroughly and are often shrewd statesmen.

40,639. (*Mr. Boutwood.*) In fact you want to bridge the gap between the two services rather than have a formal amalgamation?—Yes; I do not care about the formality. Probably it is not desirable for this, among other reasons, that we have a system (that is sometimes very good) of appointing a consul-general who is an honorary person, and who very much appre-



11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

ciates the honour. I do not say it is always a success, but it is sometimes a great success.

40,640. (*Chairman.*) Your suggestions would, I presume, be altogether restricted to the paid Consular Service?—Quite so. I should not like to hamper the freedom of the Consular Service by what you may call a formal amalgamation which might make honorary appointments difficult.

40,641. Is there any other point you wish to mention?—I think I have put my main points: that you should throw open the gate to merit, that any citizen of the United Kingdom, whatever his birth, fortune, or religion, should be qualified to stand for the entrance examination provided he bears a good character, and, if superiority of brains and good character are held to be insufficient, then I should be quite ready to agree that on a *viva voce* examination marks should be given for manners, appearance, and address, but not for family or other connections.

40,642. So that it would be possible that a person who was rejected on account of address and manners might nevertheless be successful in the competition?—Yes; and in that case he would probably be sent into the Foreign Office itself, where that quality is not so important; or into the Consular Service, where you may say that address and manners really are not important, but where more substantial qualities are required.

40,643. Then you would reject a committee of inspection or elimination and would rely upon marks?—A *viva voce* examination by a committee would, I think, meet the case; as to whether the committee should be a separate committee or should be the examiners, I have no reason for supposing that examiners are always good judges of address and appearance.

40,644. The two conflicting theories, if I may say so, are these: (1) that there should be a Committee of Elimination (adopting Mr. Holt's word) which should sit prior to the examination, and that those who were eliminated by the committee should not appear at the examination?—I do not like that plan at all.

40,645. That is one plan; and the other plan is that an examination should be held, part of the procedure of which should be inspection by a committee (a kind of *viva voce* examination) which would give marks for address, demeanour, and so forth. This second plan would not be an effective way of eliminating an undesirable candidate?—I do not want to eliminate a man who appears to be undesirable on the ground of his address, or his looks, or his manners, because you may be excluding the great diplomatist, or the great business diplomatist of the future.

40,646. And your proposal is to find a place for him either in the Foreign Office or in the Consular Service?—If he was a man of superb brain power, certainly.

40,647. If you did find a place for him in the Foreign Office, the Diplomatic Service being, on our assumption, interchangeable with the Foreign Office, there would still be a difficulty?—The interchangeability does not mean that a man *must* go from one to the other.

40,648. I see your point; if he persists in wanting to go into the Diplomatic Service you would say to him, "No, we will not send you"?—That is my point exactly; you would let him be run up the Foreign Office ladder, but you would not send him out into the Diplomatic Service.

40,649. Then he would have the grievance of not being on the same footing with the rest of his colleagues?—Some people prefer the office.

40,650. (*Mr. Holt.*) Surely if a man had great brain power you would ascertain it from his looks. That is the best way to ascertain it?—I thought the idea of a Committee of Elimination was to say: "This is a rough sort of fellow who will never do for the Diplomatic Service; therefore he shall not even come into the examination." I would like to avoid that. I do not like that idea at all, because I think you might make a great mistake. I think I have said enough on the point of the Council or Board. I attach a good deal of importance to it. I do not know whether it has been proposed otherwise.

40,651. (*Miss Haldane.*) Would you exclude from the Service those outside the United Kingdom?—Yes, I should. After all, the United Kingdom pays for it. I do not think it fair to allow people from the Colonies who do not contribute to enter. Of course, if they contributed it would be a different story. As to this Committee or Board, my idea is that a Board is the only way in which you can get first-class financiers and commercial men to serve the country. They can give you a day or an afternoon a fortnight, but they could not possibly give you their whole services.

40,652. (*Chairman.*) Am I correct in thinking that you are not very familiar with this Advisory Committee on Commercial Intelligence which is attached to the Board of Trade now? It was formed, or reorganised, some three years ago, and I have its first report now before me. The committee consists of the following groups of gentlemen: Four official members—the President of the Board of Trade, the Permanent Secretary to the Board of Trade, the Parliamentary Secretary to the Board of Trade, and the Assistant Secretary of the Commercial Department of the Board of Trade; next representatives of other Government Departments—the Colonial Office, the India Office, and the Foreign Office; next come representatives of the self-governing Colonies—the late Lord Strathcona was one; Sir George Reid, Sir William Hall Jones, and Mr. Henry Birchenough; then follow fifteen names, representatives of trade and commerce—the late Lord Avebury, Sir F. Forbes Adam, Sir Alfred Bateman, Sir Hugh Bell, Mr. Frederick Brittain, Mr. Henry Brock, Mr. George H. Cox, Mr. T. Craig-Brown, Mr. W. H. Mitchell, Mr. E. Parkes, M.P., Sir Albert Rollit, Lord Rotherham, Sir Albert Spicer, Mr. D. A. Thomas, M.P., and Mr. R. Thompson, M.P. These are all representative men?—There are certainly several very good men there, but I wonder if they attend. I can hardly conceive that they all attend.

40,653. It is said the meetings are so timed as to secure a large attendance. The committee deals with such business as the following:—Questions connected with commercial intelligence, foreign tariffs, commercial missions, participation in the San Francisco Exhibition, proposals for the collection of colonial and foreign legal decisions affecting commerce, proposals for the formation of British trade associations for Central America, the possible effect on British trade of the exemption of vessels engaged in the United States coasting trade from Panama dues, the probable effect on British trade of the Italian annexation of Tripoli, legitimation by the Board of Trade of certificates issued by the British Chamber of Commerce in Paris for commercial travellers. All these are matters of wide scope and importance?—But there is a large official element; in fact the official and semi-official element seems to be predominant. If I might suggest it, the Panama Exhibition is a very good case in point. Here you have the House of Commons with a largely predominant desire that the Government should be represented at the Exhibition. The Government decides not to, except by means of a mission of battleships which is going to be sent; they will not have any mission of trade. Then they tried to get at the Prime Minister, and talk to him about it. This Committee you have mentioned sits upon it. The official view is well known; the Government has taken that line, and, of course, they do nothing. They cannot do anything.

40,654. Well, let us disregard for the moment the four official members who may conceivably be influenced by the views you indicate; let us also omit the representatives of other Government departments. That I think takes out eight altogether. Would you say that the representatives of the self-governing Dominions are liable to be influenced?—Yes, I should certainly.

40,655. Even if that be so, and we omit them—that is 12 altogether—you have still the 15 commercial representatives?—I know some of those gentlemen, and I think I could be pretty sure that they would not be there. They are not much in London.

40,656. At any rate, that is the kind of body you contemplate creating?—I would not have the official element, or certainly it should be very small.

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

40,657. But reducing the official element, that is still the kind of body which you think might with advantage be attached to the Foreign Office?—I do indeed.

40,658. Then would it make much difference if the committee were attached to the Board of Trade instead of to the Foreign Office?—I think it would make all the difference. Perhaps I may give one or two little illustrations. First of all I would say that you have got that body and you have got the Board of Trade, and we may assume that that body and the Board of Trade are both interested in commercial questions, and would like to see them settled. Take the Portuguese tariffs as an illustration. About four years ago the Germans made a special commercial treaty with Portugal. They had a very good man at Lisbon, and they got the thing through. It was at about the time of the Revolution. Things were very difficult there, and they were very pleased to be on good terms with Germany. Our representatives at Lisbon were quarrelling about minor matters with the Portuguese Government and the Germans got this treaty through. For four years we have been accepting all Portuguese articles on free trade terms and Germany has been taxing them all that time. For four years the German exports to Portugal have been treated better than English exports to Portugal. In some particular cases the tax on English exports to Portugal has been three or four times as much as the tax on German articles. I know of cases of English goods having been actually shipped to Hamburg in order to be reshipped afterwards as German goods to Lisbon and Oporto. If you had had a competent office that took any intelligent interest in trade it is inconceivable that such a state of things could ever have occurred. If anybody wants to find out what the consular officers abroad think of it they must go and talk to the consular officers. There is another case I should like to mention, and that is the case of loans for armaments, and loans generally. The Foreign Office has formulated no principles or rules, so far as I am aware, about foreign loans or about the open door, or about concessions, or—and this is a special point in loans—about the financing of loans in London for wars and for armaments abroad. I think that the Foreign Office regards commerce much as the Homeric heroes or the Samurai of Japan used to regard it. This is one of my principal points against them, that the only kind, or almost the only kind of commerce that finds favour in the embassies abroad and with the Foreign Office is the commerce in armaments, whose agents—I am speaking now of armament companies—are usually ex-officials of Government departments, or ex-officers of the Army and Navy, or members of the aristocracy; and these gentlemen are received and assisted by, I think I may say, almost every embassy. But as to the other commercial travellers, if they travel in soap, if they travel in Lancashire cotton or West Riding cloth, or Nottingham lace, or Dundee sacking, or Leicester hosiery, or the tools and machinery of the Midlands and the North, you do not meet those unfortunate commercial travellers at dinner at the embassies. In fact all the things upon which Great Britain lives and flourishes and supports her State services and her officers are apt to be cold shouldered in a very different way, I may say, from the way in which they are treated by the foreign offices of our rivals.

40,659. If you were asked to produce an actual concrete instance of what you say, should you be prepared to do it?—I do not see how I can prove a thing like that. I do not see how I could bring up members of the embassies to ask them if they ever remembered meeting a commercial traveller.

40,660. Have you in your mind, in making that statement, any actual instances?—Yes, I have definite instances, but not definite instances that I could produce, for reasons which I think you can easily understand. I could easily produce proofs—and I will give one or two, if I may—that our Government does give assistance constantly and regularly to the armament firms. I will give, if I may, one case, which I think is sufficient, because it is a very strong one. At the present moment there are two Naval missions, as they are called, operating in Constantinople and in Athens. It has been

pretty clearly stated in *The Times* and other papers as to what their business is. Their business is to assist the Governments of Turkey and Greece, and, perhaps I might add, to encourage them, to strengthen their Navies in view of the danger that they may be at war with one another very shortly. I do not think there is any doubt about this, and I heard about it yesterday from an acquaintance who has just been to Athens. Now, those Naval missions are not there for the purpose of getting contracts for the Germans or the French or the Austrians. There are military missions of Frenchmen there, and, of course, Krupp has his agents there, and so on, and there is a good deal of rivalry at present; but our men are there undoubtedly, I think one may say, for the purpose—and they have succeeded—of getting very large contracts at Constantinople, and, I think, some smaller ones, and they are hoping for more, in Athens.

40,661. (*Mr. Holt.*) What do you mean by a Naval mission?—That is the expression. It is quite a recognised expression.

40,662. Is that something under the auspices of the Government, or do you mean instruction officers sent there?—You may remember, perhaps, that last year Mr. Churchill said that we were very badly off for officers, but the importance of a Naval mission must be judged by the fact that we have been able to spare 12 of the very best officers for Greece and 12 for Turkey for the purpose of these Naval missions.

40,663. You mean they are lent to the Governments of Greece and Turkey?—Yes.

40,664. (*Chairman.*) Are these officers in active service, or are they retired or in the Reserve?—Some of them, I feel sure, were in active employment.

40,665. (*Mr. Holt.*) We have done the same thing for Japan and China in days gone by?—Yes; and our naval attachés are, I think, somewhat on the same principle. I should very much like to know more about it. I know cases of naval attachés who have objected to being expected to do this kind of work—assisting in obtaining contracts. The point I want to make is this, that if we are going to take part in these sort of things there ought to be some people at the Foreign Office, or somebody connected with the Foreign Office, who would put the finance case as against the naval case. If the Foreign Office looks after the interests of armament firms they ought also to have an eye to the interests of British investors. If they are going to send a Naval mission to persuade Turkey and Greece to make big preparations, they ought to send somebody of the Treasury type to warn Greece and Turkey that if they do these things, and take the advice of the Naval missionaries, they will be ruined. What is rather in my mind is that the Foreign Office ought to have a really sound financial department. It has not at present. There is nobody to give out this warning, and it must be remembered that Great Britain is a country which sends out into the world something like 200,000,000*l.* sterling of capital every year, and it is of the greatest interest and importance to us that this capital should not be destroyed, wasted and lost through the efforts of our Foreign Office, and so on; but that we should try to keep countries like Turkey and Greece and Portugal, which are financially dependent upon us, at peace, and acting in a reasonable sort of way. Also we should try to avoid raising their tariffs. This year costly missions have been sent at the public expense to help to sell private battleships and torpedoes to Turkey and Greece. When these countries prove themselves bankrupt our Foreign Office will—I am speaking now of similar cases in the past—probably assist in floating a loan in London, and will almost certainly agree to the raising of tariffs against British merchandise in order that our armament contractors, or foreign armament contractors, may get paid. That has been done over and over again. Then, a few years later, perhaps—or a few months later—this same Foreign Office, which has been so blind up to now, will take part in negotiations by which British investors in those loans—Turkish, Greek, Portuguese, and so forth—will be forced to accept one-half, or one-third of the capital they invested. I say that under a Foreign Office differently organised and differently composed such things would be impos-

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

sible. This reminds me finally to say that one of the things most wanted in the Foreign Office is an admixture of real workers who have known what it is to save money and to earn a livelihood. The Board I have suggested would be composed of some men of this kind. Mr. Bagehot, who was a pretty close critic of public affairs, ascribed Lord Clarendon's success at the Foreign Office to the fact that he belonged to "a very small and a very remarkable class of peers," the class who both inherited their rank and had to earn their bread. Perhaps you will allow me to quote just one short paragraph from that admirable study. Mr. Bagehot said: "It was perhaps the result of Lord Clarendon's early training that he always took great interest in commerce, and whenever he had the power steadily used the agency of the Foreign Office for its advantage. He was much too thoroughly on a level with his time to do this by an aggressive foreign policy. The old notion of fighting for foreign markets, or of intriguing for their exclusive use, had so completely died out that he cannot be praised for being exempt from it. Lord Clarendon used only the legitimate functions for trade purposes. He was especially eager for the collection of actual statistical information by our foreign consuls and embassies. The commencement of their reports on these subjects, and the establishment of the Statistical Department of the Board of Trade were largely owing to his great interest in these objects." That is in his study of Lord Clarendon. In the old days—as a friend wrote to me the other day—when the gentry governed England and formed public opinion, it was not unreasonable that foreign affairs should be in their hands; but now the landed gentry no longer represent the country, and the character of foreign affairs has been very rapidly changing, commercial and financial and judicial questions are driven to the front. International finance and international law require fine brains and large experience, and diplomacy has failed constantly in both these spheres to the great prejudice of British interests and of the world's progress. Diplomats must have a sufficient knowledge of finance, and they must be assisted by men of experience, so that they shall be able to control financiers instead of being controlled by them, or of being overreached by foreigners. I think the success of Mr. Bryce at Washington may be cited as one of the exceptions which prove the rule, and which show how ineffective is the old routine of gold lace and red tape to cope with the new conditions. If I may just sum up in a word, the inefficiency of the Service—perhaps there may be some doubt as to whether it is inefficient, but I have none—is due partly to airs of superiority and partly to a feeling of unjust inferiority in another branch. The Foreign Office itself is not only exclusive but very secretive, often quite unnecessarily secretive. I can recall instances which have occurred in my journalistic experience in which the Foreign Office has been quite absurdly secretive about things that did not matter in the least; and they might just as well have told the journalists; but no—I think they are rather proud of appearing to know things which are really of no importance at all, and which might just as well be known by everybody. Then I am sure that the Diplomatic Service has been injured by the income condition which bars out the majority of the best men and hampers many of those who have wriggled in; and still more, perhaps, on account of the fact that in the early years of service a living wage cannot be earned. The Consular Service, of course, suffers from want of prospects, and from the sense of inferiority. By amalgamating the three as I have suggested some defects will be corrected.

40,666. All that is rather an expansion of what you have already said?—Yes; and that is really all I have to say.

40,667. But, as I understand your views, you really do not insist on amalgamating the three services?—Perhaps interchangeability is the much better expression.

40,668. (Mr. Graham Wallas.) You propose that on big financial and commercial questions the Foreign Office should be associated with a special board of financial experts?—Yes.

40,669. You also, I understand, propose that there should be another Board who should be consulted as to the fitness of possible candidates for the Diplomatic Service and as to the giving of marks for address and so on?—Yes; I was saying that, in order to meet the possibility of objection, I would much rather have that than a Board which eliminated people on their appearance beforehand.

40,670. The prospects of a young man in the Diplomatic Service and the Consular Service depend essentially upon the places to which he is moved?—Upon promotion, in fact.

40,671. Promotion or appointment from one place to another?—Yes.

40,672. Would you propose that that, on which really the whole organisation of the system depends, should be also done by a Board rather than by an individual?—I think it would be a very good thing if it could be done to a certain extent by a Board, but I have not personally thought that out carefully. I am not at all sure that if you had an Advisory Board for the Foreign Office they should not have a say in important appointments.

40,673. You would leave it open whether those three Boards, if they existed, should be three separate Boards or whether two of the functions might be one Board?—The Board I suggested as an Advisory Board could not possibly be an Examination Board. I did not think of it in that light at all.

40,674. In effect you do find yourself desiring three Boards—possibly one official and two unofficial—assisting the Foreign Office?—It would seem so.

40,675. You know that in the Foreign Office there is a special Consular Department which controls the consular work?—I am told it has been improved lately, and that they have introduced a system of inspection, which was very much needed.

40,676. But the inspector is not a member of the department; he is simply a consul with a district abroad whose duty it is to travel from time to time and see other consuls?—I wanted to say that I consider it extremely important that the Consular Service should be able to look to some man of real position in the Foreign Office who is watching them and trying to improve them; and the inspectors should be more or less his eyes and his instrument. I do not believe there is anything of that kind.

40,677. There is no man in the Foreign Office now who has had any consular experience?—I am afraid that is so.

40,678. Does that seem to you undesirable?—Certainly, that is obvious.

40,679. Going, for the moment, to the men who are borne on the Foreign Office list and are in the permanent service of the Foreign Office, you desire that there should be a certain number of men with experience of both finance and commerce who should be actually in the service of the Foreign Office?—Yes. There are two ways of getting that. I do not want to say that you must necessarily go to a man of 40 in the City, which is one method and not a bad method; but another method, which might be a very good method too, would be, when you have caught your good man, to give him a commercial training.

40,680. In any case you would have to pay salaries which would seem somewhat attractive even in the City?—I would not say in any case. In the latter case you would not do that, but if you wanted to get hold of the right man of 40, I am afraid you would have to give a good deal. I think it would be possible to get a man for, perhaps, 2,000*l.* a year.

40,681. Again, going to the permanent foreign service, you desire that there should be recruited into it some man who has a European reputation as an international lawyer?—No, I would not say a man of European reputation as an international lawyer, because some international lawyers who have a semi-European or perhaps a European reputation are just the kind of men you would not want.

40,682. But, at any rate, one who deserves a European reputation?—Certainly.

40,683. A really distinguished and trained international lawyer?—It does sometimes occur that there is

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

a man who is a good lawyer and who also knows a good deal about business, commerce, and so forth. That is the kind of man. If I may give one illustration which I had intended to give: There have been cases of a kind where you have wanted very much at the Foreign Office to have some element of commercial law, and you have not had it. I remember one case where that absence of any knowledge of commercial law and commercial opinion was very conspicuous indeed, and it was very unfortunate.

40,684. (*Chairman.*) Was it in the nature of interpretation?—I was thinking for the moment of the Declaration of London. The Foreign Office committed itself to that declaration without consulting commercial opinion in the country at all, and the result was that certain persons—very competent people—went round to Chambers of Commerce and persuaded them to take a line against the Declaration of London. I am not saying whether the Declaration of London was right or wrong; but, whether it was right or wrong, it was to my mind an extraordinarily foolish thing for the Foreign Office to put the thing through without consulting shipping opinion.

40,685. (*Mr. Holt.*) They would probably have got shipping opinion on their side if they had consulted them beforehand?—It is possible that they would.

40,686. (*Chairman.*) In such a case as that, would it not be open to the Foreign Office to refer the matter for opinion to the law officers of the Crown?—Yes, but then, of course, comes in the question, What about the Attorney-General? Has he any spare time?

40,687. But if it is referred to him, he has very competent men in his office, and he would be responsible for their opinion. At all events the Foreign Office could have the opinion of the law officers of the Crown?—Yes, I believe they would sometimes have done better if they had obtained such an opinion.

40,688. (*Mr. Graham Wallas.*) Anyhow, you desire that the Foreign Office should have access to the best possible opinion both upon international law and upon commercial law?—Certainly. They have access in a sense. I suppose they could, if they liked, take opinion, but I do not think they do like.

40,689. I understand from your evidence as to the relations of the Foreign Office with journalism, that the Foreign Office has no recognised or systematic system of giving information to the Press?—No.

40,690. But in the absence of such a system an unrecognised and informal giving out of information to the Press does take place?—Yes, I am sure it does. I think that the criticism I make of the Foreign Office applies to some other Government departments. You exchange news for views; you give titbits of news and expect to be supported in your policy.

40,691. If there was a systematic arrangement which everybody could appeal to as a matter of right, that would prevent the exchange of news for views?—Yes. I was listening to Sir Edward Grey the other night at a banquet and he said how desirable it was that diplomacy should be in the sunshine of publicity, and so on. I could not help remarking afterwards that if the Foreign Office would give out a little more daylight, then they might deserve a little more sunshine; but we have not obtained enough information from them very often.

40,692. In fact, now anybody who can go into the Foreign Office and is a person whom they consider as their social equal and personally sympathetic to themselves would find that he is very well attended to?—Yes. There are one or two journalists who make a point of being on friendly terms with persons in the Foreign Office.

40,693. And would not you say that one of the dangers of recruiting the Foreign Office solely from one social caste is that that class is very accessible to members of its own class but very inaccessible to persons not of its own class?—That is true, and at the same time members of all classes have to support it.

40,694. I said "personally sympathetic"?—He has to be very sympathetic.

40,695. (*Mrs. Deane Streetfeild.*) I do not remember whether you said anything about the recruitment for the Consular Service. Have you any view at all as to

what special training, if any, would be desirable for applicants for the Consular Service?—My own view rather is, that you should catch your good men and then give them special training.

40,696. For the Consular Service as well as for the Diplomatic Service?—Yes. Perhaps it is my own prejudice, but I have a great belief in examinations of the type of the Oxford Greats examination.

40,697. For the Consular Service?—Yes, for any public service.

40,698. (*Chairman.*) And then subject them to technical training afterwards?—Yes; but perhaps my opinion on that point is not of any particular value.

40,699. (*Mrs. Deane Streetfeild.*) That would mean that you would have to raise the salaries of the Consular Service a good deal?—I do not see how you can get out of that. If you want efficiency in this Service I think the salaries would have to be raised.

40,700. (*Chairman.*) What salary do you think a Consul-General ought to receive?—I think it depends partly upon where he is.

40,701. Let us consider the salary first, and then if the consular officer is stationed in a very expensive place we may consider the question of giving him a local allowance?—It came to my personal knowledge a year or two ago that a consul receiving 700*l.* or 800*l.* a year in a great foreign city had to live under such poor conditions that his wife actually gave lessons in order to add to the income.

40,702. So far as you can judge, would a scale of salary commencing with 300*l.* to 500*l.* a year for vice-consuls, and progressing to 600*l.* to 800*l.* a year for consuls, and for Consul-Generals from 900*l.* to 1,200*l.* be adequate, supplemented in expensive places by local allowances?—I am afraid that is not adequate.

40,703. To what pay ought a Consul-General to attain? Would 1,500*l.* a year suffice, do you think?—I should have thought 2,000*l.* would be more like it; that is to say, a Consul-General is a man who ought to be ready and would be ready, I think, if he could afford it, to give a little hospitality to British subjects who are travelling, and so on. He has to keep up a position. Take a place like Moscow or Warsaw, or Rio, or Oporto, or Barcelona. Those are great centres and the British representative ought not to be in a back street. Take Riga; it is absurd that our representative should be housed in the way that he is, and that he should not take a leading part in the life of the city.

40,704. (*Mr. Boutwood.*) You spoke about catching your consular officers young and giving them a commercial training. What is a commercial training?—If we had a good man, say at a place like Riga—(we ought to have a great Consul-General at Riga, but we have not)—you could not do better than send a young fellow whom you had caught in that way to Riga. Just look at the advantages: he would be in one of the most rapidly developing towns in Europe; he would see all about the timber trade, the flax trade, the hemp trade, and so on; he would learn Russian, and he would learn German, and he would be in what ought to be a bustling and important office. The Germans have about eight or ten young fellows working almost night and day at Riga in their office.

40,705. One or two witnesses who have been before us used virtually the same phrase, but by it, they apparently meant putting a man through a university commercial course, and then sending him for a year or two to a commercial house. That is not what you have in mind?—I do not think that is necessary. I think he would be waiting too long.

40,706. You have in mind, really, a commercial training inside the Service?—It might be either that, or he might go to some big shipping or commercial firm for six months. That would be quite worth doing in certain cases, but he would learn a lot of business in a good consular office.

40,707. Speaking of armament firms, you mentioned those in connection with the general question of the treatment of British commercial interests, and you said—and apparently attached some significance to it—that if you travelled in armaments you would be invited to the embassy dinner, but if you travelled in soap you probably would not. Invitations to embassy dinners

11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

are largely governed by personal and social considerations, and the man's business in soap might receive full attention in official hours even although he did not receive much attention in unofficial hours?—There is a great deal in that. I do not want to press the distinction too far.

40,708. But to get behind that illustration, do you really mean that the more sober side of commerce is rather ignored in the official Diplomatic Service?—Certainly. They do not know anything about it to start with, and they do not care anything about it. One reason why armament firms interest them in a way is that they are connected with the Naval Service. They have naval attachés in a good many centres for that purpose, and so there is a sort of official connection, as well as the social one.

40,709. I was not quite clear what your opinion was about those annual consular reports. You speak of them having a certain statistical value. Do you think they have any other value?—Some of them have. There are some reports from Frankfort which are good, and some of the Russian and Brazilian reports are good. The Russian reports, of course, would be extraordinarily interesting if we were properly represented in Russia. You want good consular reports from places like Russia, Brazil, and so on, but you do not require them so much from Germany or France, because they have good newspapers in those countries.

40,710. So you would not, generally speaking, concur in the view that reading the annual consular reports was somewhat like reading a last year's novel?—Some of these reports from very out-of-the-way places giving you statistics even of two years ago are valuable, because you want to be able to measure in your own mind what sort of a position the place has, and, although two years is some time, still, it is of some use, and it is not always the fault of the officers that the statistics are so late. It is generally the fault of the little South American Republics, and so on, when statistics are stale and imperfect.

40,711. Very different answers have been given before the Commission on the point about the interest that the Diplomatic Service takes in what you may call the non-official developments of life and opinion in foreign countries. Do I rightly gather that you think on the whole the Diplomatic Service does not take as much interest in these matters as it might?—I think very often it does not. It depends entirely on who is there. I have instances in mind of a period at which our legation in an important city was entirely ignorant of what was really going on just before a revolution; and afterwards it became very much more alive to the situation, and new men went there and it was very much better.

40,712. Some who have more or less held that same view have attributed it to social pre-occupations which are more or less natural to the class of man who finds his way into the Diplomatic Service. Would that be your explanation, too?—Doubtless there is a great deal in that. There is no man who went in for what you call "social pre-occupations" more often than Mr. Bryce, but he made them the means of securing information from all classes in the United States. But the ordinary diplomat does not.

40,713. (Chairman.) We have been told that that is what he does principally, and that when he goes into society his really important work begins. He has not much office work, but when the office closes and he goes into society then his real day's work begins. It is then he hears what is going on in the diplomatic world, and communicates with his colleagues of other nations and with politicians?—He has a very restricted idea, if I may say so, of what society is. Mr. Bryce had not a restricted idea.

40,714. (Mr. Boutwood.) When you were speaking of the Committee of Selection, or Committee of Elimination—call it what you like—you rather put forward the thought that the Diplomatic Service, as at present constituted, is more or less composed of a caste, or has a certain predominant social colouring. Yet we have it in evidence that the existing Committee of Selection at the Foreign Office never makes any inquiries

as to a man's antecedents?—Perhaps it knows them without making inquiry.

40,715. With regard to the unpaid consuls, we have heard two sets of opinions, I think, before this Commission. One witness practically said that within his experience they could not do much work, and did not even do the work they could, and others have spoken in precisely opposite terms. To which of those opinions do you incline?—It entirely, of course, depends upon which of the unpaid consuls you happen to know. Some of them are quite different to others, and there are some men who do a great deal of work. They feel it is a very distinguished position. They may not do much office work, but they will do a great deal for an Englishman who happens to be travelling, if he has got a proper introduction to them, and so on.

40,716. There are a very large number of them, and, speaking of them in the mass, do you think that they form a valuable part of the Consular Service, or would you like to see them largely replaced by the regular paid consuls?—I think it is rather a question of what you can afford to do, and I would suggest that there is a certain parallel at home in the case of stipendiary magistrates. There may be towns where it is very desirable to have stipendiary magistrates, and so on. I should not like to commit myself to the idea that all honorary officers ought to be abolished—not under present conditions, certainly.

40,717. (Mr. Holt.) With regard to the legal adviser, would it approve itself to you as expedient that the Foreign Office in such a case as you have given of the Naval Prize Bill—the Declaration of London—should take expert advice, on that particular subject, from a recognised expert on that question without being committed to his opinion generally?—Yes; but I rather believe in the theory that they should have two or three men of broad, and, if possible, different views in law. We all know that lawyers are just as different in their opinions as other men. You want two or three in the office, I think. But when a question of that importance comes up there should be a consultation with leading representatives, as I say, of commerce, shipping, and so forth. One could easily mention the kind of men they ought to call in to ask what views the shipping, commercial, and business men take. It is the same in preparations for the Hague Conference, I think.

40,718. Why should they not get the suitable lawyer and pay him a fee for that job instead of keeping a second-class tame lawyer on the premises?—I am afraid I cannot quite agree with you if you mean that they should not have a first-class lawyer on the premises. International developments of that kind are so tremendous now—legally and commercially—that you cannot afford to depend upon a person who is right outside.

40,719. (Chairman.) There is a legal department in the Foreign Office now?—There is one already, and I think that ought to be strengthened, certainly.

40,720. (Mr. Holt.) You would like to strengthen the existing legal department by getting in a man, when a vacancy occurs, of recognised position?—Yes, I think you ought to have two or three first-class men. I do not say that they should necessarily spend all their time there. It is possible that you might get a good professor and arrange with him that he should give up a certain amount of his time to Foreign Office work.

40,721. You might give him a retainer as consulting adviser?—Quite so.

40,722. And a special fee when you sent for him?—Yes; and in the same way with the idea of a commercial lawyer—you might do the same. I think it very desirable that there should be a big commercial lawyer attached to the Foreign Office.

40,723. Surely you would get a much better man by paying him a retaining fee and sending for him at the appropriate time and then paying him a large sum for the particular work?—Yes, but that does not get over the necessity of having a good man in the office, because the office might not send for this outside lawyer when you and I might think they ought to send for him.



11 June 1914.]

Mr. FRANCIS W. HIRST.

[Continued.]

40,724. But in the case of a man in the office you want a man humble enough to recognise that he has to send for somebody else?—Perhaps so.

40,725. It is like the ordinary medical practitioner sending for a specialist?—Yes.

40,726. You were talking about the Foreign Office and finance. Do you think that the Foreign Office ought to interfere in any way in the flotation of loans in this country?—That is a very difficult question to answer off-hand. Under absolutely ideal circumstances it might be possible to say no, but as a matter of fact, I believe it always has interfered although it has always said that it has never interfered.

40,727. If you accept the doctrine that you are not to use force to collect debts, why should the Foreign Office interfere at all?—I would suggest to you that there are other reasons. Suppose two small countries went to war. Is it desirable that one of them should carry on the war by the help of loans raised in London and the other by the help of loans raised in Paris? Ought not the Foreign Office or somebody to have something to say in a case of that sort? There is a very well-known case in recent times of two great countries having gone to war and having financed themselves in that way.

40,728. (*Mr. Philip Snowden.*) But would not that be for the Foreign Office to take sides in the matter?—You mean if they interfered?

40,729. Yes?—They would not be interfering; they would be saying "No, we must be neutral, and therefore we must not supply either belligerent with the sinews of war."

40,730. (*Mr. Holt.*) As regards this publication by the Foreign Office of business news, is it in the least likely that a Government department can ascertain what is going to happen better than the agents of private firms?—I should think not very often, but I think there may be some cases where the embassy may have information which ought to be made available for investors and people with large commercial dealings.

40,731. I can see the point as regards investors, but as regards traders do you think the Government can possibly have as much information as the agents of the traders themselves?—I think that traders with Governments might. For instance, I remember a case of a Government which had been for a long time on the verge of bankruptcy, and at one time when it was really on the verge of bankruptcy ordinary folk did not know it, but a friend of mine had a very large coal contract with it, and certainly if he had known what the position of the Government really was he would not have given them as much coal as he did.

40,732. But do you think it is the business of the Government of this country to warn a coal merchant that one of his customers may not be a person to whom credit should be given?—Yes, I do. I think that warning and caution are one of the functions of an intelligence department of that kind.

40,733. You think that the State ought to provide that sort of intelligence to private traders?—Yes, I think it is desirable that there should be a bureau to which traders could apply in case there was information available. I do not say that the Foreign Office ought to devote all its energies to acquiring information of that kind, but I think they ought to have their eyes and ears open, and that when they have information they should not secrete it, but should use it in a sensible way.

40,734. (*Chairman.*) Do you not think that would impose on them the duty of verifying their information by making all sorts of private inquiries?—I should not object to that.

40,735. (*Mr. Holt.*) Do you not think it is a very dangerous thing for a Government to publish or circulate unfavourable prognostications with regard to another Government?—Yes, I quite agree; the thing must be done very discreetly. I think one may be quite sure that it would be done discreetly—that it is done discreetly, but I think at the present time the value of the Foreign Office or the uses of the Foreign Office are mainly confined to a small caste and their friends. I

should like such information as it possessed to be more freely available.

40,736. Apart from dealings between Governments, is it not under any circumstances a very difficult and delicate thing to put about your view that somebody is going bankrupt, supposing it happened to be incorrect?—I quite agree. I would rather not press that particular case. I did not mean it to be pressed at all; it is only one of the cases that occurred to me where you might have a certain amount of information that might be made more or less available.

40,737. You were speaking about acquiring a knowledge of French and German. You are probably aware that French is the official language of diplomacy?—Yes, I suppose that is so. But you are not bound if you are in Washington, for instance, to speak French.

40,738. But it is nevertheless the official language of diplomacy?—It is the most used language, I suppose.

40,739. No, more than that; it is the official language. Take the Convention of London, for instance; you are probably aware that the original text is in French?—Yes.

40,740. And you are probably also aware that one of the most disputed points related to the translation?—Yes, I remember.

40,741. (*Chairman.*) Does Germany recognise French as the official language of diplomacy?—I understood that even Sir Edward Grey did not recognise French as the official language.

40,742. (*Mr. Holt.*) I think I am right in putting it in this way, that French is the official language in this sense, that if several nations were concerned French would be used, and a document relating to three or four nations would be in French?—I think Sir Edward Grey addressed the Balkan Delegates at the time of the Peace Conference in English.

40,743. That was not an official document. Supposing there is an international agreement, the official text is in French?—Yes, I dare say it is. I do not know whether you want an admission from me on that subject. I was not sure myself whether you could describe it as the official language, but pray use whatever admission is required for the purpose of your argument.

40,744. Assuming that I am correct in saying that French is the official language of diplomacy, it does become of very great importance, I understand, that a diplomatist should be a first-class French scholar, having regard to trouble that may arise from mis-translation?—I do not want to make an admission of that kind. Personally my submission is entirely different from that. What I say is that if it be desirable to have a first-class French scholar, you can make one very quickly, and a very good one.

40,745. Would you object to a system under which a candidate was appointed temporarily, subject to his subsequently acquiring a first-class knowledge of French or German?—If needed, you mean?

40,746. That is so. Supposing you have an examination in the Oxford Greats subjects, you then select a candidate and say, "We will appoint you if within twelve months you acquire a first-class knowledge of French or German"; would you see any objection to that?—No, I do not see any particular objection, but I do not think it is necessary personally. I think there will always be plenty of people in the Foreign Office and in the Diplomatic Service who know French very well.

40,747. You think you could trust to that?—A very large number of our diplomatists want to know German or Spanish or Russian.

40,748. Would you approve of sending a diplomatist to South America who could not speak Spanish in one part, or Portuguese in another?—No, unless he was sent there to learn the language.

40,749. Would you be surprised to hear that we have had it in evidence that many of the more important chiefs themselves cannot speak Spanish?—I have heard so.

40,750. We have had it in evidence?—I think that is certainly a very great mistake. I think that no man



11 June 1914.]

M<sup>r</sup>. FRANCIS W. HIRST.

[Continued.]

ought to be sent to a responsible position in a country who does not know the language of the country.

40,751. (*Chairman.*) Every diplomat, we are told, is supposed to know French and German, but any other language is not considered in posting the diplomat; a man may be sent to Russia who does not know a word of Russian, or to Italy who does not know a word of Italian?—Personally I regard that fact as a public scandal.

40,752. It is sought to correct that in this way by giving prizes for acquiring a knowledge of the language of the country to which the man is sent?—But you could not give a prize to an Ambassador exactly.

40,753. (*Mr. Holt.*) You have just stated that you regard the non-knowledge of the language of the place as a public scandal, and that brings me to another point. Supposing you were to require a knowledge of the language of the place to which a diplomatist is sent as a condition of his appointment—at any rate in the case of the head man: I am not talking of beginners—seeing that no man could possibly expect to have a knowledge of the languages of the whole world, or very few, that would compel you to confine your individual diplomatist to a comparatively narrow sphere of appointment?—I think I may agree to that. Spanish and Portuguese go together, and Italian practically goes with them; then you have the Slav groups; then you have German, Scandinavian, and French, and you have practically covered it.

40,754. But you would see no objection to a diplomatist being, so to speak, confined to a particular group?—I would not like to see that. I think all I want to do is to secure that they should know the language of the country to which they are sent.

40,755. But you see what the corollary would be?—No, because you have only to send a man there for six months when he is young, and he knows the language.

40,756. But take the case of a Minister or Ambassador, it is not credible that a man who is a good Spanish scholar could also be a good Russian or a good Turkish scholar?—I am not sure about that; it is astonishing how many people know several languages. I think Lord Macdonnell probably will know of people who would know three or four or five languages well.

40,757. (*Chairman.*) Yes, I do.—I have a friend of my own who was at Oxford with me, who knew Turkish, Hungarian, German, French, and, I think, Italian; and one or two other languages quite well.

40,758. (*Mr. Holt.*) You were telling us about the commercial treaty with Portugal; do you think it is possible that the difficulties we have encountered there may be due to our not keeping the same man there long enough consecutively?—I do not think it was due to that.

40,759. Do you not think that if you had kept the right man at Lisbon long enough these difficulties might not have arisen?—But you are probably aware that if you get a really good man at a place like Lisbon he is almost certain to be moved on somewhere else to a better place. I believe there are too many changes.

40,760. If you want to do successful diplomacy, especially of that character, it is probably very necessary to know the local ropes?—I think what is most necessary of all is to realise that you have got to do the thing, and nobody, I think you may be quite sure, at Lisbon had realised that until very recently.

40,761. If a commercial firm wanted to be well represented in a particular place they would not be likely to change their representative frequently?—I suppose not, but you have a far better knowledge than I on such a point as that.

40,762. Having got a good man it would probably be considered a good thing to make it worth his while

to stay there, and not to want to go somewhere else?—That is true naturally. But if they get a good man at the Foreign Office, they may want to promote him.

40,763. And the result of that would be somewhat the same sort of thing as you have in the composition of the Government, where the best men gravitate to certain particular places, and other places are left to less good men?—I think in promotions private and social reasons have great influence.

40,764. (*Mr. Matheson.*) Supposing you appointed to the Foreign Office without having regard to modern languages, I suppose you would put the age for appointment a little earlier, so as to make it about the same age as for the ordinary Civil Service examination?—My mind is rather uncertain about these subjects, and I do not consider myself to be a person who ought to be examined about them, because I am not an expert; but if I might just express the opinion of an ordinary human being on the subject, I think, personally, that if you compelled me to take a decision on this point, and I was in command of the Foreign Office, I should be inclined to have the examination at such a time as would enable me to trap the best men who have gone through a university career; and in addition to that I think it is very desirable to have openings for people at, if necessary, a younger age than university age.

40,765. With regard to promotion and transference from the Consular Service to the Diplomatic Service, do you think that if within the Foreign Office there was a committee on which there were persons who were quite familiar with the personnel of both the Diplomatic and Consular Services, that would go a large way to meeting the case; if there were an advisory committee to advise the Minister before promotion or transference; would that meet your view?—That sounds a good idea. I feel assured that a committee is better than an individual as an adviser of patronage.

40,766. (*Miss Haldane.*) May I ask whether you do not think it would be rather a pity to have the Service practically manned by Oxford Greats men?—Yes, I do.

40,767. You consider it is desirable to have the modern universities represented?—Certainly.

40,768. The new universities and also the Scottish and Irish universities?—Very strongly.

40,769. In fact, I suppose, your idea would be to get the examination system into touch with the educational system of the country?—That seems to be the right thing if you could do it. I do not know whether you could do it by means of one examination.

40,770. That is rather the difficulty, because you might have an examination which dealt more with modern languages, and so on, a knowledge of which would be very desirable?—I hope I have made my objection clear. I have read the evidence of Mr. Stanley Leathes very carefully, and my objection to French and German is that they are at present used, or they seem to be used, as a means of excluding merit. It looks to me very much as if a small select body of wealthy people who have good connections with the Foreign Office, train up their sons for the Foreign Office from a very early age, regardless of expense, and in that way they become very proficient in French and German. Then it looks to me as if this specially small trained body went in as professional athletes into this contest, and of course defeated all the other persons—mere amateurs by comparison—who have not had those special advantages, although they might be very superior in mental equipment.

40,771. But you acknowledge that modern languages might be studied in an educational way?—Yes, I agree. I think that modern languages might be made a gate to merit instead of a gate against merit.

SIR WILLIAM TYRRELL, K.C.M.G., C.B., called and examined.

40,772. (*Chairman.*) Sir William, you are private secretary to the Secretary of State for Foreign Affairs?—I am.

40,773. When did you enter the public service?—In April, 1889.

40,774. Did you enter in the Foreign Office or in the Diplomatic Service?—The Foreign Office.

11 June 1914.]

SIR WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

40,777. Are you an advocate for the complete fusion of the two branches, or would you keep them separate?—I think I should keep them separate under present conditions, because the practical difficulties of amalgamation would be very great, and they would work out unfairly under the present system, where you insist on treating candidates for the Diplomatic Service differently from candidates for the Foreign Office. I think there would be a certain hardship involved if you forced a man who had gone up for the Foreign Office to go abroad.

40,778. That is with reference to the necessity that a diplomat is under, of having private means?—Yes.

40,779. But assuming that both Services were placed on an equality, so far as that matter is concerned?—Then I should be entirely in favour of complete fusion.

40,780. On the assumption that the pay given to the Diplomatic Service should be equal to the pay of the Foreign Office you would bring both Services on the same list for promotion?—No, I do not think I should do that, because the qualifications which tell in favour of a man employed abroad for promotion are not the same as those in the case of a man employed at home.

40,781. But the degree of merit might be the same?—The degree of merit might be the same. Yes, I should have no hesitation in recommending that.

40,782. That, of course, assumes a great change in the existing state of things?—Yes.

40,783. We are anxious to learn from you all about the recruitment of men for the Foreign Office and for the Diplomatic Service; and in the first place we want to know who compose your Selection Board?—There are two permanent members of it, one of whom is the Permanent Under-Secretary of State for the time being, and the other is the private secretary to the Secretary of State for the time being. The other members are selected on each occasion as they happen to be available.

40,784. You take care to represent the foreign side of the Office on the Board?—Yes, we invariably take advantage of the presence of a diplomatist at home on leave to ask him to attend.

40,785. Sir Arthur Nicolson told us that practically anybody who applies may come before the Selection Board?—Yes, broadly speaking, anybody who applies, and is vouched for by people of standing or who are known to the Secretary of State, is allowed to appear before the Board.

40,786. If a distinguished honours man at the university wishes to present himself for examination, will a recommendation from the head of his college be considered sufficient?—Quite.

40,787. It has been stated to us that no questions are ever asked with reference to the parentage or upbringing of a particular candidate; is that so?—I should say that no inquisitional questions are put as regards parentage. You might look upon me as more or less the recruiting officer, and provided that I am satisfied with his recommendations; if for instance he is recommended by the head of his college that would be sufficient for me in the first instance to proceed with the matter. If an opportunity presented itself when I saw him—and they generally come down to see me—I might ask him about his parentage, but it would be more accidental really than general. We leave the inquisition as regards parentage to the successful candidates, and that is done by the Civil Service Commissioners who put them through a very searching list of questions which they get on passing. We have been generally satisfied hitherto with knowing about the man, but we do not inquire much into his parentage.

40,788. When I say his parentage I mean really knowing about his family; who he is?—Yes. In a general kind of way we know about his belongings because, when he appears before the Board of Selection questions are put to him which throw a light upon his upbringing, the schools he has attended, what his tastes are, what particular things he cares for in life, and all that kind of thing.

40,789. Now if these inquiries showed you that he did not come from the upper grades of society; that he came from the people, but in other respects was suitable,

had good manners, and good address, and that his intellectual equipment was satisfactory, would you put him on the list?—Certainly.

40,790. For instance, if such a candidate was the son of a small tradesman, would that fact count at all against him if his ambition led to the Diplomatic Service?—No, provided that he answered to the description of what you expect a man abroad to do, certainly it would not count against him. If he was the son of a small tradesman who had gone to the university with a scholarship, and so on, and who had displayed qualities which fitted him for employment abroad, the parentage question would not come in. If I may say so, I think that is one of the great steps in advance that we have taken by the appointment of the Selection Board. I think that under the former system of nomination pure and simple, parentage counted for a great deal more than it ought to have counted for.

40,791. We have noticed that to a large extent you recruit from men who have been to Eton: Eton has furnished you with a large percentage of the men now in the Service—Eton and the universities, especially Oxford?—I should doubt whether that applies to the recruits we have had in the last five years; I would not be certain. I should certainly say that, speaking generally, they come from the public schools.

40,792. (Mr. Matheson.) I think it was 16 out of 21 in the last six years?—Really. I will not contradict it. I did not realise it.

(Mr. Graham Wallas.) Perhaps I might read out the clerks appointed since 1908. They go as follows: August 1908, Eton, Eton; August 1909, one appointment Eton; August 1910, one appointment Eton, one appointment from Malvern, one from Rugby; August 1911, Radley, Eton, Eton, Wellington; August 1912, Winchester. Then August 1913, Eton, Bedales, Eton, Eton, Rugby. I think the proportion is about two-thirds Eton.

40,793. (Chairman.) I think it may be assumed that Eton has furnished the great majority of your candidates—Eton and Oxford; and Eton and Oxford suggest to one a particular social status. And that is supported by the information given to us as to parentage, to some extent. But you assure us that birth does not really enter into it?—The way in which I should put it is, that these candidates presented themselves and were examined, and passed on their merits. If other candidates presented themselves we should apply the same method. I mean that we have not endeavoured to restrict our choice to these candidates; as it happens those people have presented themselves. Whether it is the impression of a certain number of people that they had no chance and therefore have not presented themselves, I do not know; that is possible. All I can say is, that we have taken no steps to limit our choice to these particular candidates.

40,794. These young gentlemen cannot present themselves for competition without a nomination by the Secretary of State?—That is so.

40,795. When is that nomination given?—On the recommendation of the Board of Selection.

40,796. Is there any possibility of a nomination being promised, or application for a nomination being entertained, before the Board of Selection sits?—Under the present system, no. The machinery now is that a man applies, and when he furnishes the proper credentials and is vouched for by people, say, the head of his college, his name is put on the Secretary of State's list, then he is informed that the Board of Selection meets twice a year, in May and November, and he is asked to inform us when he wishes to present himself; and then he passes before the Board of Selection who examine all the candidates who have presented themselves, and they make a report to the Secretary of State.

40,797. I understand you to say that his name is put on the Secretary of State's list before he appears before the Board of Selection?—I think I have not made myself clear about the terms. The nomination is a permit given to him by the Secretary of State to present himself before the Civil Service Commissioners for examination.

11 June 1914.]

Sir WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

40,798. Is that nomination given after the Board have reported or before?—After.

40,799. There is no nomination or permission necessary for him to appear before the Board of Selection?—No, none at all.

40,800. If he is a boy who has been educated at a private school, he can obtain a nomination?—Absolutely.

40,801. If he is the son of a tradesman who has been educated at a private school and considers himself capable of passing the examination, he may send up his name?—Certainly.

40,802. And it goes upon the Selection Board's list?—Yes.

40,803. Without any requirement as to nomination or permission?—Yes.

40,804. Then he appears before the Board?—Yes.

40,805. Then it depends upon the decision of the Board whether his name will go further to the Secretary of State?—The Board will recommend him to the Secretary of State, either for acceptance or rejection; his name in either case will go before the Secretary of State.

40,806. That is what I mean. He comes before the Board, and the Board decides whether they will recommend him to the Secretary of State for appointment, or whether they will not recommend him?—Yes.

40,807. But whether they recommend him or do not, his name goes before the Secretary of State?—Certainly.

40,808. Then the Secretary of State approves of the appearance before the Civil Service Commissioners of a certain number of men?—Yes, in the final instance it rests with the Secretary of State to approve the recommendation of the Board.

40,809. Does the Secretary of State ever give permission now to a boy to appear before the Civil Service Commissioners who has not appeared before the Board?—No.

40,810. Appearance before the Board is a necessary condition?—*A sine qua non*.

40,811. How do you find out about the possession of the 400*l.* a year private income?—I take the statement of the candidate. I ask him, and he gives that assurance on behalf of his parents.

40,812. Do you require any confirmation from the parents?—Nothing written; it is a personal assurance.

40,813. On the part of the candidate?—On the part of the candidate, on behalf of his parents.

40,814. The parent, of course, knows of the condition?—Oh yes.

40,815. And that is sufficient?—Yes.

40,816. (*Mr. Holt.*) Is this assurance given in response to a printed or written question, or may the question vary in form between one candidate and another?—At the time when we receive an application, we, as a rule, send a memorandum stating the conditions of employment, and one of those conditions is that in the case of diplomatic candidates the parents are expected to guarantee 400*l.* a year.

40,817. (*Chairman.*) And you accept the assurance of the candidate as a compliance on the part of the parent with that condition?—Yes.

40,818. Then if a young gentleman applies for the Diplomatic Service, is brought before the examiners, and passes the examination, he is attached to a Foreign mission as an attaché?—Yes.

40,819. For the first two years he receives nothing?—Nothing.

40,820. And for the next year he receives 100*l.*?—150*l.* I think he starts with.

40,821. That of course is not a living wage?—No.

40,822. He may serve abroad for many years and not get the same amount of pay as a Foreign Office clerk gets?—Whose pay, of course, goes up by increments automatically within a certain grade. No, he does not.

40,823. What pay does a Foreign Office clerk get?—He starts on 200*l.*

40,824. And he rises by increments to 500*l.*?—Yes.

40,825. After serving for two years without pay, a diplomat starts at 150*l.* and he rises by increments of

20*l.* to what sum?—I think he goes in one class up to 300*l.* as second secretary.

40,826. Does he receive a particular pay as third secretary?—Yes.

40,827. What is the pay of a third secretary?—150*l.*

40,828. Rising to what sum?—I believe to 300*l.*

40,829. And the pay of a second secretary?—A second secretary begins at 300*l.* and goes to 500*l.*

40,830. And a first secretary?—A first secretary starts at 500*l.* and goes to 700*l.*

40,831. Then he becomes a councillor; that is the next step?—Then he becomes a councillor.

40,832. What is the pay of a councillor?—It varies at different posts; some get 700*l.*, some get 800*l.*, some get 900*l.*, according to the character of the post.

40,833. The pay of a councillor is then attached to the place?—Yes.

40,834. It is not personal pay, it is attached to the place?—Yes.

40,835. And it varies with the expensiveness of the place?—Yes, but the initial salary of a councillor anyhow is 700*l.*

40,836. To what may it rise? It depends upon the place, as you say?—Yes.

40,837. What is the next grade above that of councillor?—He becomes a minister.

40,838. And above that he becomes an ambassador?—Yes.

40,839. Is there any particular minimum pay attached to the post of minister, or does it vary with the place?—It varies. I should not say that there is a minimum pay.

40,840. It varies with the place?—Yes.

40,841. And in like manner, as we know, an ambassador's pay varies with the place?—Yes.

40,842. So that the pay is a personal pay up to the grade of councillor, and it is attached to the place afterwards?—Yes, for all the higher appointments.

40,843. If you were to make the two Services—the Foreign Office and the Diplomatic Service—interchangeable, you would have, as a preliminary step, to equalize the pay?—Yes, at least. I should say at least.

40,844. I was coming to that. That would be the minimum?—Yes.

40,845. We have been told, and I presume you will confirm it, that living abroad in the Diplomatic Service is more expensive than living in London in the Foreign Office?—Yes.

40,846. In consideration of that fact, it has been suggested that, if the Services are to be really interchangeable, the Foreign Office clerk sent abroad should be given an allowance in addition to pay, and the diplomatist coming to the Foreign Office would draw the Foreign Office pay of his rank. Would such an arrangement as that commend itself to you as a means of getting over the difficulty of pay?—Yes, certainly.

40,847. How do you think that would be received by the Service?—I think it would be well received.

40,848. Do you think it would in any way impose an impediment or inconvenience in the transaction of public business?—No, because it would only be in the very highest posts that such inconvenience might arise, and the Secretary of State would naturally, in such a case, use his judgment to obviate any injury either to the public service or to the individual.

40,849. What local allowance would you consider suitable to attach to the lowest grade of the Service? Take the case of an attaché who now draws nothing: Under the proposed arrangement he would draw 200*l.* a year, rising by increments to the maximum of the grade?—I should say a minimum of 500*l.*

40,850. You would attach a minimum allowance of 500*l.*?—No, I should, by allowance, make up to him a sum of 500*l.* I consider that the minimum, very roughly speaking.

40,851. That is to say, he would for the first year draw 200*l.* pay and 300*l.* local, or compensation, allowance?—Yes.

40,852. After two years he would become a third secretary?—Yes.

11 June 1914.]

Sir WILLIAM TYRRELL, K.C.M.G., C.B.

[Continued.]

40,853. And if his pay was on the same scale as the Foreign Office clerk he would draw pay of about 250*l.* per annum?—Yes.

40,854. Would you attach the 300*l.* allowance to him also, or what compensation allowance for expensiveness of living abroad would you attach to a diplomatist drawing 250*l.* as pay?—I should say, roughly speaking, that I would give him 300*l.*

40,855. You would give 300*l.* right through all the grades, would you?—Yes. That, of course, is on the supposition that he had a private income of 400*l.* a year.

40,856. Under present arrangements he would at that time we have in mind be drawing 150*l.*, and would have a private income of 400*l.*?—Yes.

40,857. Therefore, he would be in possession of 550*l.* a year?—Yes.

40,858. But as the proposed plan excludes the idea of private income from consideration, you think the allowance should be fixed at a sum which will bring the diplomatist's income to 550*l.*; in other words, that it should be 300*l.*?—Yes.

40,859. You would preserve that basis right through?—Yes.

40,860. (*Mr. Holt.*) Do you contemplate the possibility of the local allowance being different in different localities?—I guarded myself by saying that it was rough. There are certain posts, of course, which are very much more expensive than others, not many. I mean that the practical difficulty is not very great.

40,861. (*Chairman.*) But you do not contemplate making the official allowance that you would give him the equivalent of the private income which he must now possess?—No.

40,862. That would be putting too heavy a charge upon the State, and I do not suppose it would be expected?—No.

(*Sir Kenneth Muir-Mackenzie.*) If you do not make some change you would not get rid of the difficulty of which we have heard, that you cannot send a man to a place merely because you think he is the proper man fit for that place because he says, "Oh, that is an expensive place; I cannot live there."

40,863. (*Chairman.*) It is to be presumed that moneyed men will still continue to go into the Service?—Yes.

40,864. (*Mr. Boutwood.*) Sir Arthur Nicolson told us that 700*l.* was the minimum that a man could do with at St. Petersburg. How would you deal with that in the case you were just discussing with the Chairman?—I should regard St. Petersburg as one of the places for exceptional treatment, if you ask me to pick them out.

40,865. So that the allowance would vary?—It would vary, I should say, in about half a dozen places at the utmost; but the 300*l.* local allowance would enable him to live in the average post.

40,866. (*Chairman.*) We have heard a good deal of the great expense imposed upon diplomatists on their transfers or removals from posts. For instance, one gentleman who gave us evidence said that practically for over a series of years transfers cost him 50 per cent. of his pay?—Yes.

40,867. That is a state of things which, when recognised, the Government can scarcely expect people to bear?—Of course the system has prevailed hitherto because the Government has found people willing to submit to it, but there is no justification for it, and personally in my own department, where one of my functions is to move about the more junior men, I am very much handicapped by the fact that a man's expenses are not paid, because you sometimes are face to face with a situation in which you are actually financially penalising a man by sending him to a better post where he can distinguish himself. That post may not have been available last year; it falls vacant this year; you say to him, "Well, here is your chance—go." And he will reply, "I am very grateful, but look at the penalty you put upon me."

40,868. (*Mr. Holt.*) You accept the fact that a man might lose half his salary on removal?—I cannot help it.

40,869. You agree that it may be true that a man may lose half his salary on removal?—Yes, I should

think it is possible. I should not be astonished to hear it, that is how I put it.

40,870. (*Chairman.*) I asked the same witness, Mr. Lindley, whether he could make a suggestion, as to the most suitable way of remedying that difficulty, and he suggested that the German system seemed to him the best, by which a man is recouped his actual expenses?—Yes, I entirely agree with him.

40,871. Keeping, of course, in the hands of the Secretary of State a reasonable control over the disbursement?—Yes.

40,872. For instance, if a man be transferred from Paris to St. Petersburg, and wanted to carry with him a large quantity of valuable furniture, you might reasonably draw the line there?—Yes, it would have to be reasonable expenditure.

40,873. But subject to that condition you consider that that is the proper way of dealing with the matter?—Yes, I have no hesitation in saying so. At the present moment, if I may say so, we are sweating people.

40,874. Coming now to the question of recruitment and the system of examination, it has been suggested to us that insistence upon the high degree of knowledge of modern languages now required at the entrance examination acts as a rule of exclusion against all except the wealthy classes. Does it, in your opinion, act as a rule of exclusion?—I should say that the tendency was in that direction, because in order to acquire the knowledge of French and German which is expected by the Civil Service Commissioners, a man is forced to go and live abroad; that means an extra expenditure of time and money.

40,875. Is it not the fact that the method of recruitment is directed to getting for the Foreign Office the most efficient agents?—Yes.

40,876. And that a knowledge of French and German is absolutely essential for the efficient performance of your work in the Foreign Office and in the Diplomatic Service?—Yes.

40,877. Therefore, although it may tend to work as a rule of exclusion still you cannot recruit an efficient Service otherwise?—That is so.

40,878. I think it was Mr. Lindley who told us that he learned his modern languages after leaving the university, that he went abroad for three years, and then he passed into the Service. But those three years of residence abroad meant a considerable expenditure of private means which only a man of means could afford?—Yes.

40,879. So that unless boys of small means get scholarships, and in that way go abroad to learn French and German as they should be learned, in the countries which speak them, the exclusive tendency of the existing system seems to be inevitable if the Foreign Office is to be served by good linguists?—Yes, inevitable under present conditions.

40,880. Do you think that by restricting the number of marks to 4,000 and not allowing men to compete as in the ordinary Civil Service examinations up to 6,000 marks limit, you are restricting the area of selection?—Yes. I think when these regulations were laid down in 1905 by Lord Lansdowne, the dominating idea at that time was to eliminate the crammer. I know that in drawing them up Lord Lansdowne consulted the authorities at Oxford and Cambridge. Those regulations have now had nine years' trial, and I believe we are now in communication with the Civil Service Commissioners with a view to amending them and increasing the maximum so as to throw our net wider.

40,881. The Civil Service Commissioner made some mention of that to us, but I understood him to mean that he was proposing to increase the number of marks for modern languages only up to 800?—Yes, but I do not think we are going to agree to that. I think we want to raise the maximum now to 6,000, but not under the head of modern languages. Modern languages may be increased by 100 or 200 marks.

40,882. Then is it your intention to have the examination on all fours with that for the Class I. test?—We should like to do so, but I was looking at the correspondence the other day that passed between Lord Lansdowne and some of the university authorities, and I saw that they warned us that if we strove

11 June 1914.]

Sir WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

for the ideal—if, concretely put, we tried to get the Greats men, the first-class classical men, we might lose the history men. In the nature of things I think that the average man who goes in for history is more suited to our purposes than the man who goes in for Greats.

40,883. Will that history school include international law and studies of that kind?—It practically does; so far as I can understand the arrangements, for instance, that they have made at Oxford and Cambridge to give facilities to candidates for the Foreign Office and the Diplomatic Service, they encourage them to take up international law and what I should call cognate subjects. But we are inquiring into that matter now, and shall get into touch again with the universities.

40,884. Are you prepared to answer any questions regarding the Consular Service, or would you prefer not?—I will do so to the best of my ability.

40,885. The question of an amalgamation between the Consular Service and the other two Services, the Foreign Office and the Diplomatic Service, has been urged upon us; what is your general impression upon that point?—The one country where they have done it has been in France, and from all I hear the results have not been satisfactory. The reason why I do not think it answers is that the two Services pursue different objects. The diplomatist is mainly occupied with political work, and the consul is mainly occupied with shipping and commercial work, and by amalgamating two services which are not pursuing the same objects, it seems to me you would be weakening both and not benefiting either. That is broadly my view.

40,886. We were somewhat impressed by the fact that the work on which the Levantine Consular Service is engaged is very largely of a diplomatic character?—Yes, the Levantine Service, of course, is a branch apart. Generally speaking, when we talk of the Consular Service we are talking of what we call the general Consular Service. Then you have the particular branch of the Levantine Service and also the Far Eastern Service.

40,887. I was coming to that?—In the Levantine Service undoubtedly the functions in many cases are political.

40,888. Do you think there would be the same objection, or would the objection be less to having, if not complete amalgamation, a certain degree of interchangeability between the Levantine Service and the Diplomatic Service?—I see no objection, and under our present regulations that is not excluded.

40,889. And does the same hold of the Far Eastern Service, in China and Japan?—Yes, our present Minister in Pekin started in the Consular Service, worked his way up, and was made a Minister.

40,890. If that were so, how could that nearer approximation between the two Services be brought about; what steps should be taken to bring it about?—I do not think you would promote the object that you have in view by making hard and fast regulations. I think that the elasticity which at present prevails makes it easier really for the Secretary of State to pick out a man in, say, the Levantine Consular Service, and put him into a diplomatic post.

40,891. And if you were to have a closer amalgamation you would probably have to alter the entrance examination for the Levantine and Far Eastern Service to bring it up to the standard of the Diplomatic Service?—Yes, but the difficulty would be this—that in the case of a member of the Levantine Service who was ripe for promotion, and who was qualified for promotion to the Diplomatic Service, you would only presumably employ him in a sphere to which he has been accustomed. To take a man who has spent 30 years in the Near East and make him a Minister in an ordinary European capital would not, in my opinion, benefit him or the public service, because the school in which he has been brought up has developed qualities in him which are wasted in an ordinary European post. You would expect him after 30 years' service, when he has reached a certain age, to acquire new habits and new views, to get into touch with people he has not been in touch with, and I doubt very much

whether you would get the benefit out of him for the public service that the public is entitled to. That is why I should say that any rigid system would not answer.

40,892. You would say that it had better be left with the Secretary of State without any clear regulations, but on the general understanding that promotion should be given in the region for which the man has been recruited?—Yes, if I may put it in a superlative way, there is no reason why you should not take a man who started in the Levantine Service who may certainly be perfectly well qualified to become Ambassador at Constantinople, and there is nothing in the present regulations which would make it impossible. I mean that the discretion of the Secretary of State in that matter is quite unfettered.

40,893. It has been suggested to us that the Foreign Office might be strengthened if it had one or two Advisory Committees composed of men of eminence in the financial and legal world to advise them on particular questions of high financial policy, such questions as the Advisory Committee of the Board of Trade were appointed for the purpose of dealing with. Can you conceive of the possibility of a committee of that sort working with your present system in the Foreign Office?—I was thinking, while you were putting the question, of cases which would make it necessary. For instance, when you mentioned the Advisory Committee of the Board of Trade, if you take commercial questions, roughly speaking, we are to a very large extent in commercial matters a post office; it is the Board of Trade who decide, and it is we who negotiate. I was thinking whether there were any questions of sufficient financial importance which would require or justify setting up such a machinery.

40,894. It has been suggested to us that because you do act as a post office, and that the real discussion and threshing out rests with the Board of Trade, there is thereby created a possibility of friction between your two departments; what would you say with regard to that suggestion?—I should doubt it, because the line of demarcation is so very clear. If we developed at the head of our commercial section a great genius, I think that friction might arise, because he would not be satisfied with being a post office; but then that is a question of the personal equation. As things have worked out within my recollection now of 10 to 15 years, I should not say that there had been friction.

40,895. You have a legal department in the Foreign Office?—We have a legal adviser, but no department.

40,896. You have a legal adviser and all questions connected with international law, for instance, are referred to him, are they not?—Yes.

40,897. The matter has been illustrated before us by reference to the Declaration of London. Before the views of the Foreign Office were expressed on that great matter, was your legal adviser consulted?—Oh, yes; and not only that, but the law officers were consulted. In the first instance a legal question will go to the legal adviser, and if he is not quite happy he will suggest reference to the Law Officers of the Crown, and if they are not quite satisfied they go to the Lord Chancellor; so that on legal questions we have at our disposal the best machinery that the State provides.

40,898. (*Mr. Philip Snowden.*) Supposing the Lord Chancellor is not quite satisfied, what then?—I have never known such a case.

40,899. Would you consider the existence of eminent legal officials?—I dare not suggest it. I have never heard of it.

40,900. (*Miss Haldane.*) What would happen, supposing that one of these young men who had 400*l.* a year at least to begin with lost his money, or his father did, what steps would be taken? Would he have to resign his appointment?—Curiously enough an instance occurred last year. There was a young man in the Diplomatic Service who came to me and said that his father had speculated and had practically lost his fortune. He had a very good record, he was very promising; so the Secretary of State transferred him into the Foreign Office, which just enabled him to go on.



11 June 1914.]

Sir WILLIAM TYRRELL, K.C.M.G., C.B.

[Continued.]

40,901. But the Diplomatic Service might have lost a very valuable man in that way?—A very valuable man we should try to keep alive by that expedient.

40,902. But he would cease to be in the Diplomatic Service pure and simple?—We should transfer him into the Foreign Office where his pay is better and his expenditure less, and when he had got to a certain degree of seniority we could transfer him back into the Diplomatic Service where he would draw a higher salary than he would ever get in the Foreign Office.

40,903. Do you think it is the case that many men in the Diplomatic Service are apt to get into monetary difficulties owing to their having insufficient means?—No. I think that human nature is the same there as in any other service; you will have a certain number of men who, whatever position they are in, will probably get into monetary difficulties.

40,904. They are not adequately paid for their work, so to speak; they have to meet their expenses out of private resources, and therefore the difficulties might be greater?—I may say that I have had considerable experience of the junior members of the Diplomatic Service, and what has struck me very much is the very great self-denial that they practise, considering that in most places where they live they have to live with people far wealthier than they are themselves, and lead rather a leisured life.

40,905. Do you think that by having to restrict their social activities, if one may call it so, they lose in point of view of efficiency, or not?—I do not think that their lack of means is so great as to make them lose social activities—not to the extent really of injuring the Service; but I think it imposes a greater sacrifice on them. That is what I meant to say.

40,906. Do you lay much stress on the social side of diplomatic life?—Not if you mean by that (I am not quite orthodox on this point) whether they show themselves in drawing-rooms or parties. The kind of social life that I should like to see them lead is getting into personal touch with the people who really govern the country; that is the social life that I would encourage.

40,907. That need not imply a very great deal of expenditure?—No. It implies a certain amount of expenditure by way of returning hospitality; you do get best into personal touch with people over meals, and there, you see, hospitality comes in. They need not practise it on a large scale. For instance, in the country that I personally have acquaintance with, Italy, the people who really govern the country have very simple tastes, but a certain amount of hospitality is necessary.

40,908. Do you think that, as a rule, the young diplomats get into touch with those outside the higher social sphere?—Yes, those men who are worth their salt do. I do not say they are all like that, but the men who, roughly speaking, have ambition, have seen it and do do that.

40,909. As you know, we have had in evidence a criticism of some of our diplomats in this respect, that they did not know the really important people in political life in the country in which they were living. Do you think that criticism is frequently justified?—I should not say "frequently." I think there is less of it than there used to be.

40,910. Do you think that if we had lads coming in from a rather different social class we should get them to be more in touch with the whole life of the country as distinguished from its social life?—If I may offer a criticism it would be this: Are you not expecting too much? The first object of a diplomat is to get into touch with the people who really govern the country in order, after all, to carry out the first object of his stay there, namely, to promote good relations, and that takes up a great deal of his time. If he gets into touch with the people who really govern the country—I can only quote the country I was personally concerned with, Italy—he will *ipso facto* also get into touch with a great deal of the popular movement that is going on, because those people come out of that class. In Italy, roughly speaking, society, so-called, and government are divorced; it is very rarely that you meet in any drawing-room the people who really govern Italy.

40,911. Italy is different in that respect from other countries?—I can only quote Italy because of my personal knowledge of it. There are other countries again to which that would not at all apply.

40,912. I have been rather struck by the fact that there are practically no Scotch boys—at least, none who have been educated in Scotland—coming into the Diplomatic Service?—They do not apply.

40,913. Why do you think that is?—It may be that they think it is no use; it may be prejudice, or it may be due to ignorance; but, as I was saying to the Chairman, it is not due to any policy of exclusion on our part.

40,914. Do you ask them what their religion is?—Never; in the seven years that I have been on Boards I have never known a question asked about their religion.

40,915. You do not think that their being Nonconformists or Presbyterians would have any influence whatever?—No, none; the subject never figures in our reports.

40,916. You told us that a small tradesman's son would be eligible, but while the 400*l.* rule exists he could not come in?—To the Diplomatic Service, no.

40,917. I am talking of the Diplomatic Service?—It would be a very unfair thing to him to allow him to do it.

40,918. Still, one wonders rather why there are no, let us say, rich Nonconformist merchants' sons in the Service?—I do not know why. It is a fact, but it is simply, so far as we are concerned, because they do not present themselves.

40,919. Do you think it is from tradition? Do not you think it is considered throughout the country that it is no use for them to apply, probably from old tradition?—It may be that; that is quite possible.

40,920. (*Mr. Matheson.*) In regard to the interchangeability of the Foreign Office and diplomacy, it is true, is it not, that at least two existing ambassadors entered the Foreign Office?—Yes.

40,921. So that even now there is a good deal of opportunity for a man in the later part of his career to pass into the Diplomatic Service?—Yes. If I may say so, when I entered the Foreign Office one of the conditions of my employment was that I could not be sent abroad without my consent. A few years ago that was changed, and every Foreign Office clerk now is liable for service abroad.

40,922. (*Chairman.*) Is that so?—Yes.

40,923. Without his consent?—Yes; it is there in the regulations.

40,924. I was led to understand that it depended mainly upon whether the Foreign Office clerk had private means?—When it comes to carrying out the regulation, consideration would be paid to that, and we should see that no injury or injustice was done; but, theoretically speaking, every Foreign Office clerk recruited since my day is liable to foreign service, whether he likes it or not.

40,925. (*Mr. Matheson.*) When you were speaking of possible changes in the examination, was it your idea that perhaps rather too much stress has been laid lately on French and German?—No.

40,926. But was it rather the consideration that you wanted to get into line with university education generally?—Yes.

40,927. What should you say to a system of putting the age for examination earlier and requiring what one may call a pass knowledge of French and German, and then giving your man a year after appointment in which to perfect himself in the languages?—Where would he do it—at his post?

40,928. He would have to be subsidised to do it?—But then, for the time being, you would be withdrawing him from the public service.

40,929. You would; it would be parallel to the probationary year of, say, an Indian Civil Servant?—But I think we should require to have an increase of staff. As it is we are very short handed—every attaché who joins is at once required; and if he were told off for six months to perfect himself in French or German, for the time being we should be without him.



11 June 1914.]

Sir WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

40,930. I put the question, because the object would be to give an opportunity to men who had not been able to afford that special training abroad before they went in for the examination?—But if I may say so, I think he would require more than six months.

40,931. I said a year?—Or a year to pass the standard required now. I am pleading, you see, for the individual. If we lower the standard of French and German we *pro tanto* handicap him when he gets abroad. I should be sorry if in order to throw the net as wide open as we can, we were to lower the qualifications and lower the usefulness of the candidate.

40,932. What I suggested was with the object that in the first selection the man should be examined on his general qualifications, rather than that the emphasis should be laid on that particular qualification. I quite see that there may be insuperable objections; I wanted to get that out?—I do not think they are insuperable, but I think it would require a great deal more change than strikes one at first sight. I do not in the least think they are insuperable.

40,933. One question with regard to what the Chairman put to you about an advisory body on matters of trade. I think what some of us had in mind was not matters that you would consider mere matters of trade, but matters in which trade and diplomacy very closely affect one another, questions, for instance, as to the raising of loans by foreign countries and the relation of traders here to those loans. Those are not purely Board of Trade questions, are they?—No, I quite see what you mean.

40,934. Does your trade department in the Foreign Office deal with that sort of question?—No. If any question were connected with politics, the political department concerned with the question would deal with it. Under our present system it is open to the Secretary of State to call in, and I know he has called in on occasion, expert advice before coming to a decision. I mean when we have to deal with what I should call a financial question, the question of a loan.

40,935. (Chairman.) He does call in expert advice?—Yes. Take, for instance, the question of an Austrian or Chinese or Turkish loan; it is perfectly open to him, and I know the present Secretary of State has asked men of standing and knowledge to come and see him and discuss it with him, and he has done that before coming to a decision. But they are rare occasions, because we do not have the same intimate relations, say, with the financial world as foreign offices have abroad.

40,936. (Mr. Matheson.) Supposing that a leading British firm wanted information as to loans which are likely to be raised by a foreign government, with a view possibly to trying to get a contract, would they be able to get any information in the Foreign Office?—If we had not got it we should certainly undertake to obtain it for them.

40,937. (Mr. Holt.) How long have you been private secretary to the Secretary of State?—Seven years now.

40,938. Have you any knowledge as to the selection of diplomatists for different positions abroad; does that come within your purview?—Yes, I am responsible for the promotions and transfers and movements of what I should call the junior grades.

40,939. Would you send a person to a position where he was totally ignorant of the language of the country? For instance, would you send a man who was totally ignorant of Spanish to South America?—Oh, yes.

40,940. In the junior grades?—Yes.

40,941. Would you send a man in a senior grade; would a man be sent as Minister who was totally ignorant of Spanish?—Oh, yes.

40,942. How can we be really very satisfactorily represented in a country like that, where Spanish, as I am informed, is the ordinary language of intercourse, by a person who cannot speak the ordinary language of the place?—Because he has at his disposal the machinery for getting over all the difficulties in his official communications with the Government, I mean such as writing notes or receiving notes in Spanish, for which he has translators and so on. As regards colloquial Spanish, it is the easiest language to pick up in the shortest time, and as regards the people he moves

among, a knowledge of French and English is so general that his ignorance of Spanish would not really be a handicap.

40,943. I have been told that for commercial purposes it is essential that you should have a knowledge of Spanish or Portuguese, according to the particular district of South America to which you go?—As regards commercial services, the Minister would rely on the Commercial Secretary, and we should never send a Commercial Secretary to South America who had not got a knowledge of Spanish—a technical knowledge, if I may say so.

40,944. If you take the view of what a Minister's or diplomatist's social duties should be that you yourself have just expounded with regard to Rome, how can they be fulfilled properly unless the man has a knowledge of the language of the country?—I said his duty was to get into touch with the people who really govern, and the majority of the people I have heard about who govern South American Republics are very familiar with French or English. I think that an ignorance of Spanish to start with is not so great a handicap as it appears to be.

40,945. Do you think that our Service suffers at all by reason of Ministers being moved too frequently?—No, I should say, if anything it suffered because they were not moved sufficiently.

40,946. Take a place like South America, for instance, might it not conceivably be advisable that a person should start his career there with the knowledge that he would be employed in South America during the whole of his diplomatic lifetime?—Well, that would mean a reconsideration of the lines on which appointments are made. Appointments in the Diplomatic Service are not made with a view to connecting a man locally too much with one part of the globe. I am talking of diplomatists, and what we have tried to do. In the past, for instance, a belief had arisen that if you were sent as Minister to South America, it was your official burial; they were very unpopular posts when the men were always there. We have tried to break that down, and I think we are succeeding, but the only way in which we can do that is by taking men who are just ripe for promotion to a ministership and sending them to South America and telling them, you can win your spurs there, and if you do, of course you will get a transfer again to a post nearer home. That would go against the idea suggested just now, that the man should be as it were brought up for the South American service. I think that if at the present moment you attempted that you would meet by a strike in the Service.

40,947. Clearly that would be so unless you engaged the person originally on those conditions, but if you engaged him originally on those terms?—Then naturally he would have no grievance, but the terms on which men are engaged now are that they will get an average of pleasant and unpleasant posts—a mixture.

40,948. But you have never thought that possibly our Diplomatic Service suffers by reason of our representatives not knowing the local ropes?—That I would not answer. A knowledge of the local ropes, of course, is one of the touchstones of a man's efficiency.

40,949. But surely it must take a considerable time to really learn the ropes?—That depends very much on the man, on his energy, on his quickness, his capacity of getting into touch; certain personal qualifications enter there. Broadly speaking, I know men who have gone through the Diplomatic Service and have been so little in touch with residents abroad that they might almost as well have stayed at home; obviously they have missed their vocation.

40,950. Then rather arising out of this, you, I think, describe the diplomatist as being essentially a political officer, and the consul as being a commercial and shipping officer?—Yes.

40,951. Might it not be the case that in some countries the diplomatist is really more of a commercial officer than a political officer?—That would depend on the country.

40,952. May there not be countries in which our interests are more commercial than high politics?—

11 June 1914.]

Sir WILLIAM TYRRELL, K.C.M.G., C.B.

[Continued.]

Yes, but you must remember that as we go on the connection between commercial questions of that kind and politics is very close indeed. For instance, you might describe our attitude as regards Spain as mainly governed by and interested in the wine we import from Spain, which are commercial relations, but I think you would probably be mistaken if you said that was really the sum total. It is not.

40,953. I gather that so far as the Levantine Consular Service is concerned, and I suppose the same would apply to the Far East, the officers might be suitable for diplomatic appointments in that district, but not outside it?—That is so.

40,954. And that a person who had been brought up and spent 30 years in Turkey would not necessarily be a very suitable person to go to Norway?—He might be entirely thrown away in Norway.

40,955. Would that rule apply generally to diplomacy; that persons who had spent a long period of time in a country with one very backward set of political institutions would be an undesirable person to send to a country with a very advanced set of political institutions?—It is unlikely that he would spend a very long time in one country.

40,956. But if he had done it?—Of course, if he had done it then he might naturally become disqualified, but we do try as far as possible to prevent people getting too much into a rut.

40,957. That is to say, that you are against specialising in a particular district?—Yes.

40,958. That has been deliberately thought out and discarded?—Yes.

40,959. The peculiar predominance of Eton in getting these appointments has never come to your knowledge?—No; honestly I was quite surprised when Lord Macdonnell raised the question just now. I was prepared to say that the majority of course are public school boys.

40,960. It is not merely a case of the majority being public school boys, it is the huge preponderance from one particular school?—That is purely an accident.

40,961. It never attracted attention before?—I can only speak for myself. I was quite astonished.

40,962. It is a very remarkable circumstance?—Yes.

40,963. Can you say what proportion the successful candidates, that is, people actually taken into the Service, would bear to the number permitted to compete in any one year?—No. I can get that for you, but I think you have the figures.

(*Mr. Philip Snowden.*) Yes, we have them. Mr. Leathe gave them; it is about five to eight.

40,964. (*Mr. Holt.*) Talking about this question of consulting commercial interests, in such negotiations as with regard to the Declaration of London, were any commercial or shipping interests consulted formally or informally before the Foreign Office came to accede to that declaration?—I cannot speak from personal knowledge, but my recollection is that a committee was appointed with a view to studying, drafting, drawing up, the Declaration of London before the meeting of the last Peace Conference at the Hague; and one of their duties undoubtedly was to consult all concerned, Chambers of Commerce, for instance, and so on; but if you want on that particular question the best information you could get it from Sir Eyre Crowe, because he was a member of the committee.

40,965. I only want it in a general way. In such a case would commercial interests, such as Chambers of Commerce, be consulted in advance?—Yes, undoubtedly.

40,966. (*Mr. Boutwood.*) Have you anything to do with promotions in the Consular Service?—Yes, I am responsible for making recommendations for promotion in the Consular Service. The machinery is this, that there is a committee consisting of the Controller of Consular Affairs, Mr. Law, the head of the Consular Department, and the Assistant Private Secretary, who meet when occasion arises and discuss the merits and claims of consuls, and then make the recommendations which I submit to the Secretary of State.

40,967. In the practical working of things is that machinery which you have described of such a character that a consul—I am speaking of paid consuls, of course—at the ends of the world may feel that he will automatically come up for review by the powers at home, or does it depend on his own initiative, pulling the ropes and pushing, whether he ever comes before the committee?—I am responsible for the appointment of that committee, because when I became private secretary nominally all recommendations for promotions in the Consular Service rested with the private secretary, and it did not seem to me that that was a good system, because it rather put a premium on men moving on their own behalf, which I do not think is a good thing for the Service; so I suggested the appointment of this committee, because the members composing it are familiar with the work that a consul turns out, and they inquire on the occasion of a vacancy into the merits of all the various candidates, and under the system it is almost impossible for a man to be entirely forgotten. Under the previous system that undoubtedly might happen, because it was impossible for the private secretary of the day in the pressure that he worked under to go sufficiently into the question of making recommendations that one could describe as well considered.

40,968. You used the word "candidate"; does that mean that you regard the whole consular body as consisting of candidates when a vacancy arises, or do you simply consider certain names that happen to be before you?—When a vacancy arises in a consulate there is a list in existence of all the consuls, and I describe these consuls as candidates for that particular post. This committee will meet and will work through this list of consuls, and recommend out of that list the man who they think is the best candidate. So that a man does not get overlooked.

40,969. Then at the present time, I believe, the consular pay is attached to the post, not to the person?—The salary is attached to the post.

40,970. Does that ever act as an inconvenience in shifting men about?—No, because for years and years, I should say about 13 years, we have had a system of local allowances which has been established and has been elaborated to meet the extra cost of any expensive place.

40,971. But we have had it put before us that through a variety of circumstances a man at the end, perhaps of quite a meritorious career, perhaps a distinguished one, may find that his last years in the Service are spent in a comparatively poorly paid place, and that acts prejudicially on his pension?—I am amazed to hear that that has been given before you in evidence.

40,972. You do not think it happens?—It does not happen. Whoever gave that evidence is 13 years behind the times.

40,973. (*Chairman.*) Can this happen: that a man is attached to a particular post, the pay of which is, say, 800*l.* a year; it is an unhealthy post, he asks for an exchange, and he is stationed at a healthier post, but the pay of which is 600*l.* May such a thing ever happen?—Yes, that could happen.

40,974. That is what I understood the evidence to point to; namely, that the pay attaches to the post and not to the individual, so that the man's pay is not regulated by his service?—Every consul starts by getting 600*l.* irrespective of what post he is in; he rises to the 800*l.* a year scale irrespective of what post he is in, and he rises to the 1,000*l.* a year scale irrespective of what post he is in. Then there is a system of allowances in particular posts, according to the expensiveness or otherwise of the place.

40,975. So I understood. Then may I assume that there are grades, namely, for vice-consul from 300*l.* to 600*l.*, for consul from 600*l.* to 800*l.* and for consul-general from 900*l.* to 1,200*l.*?—Yes.

40,976. So that whatever posts any of these officers may be posted to, he draws the pay of his grade on the scale?—Yes.

40,977. But he also in addition draws the allowance attached to the place because it may be of its unhealthiness or expensiveness?—Yes.

11 June 1914.]

Sir WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

40,978. That seems to me a reasonable arrangement, but what I understood was that if for any particular reason an officer was transferred from one post to another he drew the pay attached to the post and not the pay attached to his grade?—No, that is not so now.

40,979. The mistake may have been with regard to the local allowance?—Yes.

40,980. (Mr. Boutwood.) That puts an entirely different complexion upon it?—Yes.

40,981. (Mr. Graham Wallas.) Does the allowance which a man holds at a particular place affect his superannuation?—He is pensioned on his salary.

40,982. Only on his salary?—Yes.

40,983. (Mr. Boutwood.) Let me get this clear in my own mind, because our earlier evidence was that the Consular Service consists of a number of posts all over the world with somewhat arbitrarily assigned salaries, one of 600*l.*, one of 700*l.*, one of 800*l.*, one of 900*l.*, and so on, and it is just according to the mercy of God, where a man happens to drop down at any part of his career?—That used to be the case.

40,984. Now, is the Consular Service a graded Service with scales like the ordinary Civil Service?—Yes.

40,985. One more question about the Committee of Selection for the Diplomatic Service. What proportion of men have you rejected or advised the Secretary of State not to nominate?—I think a very small proportion, I should think 1 per cent., roughly speaking perhaps 2 per cent.

40,986. (Mr. Philip Snowden.) What post did you occupy at the time of your appointment as private secretary?—I was second in command in the Far Eastern Department.

40,987. Of the Foreign Office?—Yes.

40,988. Might I ask what your salary was at that time?—I was then an assistant clerk and drew 700*l.*, I think it must have been going up to 800*l.*

40,989. Did you as private secretary retain your Service scale of salary and then were you paid something in addition as private secretary?—Yes, the salary I draw now under two heads, one as senior clerk.

40,990. You have been promoted in the meantime?—I have been promoted in the meantime by time, by seniority; I was promoted in 1907, and as senior clerk I get a salary starting at 800*l.* and going up to 1,000*l.* by increases of 50*l.* a year; and as private secretary I get an allowance of 300*l.*, out of which I give 100*l.* to the clerk who is acting for me as senior clerk.

40,991. So that if you ceased to be private secretary you would go back into the position of senior clerk?—Yes, at 1,000*l.*

40,992. You said that the promotions in the Diplomatic Service up to a certain point are practically in your hands?—Yes, I am responsible for the recommendations to the Secretary of State.

40,993. Would you appoint the Ministers in the smaller legations?—No. Those appointments are made by the Secretary of State. I would submit to him a list of names of those who are ripe and he would select.

40,994. Would you submit with the recommendations any suggestions of your own?—The Secretary of State would naturally consult me and I would give him the reports of what I hear as to how a man has done his work, and his other qualifications. What I mean by saying that the Secretary of State makes the appointment is this: that junior appointments I merely submit to him for his signature, I do not trouble him with an explanation of the reasons why a third secretary is being moved from Paris, say, to Berlin.

40,995. Supposing there was a vacancy for a councillor, would you go through the list of first secretaries and select for appointment any person that you thought best qualified, or would you take the man at the head of the list?—If there were no men who had done prominent service among the first secretaries I would recommend the man by seniority alone; but it is well understood that appointments to councillorships are made by merit and not merely by seniority. If you take O'Beirne, the councillor at the Embassy at St. Petersburg, who formerly was in the Indian Civil Service, and is one of the ablest of our younger men, he was first secretary and made a big jump and became councillor,

that was done on merit. Others have just worked their way up the ladder by seniority.

40,996. It was you who appreciated the merit of that man?—Yes. But when it comes to a councillorship I would take two or three names out of the first twelve and put them before the Secretary of State, and I should say: "By seniority Smith should get it, but Jones, who is junior to him, has done much better service, and really ought to jump at this stage." This is the rubicon. Then it rests with the Secretary of State to accept or reject my recommendation.

40,997. What means have you here in London of estimating the relative merits of men in these far-away places?—All the important work that reaches the Secretary of State reaches him through me, that is to say, I pass it on, and that enables me to see the work turned out. I am now talking of councillors.

40,998. The secretaries are not in direct communication with the Foreign Office?—No, they only communicate the work through their chief. Now and then a secretary will work a report which his chief sends in with a recommendation.

40,999. And therefore you have no direct means of knowing the relative merits of these smaller men?—Yes I have, because I am in communication with the heads of missions, who write to me about their staff, and that really gives me a great deal of material on which to form an opinion, and when they come home, they always come and see me, or meet me, and talk about their work, and so on. All that helps me to form an impression.

41,000. They come to see you, no doubt, because they think it will be useful to do so?—Sometimes, of course, because they find it pleasant.

41,001. That is just the point I am coming to. You have to rely on the recommendation of their superiors abroad largely?—Very largely, and also it has been encouraged lately a good deal more, that they turn out independent work in the way of special reports. For instance, if anybody asked for a report on insurance against sickness or anything of that kind abroad, a young secretary will be told off to make it and that is sent home, and that gives one a fairly good idea of what he can do. That is being very much encouraged now.

41,002. You do not think then, that any alteration is desirable in this method of making the selections for promotion in the way of seeking the assistance of other persons who are qualified by knowledge and experience to form a judgment?—I do not know who they would be. It so happens that as private secretary I get centred in me all the information that one can obtain about a man, and if you imported other people, I do not think they would have a sufficient knowledge to form an opinion. They again would apply to me really.

41,003. But apart from your year's experience at Rome, you have had no practical experience of the Diplomatic Service?—That is so.

41,004. When you were appointed to the Foreign Office the regulation requiring a Foreign Office clerk to serve abroad was not in existence?—No.

41,005. How then did you come to be appointed abroad?—Because my exchange was voluntary.

41,006. Were you in the Diplomatic Service in Rome?—Yes, I was what you call acting second secretary. For the time being I was a diplomatist in character, but not in pay.

41,007. Did you carry your Foreign Office pay with you in Rome?—Yes.

41,008. Might I ask what was the reason why you went, then?—Well, I thought it would be a very good thing for me to go abroad; secondly, I had been very hard worked in my previous post, and I had really been advised to go and take a holiday for six months, a prospect which did not attract me; I preferred to go to Rome, with a certain amount of work to do, to just going abroad for six months without any.

41,009. And you think it is a desirable thing for a Foreign Office clerk to go abroad occasionally to widen his experience?—Yes, I have no hesitation in saying so.

41,010. You would recommend it in the case of every Foreign Office clerk?—Yes, broadly speaking.

41,011. You said that the qualifications for the Foreign Office and for the Diplomatic Service were

11 June 1914.]

SIR WILLIAM TYBRELL, K.C.M.G., C.B.

[Continued.]

different. If the system of interchange were more general, then there would be an opportunity of finding out that a particular individual possessed qualifications which might be more advantageously employed later on in one department or in the other?—Certainly; that is one of the reasons why I am in favour of frequent exchange: it is a very good test.

41,012. A word or two about this Board of Selection. You told us that when a person applies to be permitted to come before the Board of Selection, you make certain inquiries about him, and he supplies you with recommendations from his college or school?—

Yes,

41,013. That information one might assume will contain a good deal about the lad's antecedents and associations?—It depends entirely on the head of the college or school, some furnish you with a great deal of personal information, others do not; others will give you more information about what he has done, what his own tastes are, and so on—individual information; others will give you more information about his parentage, and so on. We have no forms that we require them to fill up; that is why the information varies.

41,014. You said in reply to a question just now, and your statement agrees with what the Permanent Under-Secretary said on the matter, that the persons who apply who are refused permission to go forward to the examination are a very small percentage of those who make such application?—Yes, very small.

41,015. Only one or two per cent., you said?—Yes.

41,016. That practically amounts, in a sense, to an open door for everybody who can fulfil the necessary conditions.—Yes.

41,017. How then do you account for this very curious result, that of those who do make application those who go for examination belong almost exclusively to one very narrow social class?—The only explanation that occurs to me is that the Board of Selection has only been in existence now for seven years, and that up till then there was a general impression that unless you could command a great deal of interest it was no use applying. There was a great deal of truth in that, because nomination in those days depended entirely on the favour of the Secretary of State for the time being, if you could bring enough interest to bear on him. That is only my own impression to account for it.

41,018. That seems a very reasonable and plausible suggestion, but, unfortunately, it does not happen to be borne out by the facts, because within the last few years the number of members of the aristocracy who have found a way into the Diplomatic Service form a larger proportion to the total number than they did in the previous year?—Do they?

41,019. Yes. If you turn to page 9 of this Red Book you will find that out of 20 third secretaries, all of them appointed since 1906, that is practically since the date of this new system, eight are sons of lords, and two others are baronets, and evidently a number of those who are not the sons of lords are aristocrats, such as Francis D'Arcy Godolphin Osborne?—Well, he is not; I can tell you that he is not an aristocrat.

41,020. Is he not?—No, he gives the appearance.

41,021. At any rate, you see eight of them are sons of lords, and two others are baronets?—May I, as against that, suggest that we will supply you with a list, if you would like to have it, of all the candidates whom we have sent up, and that will show you what the proportion is. These are all successful candidates.

41,022. Quite so; and that leads us to the conclusion, provided that the high proportion of the aristocracy is not maintained in the whole list of candidates—that aristocracy, and it may be capacity—I do not like to say brilliancy, but capacity to come out successfully in the examination, go together?—Well, it looks like it.

41,023. If the percentage is not the same all through, then it will be for the Civil Service Commissioners to explain why the aristocracy happen to come out successfully in the examination?—Yes.

41,024. Can you explain how the system arose of not paying these young diplomats anything at all for two years?—I think it arose out of the history,

more or less, of the Diplomatic Service. So far as I can make out, 40 or 50 years ago an ambassador was appointed, and the first thing he did was to select his own staff from among his relations, his sons, nephews, and so on, who would all be called unpaid attachés, with no claim for promotion, and no status except the rank. Out of this gradually developed an organised Diplomatic Service, but going back 30 or 40 years, people would remain unpaid attachés for 10, 12, or 14 years, and then they would be jobbed into a post as secretary of a legation, or Minister, according to the interest they had. It was an unorganised Service, and out of this chaos there gradually evolved this organised Service, and the only link that remained with the past was the unpaid attaché, and I fancy the Treasury accepted it because it suited them.

41,025. I take it from what you have said that you approve of the suggestion that the requirement of 400*l.* a year private means should be abolished, and that a system might be adopted by which there would be a base salary and an additional allowance for the cost of living?—I should like to have both, but if I cannot have both I should prefer the system of salaries and allowances.

41,026. If you are going to have both, you are going to increase the means of the diplomat by 400*l.* a year?—I should be delighted to do it.

41,027. (Chairman.) From Government funds?—No. I should like to see the Government increase their pay, but I should like the men also to have private means of their own.

41,028. (Mr. Philip Snowden.) But if they are able to subsist now on 550*l.* a year when they are appointed to third secretary, why cannot they exist in the same state if they are paid an inclusive sum of 550*l.* by the State?—I think they can. I do not deny that for a minute.

41,029. Is it your opinion that the present system of nomination does get the very best type of man for the Diplomatic Service, or if the pecuniary qualification were removed, and thereby the field of selection were widened, do you think that it is possible that you might get some able men who are excluded by the present system?—Yes, with one reservation. When you say able men, I do not think that the Diplomatic Service is a Service in which I should encourage geniuses. I think that a man with average ability and sound judgment is the best fitted for that Service. The most precious qualification in the Diplomatic Service, I consider, is judgment.

41,030. Sound common sense?—Yes. You see you are a feeder; you are sent abroad to feed your Government, and the information that you send home increases in value in proportion to your capacity of sifting it, weighing it, and presenting a précis of it; and there judgment comes in. And as regards the other function of promoting good relations, there again sound common sense will help you a great deal more than brilliant capacity.

41,031. You spoke of the importance of the Diplomatic Service getting in touch with the social life of the countries in which they live and in touch with the people who really govern the country?—Yes.

41,032. You are aware that the modern movement in all great nations is for the Government of the country to change from one class to another class?—Certainly.

41,033. And that the old aristocracy in the various countries who formerly entirely controlled the Government are now, if they are not being superseded, having to share the Government with democratic forces?—Yes.

41,034. Am I to understand then that what you mean by getting into touch with the people who govern the country is this: that our diplomats should make themselves acquainted with the great social and democratic movements at work in the countries in which they live, and the democratic movements likely to have an important bearing on international politics?—Certainly. The phrase I used intentionally was that they should get into touch with the people who really govern the country, the people of real influence, the people with whom the future of the country lies.

11 June 1914.]

Sir WILLIAM TYRELL, K.C.M.G., C.B.

[Continued.]

41,035. Who may not in every case be the people nominally controlling the Government for the time being?—Certainly.

41,036. (Mr. Graham Wallas.) In making your recommendations for consular appointments you are helped by a committee in the Foreign Office?—Yes.

41,037. Is there any one on that committee who has ever had any consular experience?—Actually serving in a consulate, do you mean?

41,038. Yes?—No.

41,039. Do you think it might be of advantage to have some one on that committee who has once served as consul?—It would be a retired consul.

41,040. There are other alternatives?—I had not thought of it; it might be.

41,041. You have lately introduced a system of consular inspectors?—Yes.

41,042. Are you familiar with the system which now prevails in a number of other Government offices, by which the chief inspector has a room in the office and after a period of experience as inspector devotes most of his time to the work of an organising official?—No.

41,043. Can you conceive that an arrangement by which the chief consulate inspector should be a Foreign Office official for the greater part of his time might be of advantage?—It might be. I should not like to express a definite opinion; I am not sufficiently familiar with the system.

41,044. The Secretary of State's nomination is required for the Consular Service?—Yes.

41,045. We were told by Mr. Leak, who gave evidence with regard to his nomination, that first of all it is a nomination to a list and then a nomination to an examination?—Oh no, it is not.

41,046. He said, another time, that you have two nominations; you have a nomination to appear before the Board of Selection, and afterwards really a nomination to be examined, and he gave an instance of a second class clerk who received apparently the first nomination, and the last witness said that he was put upon the waiting list and was never asked to go in for the examination. Is that the case?—No; the machinery is exactly the same as in the case of the Diplomatic Service. There is only one nomination, and that admits you to the examination by the Civil Service Commissioners?—No other nomination is required.

41,047. Then that evidence is founded on a complete misapprehension?—Complete.

41,048. We had at another time from, I think, one of the consular witnesses, a statement that a lad who intends to go into the Consular Service normally gets put upon the list, this witness believed, at about 18 years of age. Is that a fact?—No, there is the same misapprehension, the same confusion.

41,049. I suppose what happens is that he sends in an application at the earlier age, and receives a formal reply stating that his application will be considered in due time?—That is the origin.

41,050. And he treats that formal reply as being *prima facie* ground for expecting an appointment?—That is so.

41,051. In the case of the Levantine consuls there is a rather elaborate system of training which is gone through at the University of Cambridge?—Yes.

41,052. It lasts, I think, for two years?—Yes.

41,053. Has it ever been considered whether, if in that case so much as two years' training is desirable, some training at any rate might be desirable in the general Consular Service?—The training, I think, is mainly for languages.

41,054. At Cambridge?—Yes.

41,055. I happen to have been talking to one of the Cambridge dons who teaches them, and his work is to teach them law?—Yes, they are all subjects connected with the special work which the Levantine consul has to do.

41,056. But with a general knowledge of any languages and law?—There is very little law. A member of the general Consular Service is not expected to preside over the Consular Court.

41,057. But ultimately he will have to do quite magisterial work in connection with it?—Signing papers

and such things, but not the duties of the Levantine consul.

41,058. But he will have to do with law in connection with the Merchant Shipping Act, the wages of seamen, and so on?—Yes, but not in a judicial capacity. The training at Cambridge is individual connected with special work that the Levantine consuls have to do, and if there were any special work required of the general Consular Service, no doubt it would be a very good thing to get that training.

41,059. Then you think that the clear case that can be made out for training the Levantine consuls does not apply in any sense to training general consuls?—I should doubt it.

41,060. In considering an application, for instance, for a Foreign Office clerkship, would the question whether the applicant would have to live wholly on his pay in London be considered for a moment?—Not for a moment.

41,061. If he proposed to live wholly on his pay, that would be his affair and not yours?—Yes.

41,062. I want to get on the notes a question that I will put to you, if I may. Have you noticed the following disproportion, that while in the general Class I. of the Civil Service, 35 out of 1,557, that is one to 45, came from Eton, that makes a very glaring difference between the fact that 9 out of 15, that is 27 out of 45, in the Diplomatic Service have come from Eton since 1908?—I tell you that it surprises me.

41,063. Do you think that the public have yet realized that pressure upon the Secretary of State for a nomination either to the Diplomatic Service or to the Consular Service is of no use; that is to say, do letters, as a matter of fact, from very important persons, come in, urging nomination, and have such letters relation to the Diplomatic Service or Foreign Office appointments?—Since people have got to know of the existence of the Selection Board, my experience is that that kind of personal pressure is very rare.

41,064. That people know it is no good?—Yes.

41,065. We have had certain evidence as to the relation of the Foreign Office to journalistic work. In certain foreign offices, in Sweden for instance, and I believe in America, we are told that there is a recognised system by which journalists are supplied with such news as may be available from the Foreign Office. Do you know that at all?—No, we have no system.

41,066. I know what there is abroad, but the point is, there is nothing of the kind in England?—No.

41,067. But on the other hand, there is no hard and fast rule preventing an unsystematic communication of news, which can be given in accordance with the public interest in the Foreign Office to journalists?—No, none; there is no rule against it. On the contrary, any representative who comes from any paper of standing and asks for information is given it, provided that it is in the public interest.

41,068. But the point is that he does not get it as a matter of right; he gets it as a matter of courtesy?—The only people who are entitled to information really are Members of Parliament.

41,069. So that it follows inevitably that if a journalist is on the whole a *persona grata* he will get it, and if he is a *persona ingrata* he will not?—No, any respectable journalist representing any respectable paper will get information. There is an absolute equality of treatment; there is no selection.

41,070. Then, if it were held in the world of journalism that application for such information implied that it would be treated from a point of view sympathetic to the Foreign Office, it would be completely unfounded?—Completely. I do not quite catch the drift of the question.

41,071. Is it the fact that a journalist who wishes to get information, and will, in fact, use that information to criticise the existing policy of the Foreign Office, will get it equally freely with a journalist who wishes to support the existing policy of the Foreign Office?—Certainly; we make no difference.

41,072. Is there any machinery by which you could convince yourself absolutely that such a difference is never made in the office?—I am the person who supplies the information.

11 June 1914.]

Sir WILLIAM TYBRELL, K.C.M.G., C.B.

[Continued.]

- 41,073. Everybody comes to you for it?—Yes.
- 41,074. There is no other official in the Foreign Office who can give such information?—There is no other official who has authority to do it.
- 41,075. (Chairman.) We have been told that attachés may gain some addition to their income by a language allowance, by passing in languages when they join their post?—Yes.
- 41,076. And in the same way a law allowance?—Yes.
- 41,077. Would you think that these allowances might reasonably be taken as against the 300*l.* if we should recommend that?—No, I think they should be in addition, because they are rewards.
- 41,078. Is it the case in the Diplomatic Service that leave, that is annual or privileged leave, does not count for pension, and that those are sometimes worked to the disadvantage of secretaries. Does ordinary leave entitle to count for pension?—No, not for the purposes of the Diplomatic Pensions Act.
- 41,079. But in the ordinary Civil Service it does count?—Yes.
- 41,080. Do you not think it ought to count in the Diplomatic Service?—Yes, I do.
- 41,081. Leave is given really in order that the officer may be in good health to do his work, and he requires some relaxation?—I think so. I think the whole provision of the Act practically penalising men for going on leave is indefensible.
- 41,082. Then is it the case that when a Minister goes on leave and a *chargé d'affaires* takes his place, the allowances to the *chargé d'affaires* are subtracted from the pay of the Minister who goes on leave?—Yes.
- 41,083. During the whole period of leave?—Yes.
- 41,084. Do you think that is defensible?—That is why I said you penalise him.
- 41,085. In your opinion, then, it would be a desirable thing to reconsider the whole of these leave allowances?—Yes.
- 41,086. I have only one more question to ask you. In this list of Consuls-General, I find the pay varies from 1,200*l.* to 900*l.* Each particular grade of pay is attached to a particular place?—Yes.
- 41,087. So that a man cannot be a Consul-General without being stationed at one of these four cities, Antwerp, Hamburg, New York or San Francisco?—Yes, but we give the rank of Consul-General to others.
- 41,088. Take Marseilles, for instance, which is a very important place; there is a Consul-General?—Yes.
- 41,089. But may the Consul-General at Marseilles, be permitted to draw 1,200*l.* a year as salary?—We can transfer him to Hamburg to-morrow.
- 41,090. May he not draw it while remaining at Marseilles?—No.
- 41,091. Do you not think that may cause inconvenience?—I should not like to express a definite opinion, because I am not sufficiently familiar with the report of the Committee that fixed these salaries, and I should prefer that you would examine someone else.
- 41,092. I wished to point out that in attaching the pay to the place, you may cause either hardship and injustice to the official, or inconvenience to the State?—Yes, it is in that sense.
- 41,093. It might be inconvenient at a particular crisis to transfer your Consul-General from Marseilles to San Francisco, while at the same time it would be hard on him to deny him promotion to the 1,200*l.*?—Certainly.
- 41,094. Would you say that the Government should retain the power to give him the 1,200*l.* while retaining him at Marseilles?—I would rather not express an opinion; I am not sufficiently familiar with the circumstances, and it would not be right for me to do so.
- 41,095. We are much obliged to you, Sir William, for the valuable information you have given us?—Thank you very much.





ROYAL COMMISSION ON THE CIVIL SERVICE.

---

# MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

# CIVIL SERVICE.

---

12th June 1914—25th June 1914.

WITH

APPENDIX.



LONDON:

PRINTED UNDER THE AUTHORITY OF HIS MAJESTY'S STATIONERY OFFICE  
By EYRE AND SPOTTISWOODE, LTD., EAST HARDING STREET, E.C.,  
PRINTERS TO THE KING'S MOST EXCELLENT MAJESTY.

To be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LTD., 29, BREAMS BUILDINGS, FETTER LANE, E.C., and  
28, ABINGDON STREET, S.W., and 54, ST. MARY STREET, CARDIFF; or  
H.M. STATIONERY OFFICE (SCOTTISH BRANCH), 23, FORTH STREET, EDINBURGH; or  
E. PONSONBY, LTD., 116, GRAFTON STREET, DUBLIN;  
or from the Agencies in the British Colonies and Dependencies,  
the United States of America, the Continent of Europe and Abroad of  
T. FISHER UNWIN, LONDON, W.C.

1914.

*Price Sixpence.*

**ROYAL COMMISSION OF THE CIVIL SERVICE.**

---

**TABLE OF CONTENTS.**

---

LIST OF WITNESSES - - - - -	PAGE - 2
MINUTES OF EVIDENCE - - - - -	- 3
APPENDIX - - - - -	- 61

---

**LIST OF WITNESSES.**

	Date on which Evidence was taken.	Name.	Designation.	Question.	Page.
One Hundred and Second Day.	12th June 1914 -	Mr. SIDNEY BARTON, C.M.G.	Chinese Secretary at Peking.	41,096-41,346	3
" -	" "	Mr. CHARLES STEWART SMITH, R.N.	H.B.M. Consul-General at Barcelona.	41,347-41,386	12
" -	" "	The Hon. RONALD CHARLES LINDSAY, M.V.O.	Under Secretary in the Ministry of Finance, under the Egyptian Government.	41,387-41,542	14
One Hundred and Third Day.	18th June 1914 -	Mr. H. A. ROBERTS -	Secretary to the Cambridge Appointments Board.	41,543-41,785	18
" -	" "	Sir HENRY AUSTIN LEE, K.C.M.G., C.B.	Commercial Attaché at Paris.	41,786-41,942	27
One Hundred and Fourth Day.	19th June 1914 -	Sir ALGERNON F. FIRTH, Bart.	President of the Association of Chambers of Commerce of the United Kingdom.	41,943-42,094	34
" -	" "	Mr. GEORGE HENRY WRIGHT.	Secretary to the Birmingham Chamber of Commerce.	42,095-42,199	41
One Hundred and Fifth Day	25th June 1914 -	Mr. EDWARD CHARLES BLECH, C.M.G.	Librarian of the Foreign Office.	42,200-42,420	46
" -	" "	Mr. IAN MALCOLM, M.P.	—	42,421-42,549	53

---

ROYAL COMMISSION ON THE CIVIL SERVICE.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CIVIL SERVICE.

At the Royal Commissions House, Old Palace Yard, S.W.

ONE HUNDRED AND SECOND DAY.

Friday, 12th June 1914.

PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman.*)

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.  
Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GURNEY HOARE, M.P.  
Mr. PERCY EWING MATHESON.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.  
Mrs. DEANE STREATFIELD.  
Mr. N. E. BEHRENS (*Secretary.*)

Mr. SIDNEY BARTON, C.M.G., called and examined.

41,096. (*Chairman.*) You belong to the Consular Service in the Far East?—Yes.

41,097. When did you pass your examination?—In 1895.

41,098. Is the syllabus which is now prescribed that which regulated the examination when you passed?—No.

41,099. Do you remember the subjects which you took for your examination?—Yes, approximately.

41,100. What groups of subjects did you take?—There was an obligatory group consisting of composition, précis writing, arithmetic, and, I think, geography. Then there was French, German, Latin, Euclid, and mercantile and commercial law.

41,101. Any political economy?—No.

41,102. (*Mr. Boutwood.*) Any history?—No history.

41,103. (*Chairman.*) These last subjects you have mentioned were optional subjects?—Yes, optional.

41,104. After passing the examination did you remain for any time in England prosecuting further studies?—No, we go straight to Peking in the case of the China Service; to Tokio, in the case of the Japanese Service; or to Bangkok in the case of the Siamese Service.

41,105. Is that the practice still?—Yes. We spend two years learning the language in one of those places.

41,106. But immediately on passing your examination you go out to the East, and spend no time, as the selected candidates for the Indian Service do, at Oxford or Cambridge?—No.

41,107. What salary do you begin upon?—It has recently been raised to 250*l.* It was 200*l.*

41,108. You continue at 250*l.* as long as you are a student?—Yes.

41,109. How long does the student period last?—Two years.

41,110. You are expected to be competent in the language in two years?—Yes.

41,111. Then what grade do you pass into?—You become an acting-assistant, which is the term used.

From that you become a second assistant, then a first assistant, and then vice-consul, consul, and Consul-General.

41,112. What pay do you get when you are appointed an acting-assistant?—300*l.*

41,113. It is assistant something—probably “consul” is understood?—There is no word for it.

41,114. How long do you remain an acting-assistant?—On an average, two to three years.

41,115. Does the promotion depend on seniority?—Yes, on seniority. There is a fixed number of first assistants, and a fixed number of second assistants.

41,116. And you only get promotion when a vacancy occurs in a higher grade?—Yes.

41,117. After how many years, on an average, do you reach the position of vice-consul?—At the present time an average of from 12 to 14 years.

41,118. What is the pay of a vice-consul?—600*l.*—with, in all the posts except, I think, one, a local allowance of 100*l.*

41,119. So that you take on an average 12 years to get through the assistant stages into the stage of vice-consul?—Yes; but there are certain allowances which are drawn by the two classes of assistants, called “Interpretorial” allowances, for which a further examination has to be passed in Chinese—a fixed number of first-class allowances of 100*l.* a year, and a fixed number of second-class allowances of 50*l.* a year, and an examination has to be passed to qualify for each class of allowance.

41,120. Do you continue to draw the allowance for the whole of your service?—No, only as long as you are an assistant, until you reach commissioned rank as a vice-consul; then it is for fixed periods, because there are a fixed number of allowances, and sometimes you draw an allowance while a man senior to you, who is entitled to an allowance, is home on leave, or is acting in another post in which he is not allowed to draw his allowance; so that you do not necessarily draw it continuously after you become entitled to it.

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

41,121. The pay you draw during the 12 years, which varies, as I understand, from 300*l.* to 600*l.* a year, is increased by these language allowances?—Yes.

41,122. Some of which allowances are 50*l.* and others 100*l.* a year?—Yes.

41,123. How long does the stage of vice-consul last?—On an average from two to four years.

41,124. Is there any increment to the pay during the two or four years?—It remains at 600*l.*, with the exception that five out of the six posts have a local allowance of 100*l.* attached to them. One post has no allowance, but a fixed salary of 600*l.* a year.

41,125. How many posts of vice-consuls are there?—Six in China.

41,126. Then is the consular list different for Japan, and different for Siam?—Entirely different. We never leave China once we are appointed there.

41,127. Then there is no interchangeability between the Japanese and Chinese Services?—None whatever. It has occurred in one or two instances that students have been transferred from one Service to another, but very rarely. Occasionally from Siam a man has been transferred to our Service. I think there have been, perhaps, two instances.

41,128. Then you get into the grade of consul from the grade of vice-consul?—Yes.

41,129. What is the pay of a consul?—800*l.*

41,130. How many grades of consuls are there?—Only one grade.

41,131. What is the next higher grade above that of consul?—Consul-General.

41,132. What pay does the Consul-General get?—He gets in three posts 900*l.*, and a local allowance of 100*l.* a year. In another three posts he gets a salary of 1,000*l.* and a local allowance of 200*l.*, and in one post he gets a salary of 1,200*l.* and a local allowance of 600*l.*

41,133. (*Mr. Boutwood.*) You have as many consuls-general as you have vice-consuls—six vice-consuls and seven consuls-general?—There are seven consuls-general and I think six vice-consuls.

41,134. (*Chairman.*) How many consuls are there?—I could not say definitely, but I think somewhere in the neighbourhood of 20.

41,135. Then the position is this: When you pass your examination you are sent out at once to China, and on arrival there you commence to draw pay at the rate of 250*l.* a year. You continue on that pay for two years, when you emerge from the grade of student-interpreter, and get into the class of assistant. In the class of assistants there are three grades, in the lowest of which you draw 300*l.* a year?—300*l.* as acting-assistant; 350*l.* as second assistant, and 400*l.* as first assistant.

41,136. When you pass beyond the grade of first assistant you become a vice-consul and draw 600*l.* a year?—Yes.

41,137. Passing from the grade of vice-consul to the grade of consul you draw 800*l.* a year?—Yes.

41,138. And above that there is the grade of Consul-General, for which certain pay is attached to certain posts?—Yes.

41,139. That is to say, there are three posts in which the pay is 900*l.* with a local allowance of 100*l.*, three posts in which the pay is 1,000*l.* with a local allowance of 200*l.*, and one post in which the pay is 1,200*l.* with a local allowance of 600*l.*?—Yes.

41,140. Between the Chinese Service and the Japanese or Siamese Services there is no interchangeability whatever?—No.

41,141. It has sometimes occurred that a man in the Siamese Service, which is probably of later origin than the other two, has been transferred to your Service; but that is exceptional?—Yes, and only in the junior ranks—either students or assistants.

41,142. Do you know sufficient about the Japanese Service to say if the gradation is somewhat similar to yours?—Yes, I understand it is, except that they have now two outside posts which we have not. The consular posts at Manila and at Honolulu are, I understand, filled from what we call the Japanese Service. Similarly, from the Siamese Service the posts at Batavia and Saigon are filled. At present we have not any outside

posts with the exception of Wei-hai-wai, where we have a man lent for duty under the Colonial Office.

41,143. What leave do you get?—For the first 15 years we get home leave after every five years.

41,144. And the period of leave at home?—It is one year in five years.

41,145. Does your leave count from the date you depart from China?—It counts from the date when you arrive in England.

41,146. When does your leave terminate—on the date you leave England or the date you arrive in China?—On the date you leave England. It is so many months clear in England.

41,147. Are you allowed pay during the time you are travelling home?—The regulations have just recently been altered. For the first 15 years you get one year's leave after five years. After you have completed 15 years' service you get your leave every three years of two months a year—that is, six months after three years' service, eight months after four years' service, and ten months after five years' service. The first four months of that leave is now spent on full pay; during the remainder of the leave you draw what is known as "Leave pay"; there is a reduction of a certain percentage of your salary; of course your allowances stop altogether.

41,148. In the first 15 years you get a year's leave after every five years?—Yes.

41,149. And your year's leave begins at the time you land in England?—I ought to say that that is a new rule. I have never taken leave under that rule, and I should perhaps speak subject to reference to actual leave regulations with regard to it. I have only experience of the leave after 15 years' service.

41,150. What pay do you get while on leave?—There is no reduction of salary under 400*l.* a year, but you drop your allowance.

41,151. If that be the minimum allowance, you may perhaps be entitled to a larger allowance?—It would depend upon the position you had reached in the Service when your time came to take your leave.

41,152. Say you did not take your leave for 12 years you would then probably be a vice-consul. Supposing you took leave when you were a vice-consul and your pay was 600*l.*, what leave allowance would you get?—You would draw, I think, 420*l.* on leave—a reduction of, I think, three-tenths from the pay of the post.

41,153. Was the change in the rules due to any representation coming from your Service?—I understand that the representation came originally from the general Service, and our Service was dealt with at the same time. Certain proposals were sent out, I know, to the Minister in Peking for his observations, and he made certain recommendations, some of which were eventually adopted and some were not. As a result the new rules came into force.

41,154. Is your Service contented with the new rules?—There was a good deal of difference of opinion about them at the time, but I think I may say that what we feel bears hardly upon us is the cost of availing ourselves of the new rules. Even the three year period for leave-taking is of recent introduction. Originally it was five years for everybody throughout the Service; you could only have leave every five years. Then it was changed to leave every three years when you had completed 20 years' service, so that the leave was rendered more frequent, but it was not until the new rules were applied about 18 months or two years ago that it was made easier for the members of the Service to avail themselves of the more frequent leave by the increasing of the pay which was drawn while on leave because of the great cost of getting to and from one's post.

41,155. On the experience of the one and a half years that have elapsed since the relaxation was introduced, does the Service consider the rules fairly equitable? Are you fairly contented with the rules as they stand now?—I know there are many members of the Service who find it difficult to avail themselves of leave when it is due to them—particularly married men with families.

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

41,156. (*Mr. Boutwood.*) Do you mean that that is because of the reduction in the salary while on leave?—We receive an allowance towards travelling expenses of half of the consular officer's cost of passage and one-third of the cost of the passages of his wife and family. That is paid by the Government; but in the recommendations which were put forward on behalf of the China Service it was asked that that allowance should be increased. It was not, however, found possible to do that, but we received an increase in the pay, or rather the reduction in the pay was done away with for a period of four months, so that we draw full pay for four months—which was a great benefit.

41,157. (*Sir Kenneth Muir-Mackenzie.*) Was that in order to make it equal between married and unmarried men?—No. The object of it was to make it easier for all members of the Service to take advantage of the leave, which is now more frequently given than before.

41,158. (*Mr. Matheson.*) It is really the difficulty of the travelling expenses?—That is the principal difficulty which is felt.

41,159. (*Sir Kenneth Muir-Mackenzie.*) Was it that they did not want to give more travelling expenses to a man who was married than to a man who was not married?—No, I do not think that was the point, but simply that no increase in the allowance was found possible. The allowance remained at its original figure.

41,160. (*Chairman.*) I have here an abstract of the leave regulations which says that: "Regulation leave" is exclusive of the time occupied on journeys to and "from England"?—Yes.

41,161. Does the time which the journeys take count as service towards pension?—Yes.

41,162. So that if you take leave the time you take in coming from China to England, and going from England to China, counts as service for pension?—Yes.

41,163. What pay do you draw during that time? Do you draw full pay during the journey both ways?—We get full pay during the journey homewards and for the first four months of the leave in England.

41,164. Then when your salary exceeds 400*l.* a year a deduction is made for the whole of the remainder of the leave, whatever it may be?—Yes.

41,165. But so that the reduction shall not bring the leave allowance below 400*l.* You are always entitled to draw 400*l.*—that is a minimum?—Yes, that is a minimum, assuming that you have reached a grade which entitles you to that salary. I do not think in your first leave you would get 400*l.* a year, because after five years' service you would probably be a second assistant drawing 350*l.*

41,166. But I understood you to say that an officer gets 400*l.* in any case during leave in England?—Only as first assistant. Provided your salary does not exceed 400*l.* you get your full salary; but in the first leave it would not reach 400*l.* in all probability.

41,167. Will you please repeat the point upon which you say the new rules pinch at present?—The cost of taking your leave—in fact, the cost of travelling to and from your post.

41,168. Can the cost of travelling home from China be fairly demanded, seeing that you draw your full salary during the journey?—That is so.

41,169. But you have to pay your way back?—Yes.

41,170. (*Miss Haldane.*) In the case of sickness leave, is your pay the same?—In the event of a medical certificate, and if the doctor certifies that it is necessary for you to return home on account of sickness, you could receive the same allowance toward the cost of your passage as if you were going on regulation leave.

41,171. (*Chairman.*) The only point on which you say the rules pinch is that the expense of travelling is so great that many people cannot take the leave to which they are entitled?—That is so.

41,172. What are your duties as acting-assistant?—You are attached either to the staff of the Legation in Peking, or to one of the consulates. The usual thing is to be attached to one of the consulates; the exception is to the legation. In a consulate you are supposed to learn the whole work of a consulate. The actual work you do is assigned to you by the consul or Consul-General under whom you are serving. It includes the care of all correspondence, indexing, attend-

ing to the more routine functions, such as registration, the writing of certain letters and despatches, and translation work; and attendance at interviews with the Chinese authorities.

41,173. What is the exact nature of the work? Is it commercial or is it in any way judicial or administrative?—It is in some cases all of those, but the only administrative work would be in the post at Wei-hai-wai which is not, strictly speaking, a consular post. The judicial portion of the work would be acting as clerk of the court or registrar in cases which come before the consul for trial.

41,174. Ordinary cases of recovery of debt, and so forth?—Yes, and criminal cases. You are stationed at what is called a treaty port, where there is a British community of varying size, and the consul has to see *vis-à-vis* the Chinese authorities that that community is allowed to trade and enjoy the full exercise of its treaty rights in that respect, which means continual representations to the local Chinese authorities to see that those treaty rights are observed. Then, with regard to the British community itself, any disputes which arise between members of that community are liable to be referred to you for settlement, and you have a jurisdiction which extends to imprisonment for one year in criminal matters, and to civil suits where the amount does not exceed, I think, 100*l.*

41,175. The jurisdiction is not territorial but personal. Can you say that you exercise magisterial functions over a particular area? Would it not be more correct to say that you exercise judicial functions in respect of particular people who are British subjects?—But the jurisdiction is limited by districts. Each consul holds a district court under the Supreme Court of Shanghai.

41,176. If a British subject has a dispute with a Chinaman, is the Chinaman subject to your jurisdiction?—No. Then that becomes a mixed case, which under treaty goes before a court which consists of a Chinese official—the official of the defendant's nationality—and the British consular officer sits as assessor; he is there to see that justice is done to the plaintiff, who is of British nationality.

41,177. But when the dispute is between two British subjects you have complete jurisdiction?—Yes, subject to the power of the Supreme Court in Shanghai.

41,178. Is that generally the sort of work that a vice-consul does?—A vice-consul is capable of holding a court in certain posts where there is only a vice-consul and there is no consul. But in other posts there is a Consul-General and a vice-consul and it may happen that the vice-consul does most of the judicial work. We are afforded certain opportunities for studying law and being called to the Bar, and it may so happen that the vice-consul is a man who is a barrister and the Consul-General may not be. In that case the judicial work would be done by the vice-consul. That is in a port where a vice-consul and a Consul-General are together. In ports where there is only a vice-consul, of course, he is a judge in the same way as a consul or Consul-General would be.

41,179. Does the vice-consul exercise control and supervision over the assistants?—Yes.

41,180. In like manner would the consul exercise control and supervision over the vice-consuls?—In his own port, yes.

41,181. Besides that judicial work which you have explained to us, I suppose you also have to deal with British seamen?—Yes.

41,182. And such business as the ordinary consul in Europe performs?—Yes.

41,183. Do you report regularly upon the condition of the port where you are stationed and on the commercial operations of that port?—Yes.

41,184. You send out annual reports?—Yes.

41,185. Do you, in addition to that, exercise any diplomatic functions?—Yes. A very great portion of the work is what might, perhaps, be called diplomatic, in so far as you are responsible for seeing that the local Chinese authorities, with whom you deal direct, carry out their treaty obligations. Any dispute or complaint that arises under that head is dealt with always by the man on the spot first, and he is not expected to refer



12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

the case to Peking until he has exhausted every means of getting satisfaction locally. It is only when he fails to get satisfaction from the local Chinese authorities that the matter is referred to Peking, and then it is dealt with by the Minister with the Chinese central government.

41,186. Do these diplomatic negotiations take up a good deal of your time?—They take up the greater portion of the time.

41,187. As much of your time as your commercial functions take up?—It is very often difficult to draw the line between them. In nearly all cases what may be called the diplomatic work is of a commercial nature; that is to say, the reasons for your diplomatic representations are that a particular merchant is not being allowed that freedom of trade which he ought to be allowed under treaty, and nearly always the subject of your representations is commercial.

41,188. Your Service has supplied more than one Minister to Peking?—I think we have supplied five or six.

41,189. Do you consider that the Legation at Peking belongs to your Service and that you may reasonably look for promotion to that post?—No.

41,190. I suppose you have heard of proposals to amalgamate the Consular Service and the Diplomatic Service. Would it not be difficult to do anything like that in connection with your Service?—As far as I know, our Service is one in which probably the two Services are brought more closely into contact than in any other, except the case of the Near East Service. I myself, at the present moment, hold a post which is of a diplomatic nature. I am, for the time being, employed as Chinese Secretary to the Legation, a post which ever since the foundation of the legation has been filled by a man from the Consular Service; that is to say, he is the interpreter to the Minister. In addition to the post which I myself hold there are always, perhaps, half a dozen other consular men employed in different posts in the legation. There is an assistant Chinese Secretary and a junior in the Chinese secretariat, so there are three consular men in that department. There are usually two or three assistants employed in the chancery in the general work of the legation. There is a vice-consul attached to the legation who also is in charge of the accounts; and there is the commercial attaché who is drawn from the ranks of the Consular Service.

41,191. Are there many members of the Diplomatic Service in the legation?—There is the Minister and the counsellor, and two secretaries,

41,192. But in connection with any proposed amalgamation might it not be suggested that your previous experience in China would not fit you for a diplomatic post in, say, Western Europe?—That is quite so. We are specialists entirely in China; we never leave it.

41,193. Am I to understand that you favour the amalgamation of the Consular Service with the Diplomatic Service in China?—I would not say I was favourable to that. I merely state, as a matter of fact, that in China the work of the two Services dovetails more than, as far as I know, it does in other countries. Therefore it is a delicate question, perhaps a little more delicate for a man in the China Consular Service to express an opinion upon than it would be for a man in a service which is not brought into such close contact with the Diplomatic Service as we are in China. I would not say that I was in favour of an amalgamation of the Consular Service and the Diplomatic Service in China, because our specialised experience in China certainly would be wasted in any other country.

41,194. In that case an amalgamation between the Chinese Consular Service and the general Diplomatic Service would not be advantageous to the public interest?—No, it would not be advantageous.

41,195. Would you say the same would be true of the Japanese and the Siamese Services?—I am not in a position to say. I can only say this, that the conditions that originally existed in Japan and Siam, which conditions were analogous to those which still exist in China, have ceased to exist to a large extent. The jurisdiction over British subjects has been surrendered in Japan, which renders the functions of the

consul different from what they were originally, and I understand to a certain extent the same is true in Siam, and that the functions of the consul there are no longer exactly what they were before that jurisdiction was surrendered.

41,196. And they became more purely commercial functions?—I imagine that must have been one result.

41,197. (*Mr. Graham Wallas.*) Have you found in your Service that the arrangements for providing the buildings for consular offices are on the whole satisfactory?—Yes. In China all the buildings are provided by the Government throughout the country.

41,198. Is the furniture in those buildings provided by the Government?—Only for the offices, for the reception rooms of the legation itself, and for the students' quarters.

41,199. The heavier mass of the furniture is provided?—Only office furniture. In the consul's quarters in the ports and legations no furniture is provided at all—merely the houses.

41,200. Do you normally take over your predecessor's furniture then?—That does happen, but it is by no means a fixed practice. That is a point which has often been represented. A desire has often been expressed that the heavier furniture for consuls' residences should be provided, because in some of the more remote posts it is a matter of considerable difficulty to get any furniture, and if there are frequent changes in the tenure of the post it means a great deal of unnecessary removal of heavy baggage.

41,201. You can see no reason why that arrangement should not be entered into?—I understand that the reason given is one of expense—that the initial expenditure of supplying heavy furniture for a large number of consular residences would be prohibitive.

41,202. It has been represented to us that to provide furniture for consular officers abroad would be very difficult, because one man may be a bachelor and another may be married; and the same applies to providing residences. Do you find that that difficulty is great in China?—As regards the provision of residences the question does not arise there, because the residences are provided on a fixed scale at every post.

41,203. On the assumption that the man is married?—Yes. A man of a certain grade is entitled to a certain number of rooms. Whether he is married or not does not affect the question, but sufficient rooms are provided for his accommodation if he happens to be married.

41,204. And you have full provision of office stationery and so on. A man who comes into a consulate finds everything he wants in that respect?—The stationery is supplied from England from the Stationery Office by indent.

41,205. And the provision in that respect is satisfactory?—Yes.

41,206. You have told us about your work in the consular courts and of your work in seeing that our various treaties with China are faithfully carried out and that merchants have their rights. Do you have other trade work where you are communicated with from England and you are requested to use your influence to secure an opening, for instance, for certain goods sent out from England?—There is a considerable volume of correspondence with merchants in England, both those who are represented locally and those who are not.

41,207. Do you find that those merchants sometimes form a conception of your office as being that of a sort of general unpaid commercial traveller, which seems to you to be inconsistent with the actual position you must occupy in China?—I think perhaps some of the letters received give one the idea that the writer does not understand the local conditions or how far it is possible to comply with his request. If we get a letter from a firm in England asking to be put in touch with the likely buyers of any particular article, of course it is a matter of physical impossibility to put them in touch direct with any Chinese buyer, because there is the language difficulty and also there is not a very great deal of direct business done between the Chinese purchaser in China and the English seller at

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

home. What we do is (in accordance with the instructions as to furnishing the information through the intelligence division of the Board of Trade and that sort of thing) to send a list of the English commission agents or firms doing business in our district, who would be likely to know of Chinese purchasers for those articles.

41,208. But you do not come as a sort of missionary of British trade directly in contact with native Chinese?—If one were calling officially on a Chinese official one could not in the course of conversation recommend him to buy a particular class of British goods or that sort of thing. I do not think that would be consistent with our duties.

41,209. A man who is a judge and to a considerable extent a diplomatist in a very difficult position cannot also be directly a commercial traveller?—No, not a commercial traveller: but he can do his best to bring parties together and supply information with regard to the matter.

41,210. When a young man is chosen for the Chinese Consular Service he becomes a student-interpreter and he goes out to China and for two years his life is that of a student?—Yes.

41,211. During those two years his main business is to acquire the language?—Yes.

41,212. What arrangements are normally made? Is there a certain body of learned men who make it their habit to teach young Englishmen?—The supervision of the students' studies is under the Chinese secretary—at present under myself. A student arrives in Peking and he is supplied with the services of a Chinese teacher. We call him a "teacher," but he is a Chinese who knows no English, who attends so many hours a day in the student's quarters, and teaches him the language. It is a little difficult to explain perhaps, because the language is so utterly unlike any other language that most people have any acquaintance with. There are practically no teachers in the proper sense of the word. There are very few, if any, Chinese who are capable of teaching you Chinese in the way that a French or German teacher would be able to teach those languages.

41,213. Or an Indian baboo?—Yes, I doubt if there is anything of that sort. Anyway, eventually he does learn as the result of two years' study.

41,214. There is in China a general literary language?—Yes.

41,215. And certain local dialects?—Yes.

41,216. Is the Chinese that is taught the general literary Chinese?—Yes; we never learn any dialects. The theory in China is that every official speaks what is known as official Chinese—the dialect of the mandarin—and we only teach that to our students.

41,217. Does the ordinary student acquire the power of speaking freely the mandarin dialect?—Yes; not necessarily at the end of two years, but he has acquired a good grounding which is sufficient for him afterwards to build up a good knowledge of the language on if he sticks to it.

41,218. There is in Peking the building of a university intended to be somewhat of the modern type?—Yes.

41,219. Have you, as being responsible for the training of students, ever considered whether some use might be made of that university for the training of students?—I do not think at the present time it is in a sufficiently advanced stage for us to consider it. As a matter of fact it has had a very chequered career. The history of higher educational institutions in China has not been a very happy one hitherto, for a variety of reasons.

41,220. But it might happen that if it did develop you might get into touch with it?—It might happen that facilities would be afforded for teaching Chinese in a way better than it is taught at present. I would not be prepared to say more than that.

41,221. Would it be an advantage if such development took place that the young student-interpreter instead of entirely confining himself to the language should learn something of the history of China?—He does. I will explain the course. In his first year he learns only colloquially. There is a great difference in

China between the spoken language and the written language. During his first year the student's learning is colloquial and he is examined at the end of that first year. In his second year, in addition to his continuing his colloquial studies, he learns the written language in which all official communications between the consular officers, the legation, and the Chinese authorities pass. He also learns in his second year the history, geography, and contents of the treaties relating to China.

41,222. Who teaches him the history and geography of China?—At the present time there are no classes in those subjects. He is recommended to read certain books and he has a library, and at the end of his second year he is examined in those subjects. I think improvement might be made there, not so much in classes on history and geography, but in the duties of a consul afterwards. There are certain subjects—what you may call the stock-in-trade of an efficient consular officer—which can only be learnt by experience. There are certain directions in which it is more difficult than in others to secure that treaty rights are enjoyed. It is comparable almost to case law in England. There are certain recognised principles which cannot be found in any book, but which do exist in the history of the cases which have been fought with the Chinese authorities for years past. I think a student would be more fitted for his work afterwards as a consular officer if he were instructed in that sort of work during his studentship. At present he is not. In rotation, he attends the Chancery—that is the general office of the legation—in the afternoon for a week at a time. They take it in turns to do that so that he acquires a certain acquaintance with the usual forms of correspondence, telegrams, and that sort of thing, which is a good training of course; but at the present time there are no lectures or classes provided for him on consular work, and that might with advantage be done.

41,223. That is to say, instead of his period of study being purely linguistic, you think it might be wider and more general?—Yes, I think it might be wider.

41,224. Part of that study would be law; he has to act in many cases as judge later on in life?—Yes.

41,225. You say he ought to learn case law?—I was using the term "case law" not in the legal sense but in reference to the duty of securing the enjoyment of treaty rights, which is the principal part of a consular officer's work, and which depends on a knowledge of cases in which those rights have been enforced in the past; that is to say, there are certain stock questions which are always arising at the treaty ports. China is a land in which precedent counts for a great deal, and if you can quote to a Chinese official a case in which your point has been upheld or admitted by one of his predecessors, that case goes a long way towards inducing him to admit your contention; but you have to learn those cases by your own actual experience or else be taught them by people who have had that experience. That is what I mean by it.

41,226. He also has to be a magistrate; he can sentence his own fellow-subjects to imprisonment?—Yes.

41,227. And he has to act as a commercial judge?—Yes.

41,228. He has to deal with questions of evidence and procedure in different branches of law?—Yes.

41,229. Would it be desirable that he should be given systematic means of learning some of those duties?—He is given the means under the existing system. He can take branches of the law for his entrance examination, and then again, when his first leave of absence is due after five years, he can, if recommended by the Minister, get an additional year's leave, so that he gets two years' leave on full pay on condition that he attends one of the Inns of Court and goes through the course of study prescribed for a barrister.

41,230. You went through a course of study at the Middle Temple and were called to the Bar in 1910?—Yes.

41,231. Did you find that the arrangement of the Middle Temple for teaching you were as convenient as possible to fit into your general arrangements?—At the

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

time that I did the law course, in addition to passing your four Bar examinations you had four six-monthly examinations under the Civil Service Commissioners which to a certain extent overlapped some of the Bar examinations. The only special subject was treaties with China. That has now been altered, and you have only one examination in addition to your Bar examinations. The facility which in my opinion is the most valuable, is that every six months you are given a list by the Civil Service Commissioners of the courts which you have to attend. You have to go and see the working of the law in practice. You have to attend these courts and take notes of the proceedings in those courts, verify all the references to quoted cases in the library of your Inn, and send those notes to the Civil Service Commissioners.

41,232. The Civil Service Commission in effect superintend your legal education?—Yes.

41,233. Is the man who does that himself a lawyer?—I am not in a position to say that, but I assume he is.

41,234. Do you think it would be convenient if a man who was himself a lawyer familiar with some of the problems in the East were general adviser in regard to legal training of young Chinese consuls when they are over here?—I am not of opinion that it would be of very great advantage, because I think what one wants more than anything else is to see the law being administered, and to study that. The present system makes you do that. Naturally one cannot learn to be very much of a lawyer in the course of two years, but one can learn where to look for one's law, and by attendance at the courts one can get an idea of how the law is administered; so that when you are called upon in China to act as a judge the whole thing is not entirely strange to you; you know where to look for your law, and you know roughly how that law should be administered on the principles on which we administer it in England.

41,235. Do you get any special instruction with regard to the principles of trade?—No.

41,236. You get no special instruction as to the course or the principles of the world's trade?—No.

41,237. Do you think it might be an advantage if a young consul instead of merely picking it up by rule of thumb were given opportunities for rather special study in that respect?—Yes. Do I understand you to mean attendance at a school of economics, or something of that sort.

41,238. I do not refer specially to any particular place, but there is a great body of knowledge of the principles of the world's finance and the course of the world's trade which cannot be picked up by a man in China by a rule of thumb?—No.

41,239. But which might nevertheless be extremely valuable to him if he came to a high post in the Consular Service?—Yes.

41,240. You think it possible that just as we give them access to the law so we might give them access to the accumulated knowledge of the principles in regard to trade?—Yes, if given on the same lines as the knowledge of law is offered; that is, if facilities were offered to members of the Service to acquire a knowledge of trade and finance I think it would be advantageous.

41,241. (*Mrs. Deane Streatfeild.*) Returning to the question of leave, would you consider it advantageous for a man who had reached the grade of vice-consul or consul to be able to make full use of the opportunities of getting to England when he got a chance?—I regard it as essential that he should.

41,242. Do you know what proportion of the men of that grade, or above the grade of assistant, are married, in the Consular Service in China?—A very large proportion.

41,243. Then, on the whole, does it seem desirable that Englishmen in that sort of public position should be married men in China?—My personal opinion is that marriage should not be allowed until after a certain length of service has been attained.

41,244. But when they reach a certain stage it is an advantage that they should be married?—I would

not say that there are any particular conditions attaching to service in China which render it more advantageous for a man to be married there than elsewhere.

41,245. Nevertheless, you said just now it is difficult, or more difficult, on the whole, for a married man to take the full opportunity of leave than an unmarried man?—Yes; that is simply on the ground of the extra expense which falls on his shoulders.

41,246. Exactly. Then, would not it seem to you a pity that there should be anything which makes it difficult for a married man in that position to make full use of the chance of getting to England?—Yes, I do think that.

41,247. So that on the whole any increase in the facilities for coming home for men in the higher branches of the Consular Service in China would be a good thing?—Yes. I will go further and say that the conditions of life in China, particularly in the smaller ports—the more remote ports with small communities, where one is cut off largely from Western influence—are such that a frequent return to the home country is essential if a man wishes to retain his efficiency.

41,248. Or his health?—Yes.

41,249. Or the health of his family?—Yes.

41,250. Are the student-interpreters learning anything besides the language during the first two years of their residence in China?—Only to the extent I mentioned, that they are acquiring an acquaintance with the routine work that passes through the chancery, and some acquaintance with the history, geography, and government of China itself.

41,251. (*Sir Henry Primrose.*) With regard to houses, I suppose it is absolutely necessary that they should be provided because a Chinese house is not habitable by Europeans?—That is so. A European house is very essential to a man's health. In a few places where houses have not yet been provided—there are certain ports recently opened in the interior of China—it is a matter of very great difficulty to obtain a house which is suitable. At one or two of the ports the health of the members of the Service has suffered considerably on that account.

41,252. Is that equally true of Japan and Siam?—I am not in a position to say that. I do not know the countries well enough.

41,253. Are those three branches of the Eastern Consular Service distinct; that is to say, once a man is appointed to Japan is he always in Japan, and once he is appointed to Siam, is he always in Siam?—Yes, with the exception of the addition of two posts. The Japan Service now supplies the Consular posts at Manila and Honolulu, and the Siam Service at present supplies the posts at Batavia and at Saigon in French Cochinchina.

41,254. But the entrance to the three is common?—Yes.

41,255. But once you are in you are appointed to one or other of those three compartments, and they are water-tight compartments?—Yes, that is on account of the language.

41,256. (*Mr. Boutwood.*) Do you choose which branch of the Service you go to?—In the event of there being vacancies for two or more countries you have a choice which you will go to. If there are only vacancies in one country at a time you take that.

41,257. (*Sir Henry Primrose.*) Siam does not present the same opportunities; it is a very small Service?—Yes.

41,258. And yet a man might be compelled either to accept that or to resign the Service?—Yes; or I presume he could take his chance later on at a subsequent examination.

41,259. Has the written official language that you spoke of in China changed much?—Yes, it is undergoing a very great change at the present time. It is being very largely influenced by Japanese.

41,260. For instance, if you were able to read a modern edict of the Empress Dowager, could you also read an edict of the Ming dynasty, or whatever it was?—Yes.

41,261. (*Sir Kenneth Muir-Mackenzie.*) Do you consider it desirable that any man who is going to occupy

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

one of those judicial positions—because apparently one of the principal consulates is a very important judicial position—should occupy that if he is not a barrister and has not had a complete legal education?—I think he should at least be a man who has taken advantage of the facilities afforded to members of the Service for acquiring some knowledge of law.

41,262. But a man of ability can get on in that position although he has not done so?—Yes; but it is sometimes arranged as a matter of practice that in the big ports, in Tientsin, for instance, where there is a good deal of judicial work—of course in the smaller ports there is very little indeed—if the Consul-General himself has not taken what is called his law course, the vice-consul appointed is a man who has taken that course, or there is a man there who has acquired some knowledge of law. In Shanghai, as there is a Supreme Court, there is no judicial work for the consul.

41,263. I observe you, yourself, after considerable service, have taken the course of being called to the Bar?—As a matter of fact I passed my law course during my first year, but the rules are such that it is not possible to be called unless you have kept your 12 terms, except that if you take honours in your final you might be remitted one or two terms. Your leave does not permit your keeping 12 terms continuously. So that although I passed my final in 1904, but I was not able to be called to the Bar until my next leave came round, which was in 1910.

41,264. (*Mr. Matheson.*) Did you have any special preparation when you went in for the entrance examination? Did you come from a university or from school?—I went practically straight from my public school. After leaving school I went to a crammer's. I went to King's College, which, at that time, under the old syllabus, had a class which prepared the subjects of examination which were not those one learnt at school, such as law and précis writing. Now the examination is quite different, and I imagine that most of the men have been to the university.

41,265. I suppose you see something of the consuls of other nations in China?—Yes.

41,266. Do you know whether their recruitment is of much the same sort as ours?—It is different to this extent, that they all—the French, the Germans, and the Russians—teach their men Chinese in their own countries before they go to China.

41,267. Do you know how long they give to that?—I cannot say.

41,268. What do you think of the merits of the two systems?—I think our system is better. They can, of course, acquire a certain grounding in the written language in their own country, but that means that they come out older than our own men do, and I think the Chinese language is one which the younger you are when you begin to learn it the better, and that it is better learnt in its own country than abroad.

41,269. Do you think there is any respect in which their training suggests hints for us to adopt? Does anything particular strike you in which they have superiority over us in training?—No; I think I can honestly say not. We are a much older Service than any of theirs. Our Service has been in existence as a Service now for very many years—50 or 60 years—and no other country has a service with those traditions.

41,270. Were you in Tientsin during the siege?—Yes.

41,271. I suppose then you had to take military duty?—I was not doing consular work at the time. I was on the staff of the military at the time. I did not belong to the Tientsin consulate. I was then attached to Wei-hai-wei under the Colonial Office, as a matter of fact.

41,272. (*Miss Haldane.*) In those countries which have their men taught Chinese before they come out to China, are they taught by Chinamen?—I understand that all these Oriental colleges have native professors on their staffs. To what extent the teaching is done by native professors and not by a foreign scholar of the language I cannot say.

41,273. Is there no better way of learning the language than by means of a Chinaman who knows no English? It seems to me it must be extraordinarily

difficult?—I admit that that is a great difficulty, but our view has always been that the language is such a difficult one that there is less of a royal road to it than to any other.

41,274. Are there no Chinamen who speak English who could teach it better than Chinamen who can speak no English at all?—They are very difficult to obtain, and we think that it is, perhaps, better not to use them, at any rate in the earlier stages. There are very few Chinese who are capable of acting as teachers; that is to say, of explaining why a particular combination of characters should mean a particular thing.

41,275. Do you pick out Chinese who have that power of giving instruction, or do you simply have any Chinaman?—As far as we can we endeavour to get them. They are all men of a certain education—that is essential—because a Chinese who has not studied his own language to a considerable extent of course is not any use for that purpose; but I cannot say that they are teachers.

41,276. When a member of the Service is absent on sick leave who appoints his substitute?—That is done entirely by the Minister in Peking.

41,277. The consular officer has no responsibility himself of appointing his successor?—He has none whatever.

41,278. In that respect it is different from the general Consular Service?—I believe so. We are quite differently controlled in that way.

41,279. (*Sir Donald MacAlister.*) I gather that your answer with regard to the possible amalgamation of the Consular Service and the Diplomatic Service was not so much with regard to the conditions in China as with regard to the general question of the Consular Service and the Diplomatic Service in other parts of the world. There is really no difficulty, is there, in China in a somewhat free interchange between the Consular and the Diplomatic Service; it constantly takes place?—I cannot say there is an interchange, but I will put it in this way: With regard to the staff of the Legation in Peking, which is a diplomatic post, the Consular Service has always been drawn upon, to a certain extent, to fill certain posts in the Legation at Peking.

41,280. Practically all the consular officers when they first go out are sent to the legation?—But that is only for the purpose of tuition. They hardly form a portion of the staff of the legation. Some of them are kept on afterwards. There are always five or six men belonging to the Consular Service employed in the legation.

41,281. And they may be employed on legation work, and not merely learning?—Yes, I mean that—that is over and above the students.

41,282. So that the Consular Service in China is freely drawn upon for actual diplomatic service by the legation in China?—That is so for certain duties.

41,283. On the other hand, even for the higher duties, to an unusual extent the Consular Service has been drawn upon—even for the Ministers?—That is so.

41,284. So that the one Service and the other in China, at least, seem in fact to be co-related, in that the legation cannot get on without drawing on the Consular Service, which, moreover, has frequently been drawn upon for the higher officers?—That is so, principally on account of the language difficulty, and of the fact that the work has to be done by means of interpretation. The Minister in Peking has to have all his interviews interpreted for him. An ordinary Chinese official does not speak a foreign language. He may—many of them do—speak a foreign language to a certain extent; but more satisfactory results are obtained by speaking in their own language.

41,285. Therefore a staff of interpreters is a necessity for the legation?—Yes.

41,286. The student-interpreters are all nominally recruited for the Consular Service?—Yes.

41,287. Therefore the legation cannot get on without the only trained interpreters, and these are supplied to them through the Consular Service?—That is so.

41,288. Therefore there is a necessity that there should be a constant stream from the Consular Service into the Diplomatic Service in China?—Yes, for the interpretation service.

12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

41,289. So that if there was one Far Eastern Service there would be no reason in the nature of things against, but a good many reasons for, close association of the two?—Yes, that close association exists to-day and always has existed.

41,290. But there is a nominal barrier between the two Services?—Yes, they are entirely distinct.

41,291. Then the barrier is more than nominal?—Yes, there is a very actual distinction between the two.

41,292. Do you see any reason for the permanent existence of that actual distinction in the Far East? Would not it be good for the Consular Service to be occasionally served by men who had had experience in the legation other than of interpreting work. Consuls-General, for example, have practically to act as British representatives for all purposes?—Yes.

41,293. Would it not be well if they had had at some time or other actually served in the legation as responsible officers?—They very often do.

41,294. But there is no regular scheme; the system is against it. The facts are too strong for the system, however?—There are always some six members of the Consular Service employed in the legation, but they are not permanently employed there. They go to the legation for a time, and then go as consul to another post, so that there is a constant interchange between the legation and the consular posts that always go on.

41,295. The nature of things makes that necessary?—That is so. The members of the Consular Service are, by reason of the conditions prevailing in China, capable of doing the work at the legation, but I do not think it would be possible to reverse that and say that a diplomatic secretary without a knowledge of the Chinese language would be capable of filling a post as Consul-General, say, in one of the provinces.

41,296. Yet there is no provision for recruiting junior officers for the Diplomatic Service on the lines of student-interpreters?—No. There are no men with a knowledge of the Chinese language available except through our own particular Service.

41,297. And there is no machinery for training them other than the consular machinery?—No; I think it is an admitted fact that to acquire an efficient knowledge of the Chinese language means continuous residence in China for a great number of years.

41,298. (*Mr. Boutwood.*) I suppose the question of amalgamating the Chinese Diplomatic Service and the Chinese Consular Service in practice would resolve itself merely into a question as to whether those assistants in the Peking Legation were taken from the Consular Service. Those seem to be the only diplomatic men you have in China?—There are three—a counsellor and two secretaries. The Minister at the present moment happens to be a man from the Consular Service.

41,299. You say there have been four or five cases of high promotion of that kind?—Yes.

41,300. So that transfer from the Consular to the Diplomatic Service is a possibility?—There have been a greater number of Ministers in Peking taken from the Consular Service than from the Diplomatic Service since the post was established.

41,301. Then it is a considerable possibility, and outside that you have as diplomatic officers merely two secretaries and a counsellor?—Yes.

41,302. So that as a matter of fact it is a small question when you come to deal with the actual units concerned?—Yes, but as I say, I am not in a position to say how far it would be possible to carry on the work of any legation without men from the Diplomatic Service.

41,303. (*Sir Donald MacAlister.*) But may not it happen that when a consular officer has served in a legation for some time, that he develops qualities which may make him properly aspire to rise in the Diplomatic Service?—No; he can never acquire a position in the Diplomatic Service itself. I, myself, am a case in point. I am a member of the Consular Service in China, but at the present moment I do not hold a consular post; I hold a post in the legation. I am Chinese Secretary to the Legation. I hold a commission as Chinese Secretary, but I do not hold any position in the Diplomatic Service.

41,304. But you might well have the ambition to attain such a position?—The fact that one attains that particular post does not carry with it any promise or any claim to a future position in the Diplomatic Service.

41,305. What I want to get at is, whether there is any reason, in the nature of things, why you should not look forward to promotion in the Service of which you are really an essential element?—There is no reason other than tradition and the existing division between the Services.

41,306. I want to know if there is any good reason for maintaining that division which prevents, except in the case of the highest diplomatic officers, a man who has served well in the legation in the capacity of consular officer hoping to rise in the Diplomatic Service?—I think it is doubtful how far the experience, say, in my own post in Peking would qualify one for diplomatic work in a European post.

41,307. I am speaking of the Far Eastern Diplomatic Service only?—Then there is no reason.

41,308. (*Chairman.*) You mean, I presume, there is no reason why the tenure of your present office should not be a qualification for higher promotion in the legation. Does the counsellor draw higher pay than you do now?—No, I draw higher pay than he does.

41,309. (*Sir Donald MacAlister.*) Because you have got to the highest consular post in the legation?—Yes.

41,310. (*Chairman.*) It is not a consular post; but you say you hold it because, being a consular officer you have acquired a peculiar qualification—the knowledge of the language?—That is so. The post of Chinese Secretary has always been so filled.

41,311. I agree, if there be promotion in the legation there is no reason why the claims of a consular officer to it should not be considered?—There is no better paid post in the legation.

41,312. (*Sir Donald MacAlister.*) Than the one you happen to have?—Yes.

41,313. But there are other consular officers serving in the legation not so well paid?—The commercial attaché gets the same salary, and the others are junior in the Service.

41,314. (*Mr. Graham Wallas.*) Is the commercial attaché a consular officer?—He is.

41,315. But it is a diplomatic post?—He is drawn from the Consular Service, and it is a diplomatic post for the time being.

41,316-7. (*Sir Donald MacAlister.*) I ask these questions because in the corresponding case in Constantinople we had it in evidence before us that consular officers are similarly drawn for the Diplomatic Service, and no doubt because of their knowledge of the language; they become first dragomans, and they can go no higher in the Diplomatic Service, because they are in the Consular Service, and as a result men of ability leave the Service.

(*Chairman.*) I think the evidence was, that there is no actual bar to their promotion, but in practice they do not get it. There is no actual bar to their being put into the Diplomatic Service?

(*Sir Donald MacAlister.*) Then I must have misread the evidence?—Our positions in China are the same.

(*Sir Donald MacAlister.*) They remain nominally in the Consular Service, and get to the highest interpreter post in the Service, and they can go no higher.

41,318. (*Chairman.*) They may. For instance, Sir William White went higher, just as Sir Ernest Satow has gone higher?—Yes, as Minister.

41,319. (*Sir Donald MacAlister.*) He was made Minister—the head of the legation—but he could not rise in the legation to that post. He was lifted over other's heads?—Yes.

41,320. (*Mr. Graham Wallas.*) He could not be counsellor. Has any counsellor been appointed from the Consular Service?—No.

41,321. No counsellor and no secretary of the embassy has ever been appointed from the Consular Service?—No.

41,322. (*Sir Donald MacAlister.*) Although owing in your particular case to the salary attaching to your



12 June 1914.]

MR. SIDNEY BARTON, C.M.G.

[Continued.]

high office, you have no special ambition in the Chinese Legation at Peking at the present moment; others, in a lower position, might well aspire, but are debarred from rising in the legation because they are in the Consular Service and not in the Diplomatic Service?—That is true, and it applies to my own case, too.

(*Chairman.*) We had an admission yesterday by Sir William Tyrrell that the objections to amalgamation between the Levantine Service and the Diplomatic Service were not at all so strong as the objection to amalgamation between the Diplomatic Service and the general Consular Service.

(*Sir Donald MacAlister.*) The facts are too strong for the tradition both in the Near East and the Far East, where the Services have constantly to overlap.

41,323. (*Mr. Boutwood.*) You spoke of having aspirations, but can there be aspirations when a consular officer on the whole has a higher scale of salary than the secretaries of legation? Would it be any advantage to make him a secretary of legation, who only starts with a salary of 150*l.* a year in the Diplomatic Service?—That is so. The Consular posts are very much higher paid than the lower ranks in the Diplomatic Service.

41,324. (*Sir Donald MacAlister.*) Is it not the case that men of ambition in the Consular Service who might, in the public interest, have been promoted from one Service to the other, have found themselves by the existence of this tradition debarred from aspiring to service on the diplomatic side?—As far as I know that does represent the fact, but there have been promotions into the post of Minister from the ranks of the Consular Service, but those promotions have always been, I understand, acts of grace in special cases.

41,325. (*Chairman.*) Not because they were men of the Consular Service?—And no consular officer can ever acquire a claim to promotion in the Diplomatic Service.

41,326. (*Sir Donald MacAlister.*) All these promotions to a higher position in the Far Eastern Diplomatic Service have been exceptional?—Yes.

41,327. (*Chairman.*) Seeing that promotions from the Consular Service have not been infrequent in the China Service, would it not be advantageous if some of those gentlemen who were so promoted had had experience of the Peking counsellorship before their promotion. Would he not have been a more effective Minister if he had had experience as counsellor in the legation?—I think *vis-à-vis* the Chinese it would be preferable, and make his position better for him that he should, if he is going to be promoted to Minister, be promoted from the position of counsellor and not Chinese Secretary.

41,328. (*Sir Donald MacAlister.*) I am right, I think, in putting it that in looking out someone for the career of Minister in Peking, in one out of every two or three appointments they have had to go to the Consular Service to find a man?—That is so.

41,329. With regard to studying Chinese, do you tell us that it is no real advantage to have made some literary study of the language before going out to China?—No, I am not prepared to say that, but I say it is a question of the time spent in making that study. You presumably would not be in a position to commence your study in England until you had finished your other studies necessary to enable you to pass the examination. You would then be 22 years of age presumably, and if you were to make any progress at all you would have to spend a year or two studying Chinese in England, and I think you could spend that year or two more profitably in Peking than you could in London.

41,330. In the case of student-interpreters in the Near East it was found worth while after their selection to make them spend a year in the study of Arabic, Turkish or Persian, as the case may be, and the result is that when they go out to the country the colloquial aspect of the language comes much more easily to them; they learn first the characters and the details of the grammar, and so on. Do you see, from your experience, any strong reason why that should not be the case also with regard to the student-interpreters for China? If they spent one year at a university centre, or something of that kind, in the study of the characters of the lan-

guage from such a man as Professor Giles, would it not be an enormous advantage to them when they began in China, seeing that they cannot get what one may call a philological teacher to begin with?—It would be an advantage certainly to them to have that, but I question whether that advantage would counterbalance the loss of a year in age when they start their work in China.

41,331. The advantage, from my point of view, would be that they would have a British teacher who knew the difficulties that an Englishman had in tackling the language, and who could put before them the general system of the language, the radicals, and the way of building up the words and characters, and so on, which would enable them when they got out to China to put the right questions to their Chinese teacher, on which so much depends if they are to get the right answers?—In my opinion the atmosphere in which you learn Chinese should be that of China itself.

41,332. Are you speaking of the colloquial or the written language?—Any study of the language in any form other than the simple study of the written language—certainly as regards the colloquial.

41,333. The colloquial is absolutely necessary, I admit, and they begin with the colloquial?—Yes.

41,334. Without any reference to the written character at all?—They learn it through the written character. There is a colloquial writing and an official writing as well.

41,335. Will the Chinese litterateur condescend to colloquial writing?—He would not condescend to it, but there are books written for the purpose of study in colloquial writing, by using which the student of colloquial writing at the same time acquires a knowledge of the written character; so he is also learning so many thousands of characters. In the first year he gains, simply by the aid of his books which are to teach him colloquial Chinese, a knowledge of something like 2,000 characters, so that he has those 2,000 characters ready to begin with when he goes in the second year to study the official written language.

41,336. It gives him the wrong names and the wrong meanings for many of the characters, however?—No, the difference is very small, and the same characters are used in the written language.

41,337. But it gives him the wrong names and the wrong meanings for these characters?—Only in very, very few instances.

41,338. I am surprised to hear that a year's preliminary study in this country with a skilled professor, who himself acquired the language in the East, and who knew the difficulties of the language to a British student, would not enormously save a man's time when he gets out to China; but that is your opinion, however?—I admit it is an open question, and that it would be a very great advantage to have genuine teaching of the language, which he does not get in Peking; but it is a question whether the benefit of that teaching would compensate for the absence of atmosphere and the living amongst the Chinese, which is the only way. I hold the view that the only way to learn Chinese is by mimicry.

41,339. That is spoken Chinese?—Yes, and you may have a marvellously accurate knowledge of the Chinese language, but unless you can speak that language like a Chinese that actual knowledge is very little use to you in the work you have to do. As consular officers in China we have to get things out of Chinese officials, and we have to talk to them for hours on end. It is a very exhausting process. You can get nothing, or very little, out of them by writing. No case is ever settled, and no diplomatic question is ever put through by means of correspondence. It is nothing but hours of continual conversation, an endless repetition of the same subject; and unless you have the faculty to enable you to do that and to speak the language in a way that the man you are arguing with understands, and cannot pretend not to understand, you will get nothing done. Therefore fluency in speaking is essential to a consular officer if he is to do his work properly.

41,340. There is also a great deal of translation?—Accurate translation is one thing, and that is essential too—most essential—but that ability is acquired. That is a question of care. There are certain men who are



12 June 1914.]

Mr. SIDNEY BARTON, C.M.G.

[Continued.]

capable of accurate translation, but who are not perhaps fluent speakers of the language when it comes to a prolonged argument with a Chinese official.

41,341. The same would be true of French and German; you can learn French and German here, but may not be able to speak them fluently?—I think it is true to a greater extent in the case of the Chinese language; but, as I say, it is an open question. My opinion is, that great though the advantages would be of proper teaching here in England, I think those advantages would be counterbalanced by the loss of surroundings.

41,342. It is absolutely necessary if you are going to communicate in Chinese with the Chinese Government, that your communication should be written in literary Chinese?—Yes, you must write good Chinese.

Mr. CHARLES STEWART SMITH R.N. (Consul-General at Barcelona), recalled and further examined.

41,347. (Chairman.) We have recalled you in order to give you an opportunity of going in a little more detail into the question of the sufficiency of the travelling allowances that you receive?—As I have thought it over, there are one or two notes which I have made. The first one is that the increase of salary that comes on promotion is very apt to be annulled by increased expensiveness. As an officer grows older he goes to more important posts in larger towns, and then he finds increased rents and other expenses, so that the increase in the salary may be quite annulled or almost so. When I was removed from Bilbao to Odessa, I had to pay a rent of about 170*l.*, in lieu of a rent of about 70*l.* which I paid at Bilbao, and the increase of pay was 200*l.*, so there was 100*l.* a year swallowed up simply in obtaining a house in a more expensive town.

41,348. You incurred certain expenses in transferring yourself and family to Odessa?—Yes.

41,349. Were you recouped all the expenses that you incurred?—By no means. Of this 200*l.* increase 100*l.* was swallowed up by increase of rent, and then there was 100*l.* left as increase of pay; but I was a good deal out of pocket (I cannot tell now how much) because the outfit allowance was not sufficient. You have first of all to wind up the house at the post you have been at already, and you are lucky if you get off with paying one quarter's rent for that. Then you have to instal yourself at the next post. Then there is the cost of conveying and forwarding one's furniture and insurance of it, and establishing yourself in the new house. I think most of the consuls sell their more common furniture and buy it afresh at the new port. Besides that a transfer involves expenditure of more than the allowance, the present system is unfair as between different transfers. I am at present at Barcelona, but if I was transferred to Marseilles I should receive the same sum towards the cost of my setting myself up as if I was sent to Valparaiso—that is, supposing the pay was the same—although in the latter case the freight would be ever so much more, and it would be necessary to spend a great deal more money in buying new furniture at an extravagantly high cost.

41,350. Then the sum you receive has no special reference to the expenses you incur, but rather is an average sum?—Yes, it is a proportion of one's salary at the new post. I think the inequality as between the different transfers might be reduced if there was some factor corresponding to the distance. For instance, if  $\frac{1}{2}$  per cent. was added (for a married man) to the outfit allowance for every 100 miles which his luggage had to travel, and perhaps  $\frac{1}{4}$ th per cent. for an unmarried man, that would overcome the difference of cost owing to the difference in distance traversed. Some slight arrangement like that, I think, would not cost much, but would equalise matters very much.

41,351. I have an impression that you took more exception to the grade pay, namely, 300*l.* to 500*l.* for a vice-consul, 600*l.* to 800*l.* for a consul, and 900*l.* to 1,200*l.* for a Consul-General. Should I now be right in thinking that you thought that scale would be fairly sufficient, as the grade pay, provided there was something additional in case of the exceptional cost for dearness of living in particular places?—No, I can only speak from the knowledge of the posts I have had, but I thought

41,343. If not the communications would not be respected?—The present revolution has unfortunately produced a style of writing Chinese which is not what it might be.

41,344. (Sir Henry Primrose.) Does it occasionally happen that a man fails to learn the language and has to come back in consequence?—It does occasionally happen.

41,345. Sometimes it takes a man a long time. If a man failed to pass in the prescribed time what would happen?—We usually put him back for perhaps six or three months, as the case may be.

41,346. And after a time you would have to say, "You will have to go"?—Yes, that is part of the condition of his appointment, if he fails to pass. He is only on probation for two years.

more remuneration ought to be arranged in some way so as to enable one to move about with people of importance.

41,352. But that was to be met, as I understood, by an allowance in the nature of a sumptuary allowance?—In that case, yes, I think so.

41,353. But with regard to the substantial grade pay attached to the various grades, in the Consular Service, I understood from you or some other witness that 300*l.* to 500*l.* for a vice-consul, 600*l.* to 800*l.* for a consul, and 900*l.* to 1,200*l.* for a Consul-General, with an addition of an allowance to meet the dearness of living at particular places, was fair pay?—Yes, and also an allowance for entertainment which I spoke of. I do not think that in Europe there are any allowances at all for such things as entertainment—at least, I know of none.

41,354. Not under that term. You are now Consul-General at Barcelona and your pay is 1,000*l.*?—Yes.

41,355. And it will rise to 1,200*l.*?—Not unless I am transferred to one of three posts.

41,356. But if the pay were made personal so that, in course of time, and with your seniority, you might rise to 1,200*l.* without the necessity of a transfer, would you still think there ought to be an allowance attached to the post at Barcelona because of the expensiveness of living at that place?—I would rather say that in theory I think it ought to be possible to have an extra allowance. I have been at Barcelona such a short time that I cannot say whether an allowance ought to be paid there or not.

41,357. Take your last post at Odessa: you were drawing 1,000*l.* there, and I understood you to say that you found 1,000*l.* a year inadequate to enable you to live comfortably and to return the hospitality shown to you, and which you found to be of use to you in your official work?—That is true.

41,358. If, in addition to having the 1,000*l.* salary, you were granted 200*l.* or 300*l.* allowance at Odessa, do not you think the situation would make you satisfied?—I think it would.

41,359. Am I right in thinking that the scale of pay which I mentioned would be sufficient as remuneration for your official work?—I think so.

41,360. Do you know what rule prevails, say, in the German Consular Service, in regard to costs of removal and travelling?—I am afraid I do not know that.

41,361. Is there anything else you wish to say?—I should like to point out that consuls generally pay double taxation. We do not live in England but we pay income tax, which is in England the principal means of taxation; but in foreign countries the revenue comes from indirect taxation, so that all the time we are spending money abroad we are also making our full contribution to the foreign exchequer.

41,362. Is there really any very great hardship in that matter of double taxation? If you lived in England you would have to pay income tax and also the indirect taxes. You would have to pay duty on the tea and sugar you consumed. All indirect taxation would fall on you in England as it does abroad?—In Russia or Spain the duties on everything that is imported are vindictive; at least, in Russia they are vindictive, and

12 June 1914.]

Mr. CHARLES STEWART SMITH, B.N.

[Continued.]

in Spain they are very high, though nothing comparable to Russia.

41,363. (*Mr. Boutwood.*) So that the local indirect taxation is much heavier than the indirect taxation in England would be?—Yes. And the indirect taxation means *octroi* also in so many countries.

41,364. (*Mr. Hoare.*) But would not account for that be taken in the grant for cost of living, if made?—I am only pointing out the different things that concur to make things more expensive.

41,365. (*Sir Donald MacAlister.*) You would have to pay rates in England?—Yes. Then we have the disadvantage that so many of the pleasant parts of the world are British, and therefore foreign consuls have many opportunities of good posts in our Colonies which are not open to us. At the same time the duty is increasingly laid upon us to further Colonial trade interests if asked to do so. That has not meant anything serious yet, as far as I am concerned, because I have had very few applications. A further point is that in the Civil Service the expenses of a family are generally considered as the private affair of the father, but still, there are a number of indirect expenses which do not fall on the home Civil servant if he has a family, but they are specially hard upon a man who lives abroad. In a place like Russia or Spain you cannot bring up your children; you must send them to England to be educated. If you have to send your children home to educate you have to make arrangements to take a house for the children's holidays, which a man of my standing would not do in England—he would have the children in his own house. Then there is the cost of the journeys to and fro on account of the children. Whilst I was at Odessa I had to pay for about 120 journeys backwards and forwards, and had to rent a house in England as well as at Odessa, so there are unusual expenses caused simply by the local conditions of the place. The same question of family comes in in regard to travelling expenses. The Foreign Office will only pay travelling expenses for five people; but people who have more than five in their family are precisely the ones who are hardest hit by such expenses. If the moving of families was defrayed altogether by the Government, it would press much less hard on the individual than it does now; a man with a large family has so little spare cash.

41,366. (*Sir Henry Primrose.*) Are the locomotion expenses fully paid for for a family of five?—No, I do not think so, but the regulations have been changed lately.

41,367. (*Chairman.*) Are these all the points which you wish to bring to our notice?—Yes. Then I was asked about a consul's duties when I was examined last. I ought to have mentioned that they were divided into duties towards merchant shipping and seamen and merely commercial business; but that there are also special duties which are voluntary, but which are of very great importance to the community. At Odessa I had to be chairman of the church committee, and chairman of the church purchase funds; I was president of the cemetery committee, the Seamen's Institute, and the British Benevolent Fund, and of two clubs. When these things go well it does not mean much work, but when things go wrong then one has to take a good deal of trouble about them. I think it is a great advantage to the colony when that sort of thing is done by the consul, because he is the one person that nobody minds taking the lead, and so it puts a stop to a great many jealousies, and makes it much more possible for people to do things together.

41,368. And at the same time it imposes upon you a certain expenditure?—It does, but I have not found that very serious. One would do it anyhow if one was in a place where one had to do such things. I do not lay down that it is well for consuls to take on all those duties at once when they go to a post. They ought to look round first and make sure that they can take them without stepping into places where they will find themselves quarrelling with half the community.

41,369. (*Mr. Graham Wallas.*) There is a certain amount of travelling which is incidental to the full performance of your duty. I suppose, in order to prepare your reports or get information, you have to do a

certain amount of travelling?—Generally it is for inspecting posts.

41,370. When you are travelling in Spain on official work, how far are your travelling expenses paid?—All the out-of-pocket expenses and 1*l.* a day.

41,371. Supposing you thought it desirable to cross the Spanish frontier into France, would the expense of that be paid?—If the Secretary of State approved.

41,372. Supposing you thought it essential that on some big question you should come home to England and see, say, a Chamber of Commerce which had sent to you an important request, before answering their request or entering into any discussion, would the expense of that journey be paid?—If the Secretary of State approved of the journey. I would not think of doing it without his approval.

41,373. You would write to him?—I should telegraph.

41,374. It would not be contrary to custom that such a journey should be made and paid for?—Not if the Secretary of State considered it was in the public service.

41,375. (*Mr. Boutwood.*) Do I understand you to say that you think there ought to be an increase of salary or a separate allowance for entertainment and social work generally, or only an allowance at exceptional places where living is dear?—I think the point of dearness ought always to be considered and decided on the merits; and I think the question of where it is desirable to help people to entertain should also be decided on the merits. I should not think it was necessary in every post by any means.

41,376. You think that in some posts the social side of your work is more important and more expensive than in others, and in those places that should be taken into consideration?—Decidedly. In Russia, for instance, it would have been a very great help to be able to entertain the local officials and people of that kind.

41,377. But for the ordinary post that has no exceptional claims, you think the scale of salary is sufficient?—I should think so, except where undue expensiveness is shown.

41,378. (*Sir Henry Primrose.*) What you are really suggesting is that this system of local allowances which is already in force to some extent should be extended and systematised?—I should be very glad to see it done.

41,379. Take Bilbao, where you were; there, in addition to a salary of 600*l.*, a local allowance of 100*l.* was given?—None was given when I was there: the salary was then 700*l.*

41,380. I have a table before me which gives the salaries of all the salaried officers in the Consular Service, and there is a column giving the local allowance, which in some cases is substantial. Those allowances are really given for the very purposes you mention, namely, the increased cost of living in a place, and so on?—I believe so.

41,381. Take Buenos Ayres; there the salary is 800*l.* and the local allowance 500*l.*?—That is on account of the expensiveness of living.

41,382. So that there is, in fact, in operation a system of supplementing salaries by means of local allowances which are to cover exceptional cost of living?—Yes, but there is no idea of anything being given at all for expenses of entertaining. It is simply rejected. I have suggested it more than once, and simply been told that the Treasury would never allow it.

41,383. I think we must assume that the salary is fixed at a rate which is supposed to enable a man to live according to the conditions of his appointment, which would include a certain amount of entertaining?—I do not think so. I think you would find that the Foreign Office would not say so. They would say: "It is no part of the duty of a consul to entertain."

41,384. You mean he ought to be encouraged to entertain?—No. I say I think there are certain posts where it is very desirable that he should. I think there are plenty of places where it does not matter a bit.

41,385. (*Mr. Hoare.*) The Ridley Commission, in their Report on the Consular Service, said: "We would venture to propose that meritorious services

12 June 1914.]

Mr. CHARLES STEWART SMITH, B.N.

[Continued.]

" of consuls might to a larger extent than hitherto " be rewarded by honorary distinctions." Has that point ever struck you, that our consular servants do not receive the recognition in the way of decorations and honours that they deserve?—Certainly.

41,386. How, for instance, would they compare with

the consuls of Foreign Powers. Are their services more generously recognised in that sort of way?—I can only judge by when I attend any function like the King of Spain's birthday, or anything of that sort. The foreign consuls are much more decorated than our consuls.

The Hon. RONALD CHARLES LINDSAY, M.V.O., called and examined.

41,387. (*Chairman.*) I find you entered the Diplomatic Service in 1899?—Yes.

41,388. You entered by open competition?—Open competition after nomination.

41,389. Did you enter the Foreign Office or the Diplomatic Service?—The Diplomatic Service.

41,390. Have you ever served in the Foreign Office?—Yes, for three years on end latterly, and I started in the Foreign Office, where I served about a year as attaché.

41,391. Were you a Foreign Office clerk?—No, attaché in the Diplomatic Service, but we used to begin in the Foreign Office.

41,392. During the year which you spent in the Foreign Office you received no pay?—No.

41,393. And for another year after you went abroad you received no pay?—That is so.

41,394. Then you got 150*l.* a year?—Yes.

41,395. What missions were you attached to?—I was first at St. Petersburg, where I stayed for three years. Then I was in Teheran, Persia, for about two years; then in Washington two years; then I was rather more than a year in Paris; about three years in the Foreign Office; and, after that, a little more than a year at the Hague. Since then I have been unemployed.

41,396. Of course, you found living while attached to an embassy or mission expensive—more expensive than your official salary enabled you to meet?—Yes, always.

41,397. What would you say to such a scheme as this, and how do you think it would work: Say that you commenced with the same pay that a Foreign Office clerk gets—that is 200*l.* to 500*l.*—and when attached to a mission abroad you were given an allowance of from 200*l.* to 300*l.* from the Government, would that have enabled you to get on?—With 200*l.* salary to start with, and an allowance in addition? Not at St. Petersburg.

41,398. Have you been at Vienna?—No; but St. Petersburg is an expensive post. I do not think a bachelor could live there on, say, 400*l.* a year; in fact, I know he could not.

41,399. Then as far as you have had experience, does it cost 500*l.*, or 600*l.*, or 700*l.* a year to live at an embassy in the position of a third secretary?—Yes, I think so, as a bachelor.

41,400. Can a bachelor live on 500*l.*, if not at St. Petersburg, elsewhere?—At Teheran he certainly could. At Washington he could not. At Paris he might possibly, but not very easily. I think Paris is a good deal more expensive to live in than London. I am only speaking of a bachelor. When a man is married it makes a great many more complications; his transfers cost so much more.

41,401. If such an arrangement as that were introduced you think that the allowance ought to be 300*l.* a year at all events?—Yes, I think so.

41,402. How did you learn your modern languages?—Russian I learnt abroad, to a certain extent. I was appointed to St. Petersburg three or four months before I went there, and I took lessons in Russian while I was in London.

41,403. But before you entered the Service you knew French and German?—French, German, and Italian.

41,404. Did you learn those languages when you were young, abroad or in this country?—Abroad. I learnt them in order to pass the examination. They were obligatory subjects.

41,405. Did you live abroad for many years?—I lived abroad altogether for a little more than two years learning the three languages.

41,406. Had you been to the university?—No.

41,407. You lived abroad before you went in for the examination?—Yes, after leaving a public school.

41,408. Had you got a nomination for the Diplomatic Service before going abroad to learn the languages?—I think I had, or the promise of one, at any rate.

41,409. It took you two years to learn the languages?—Yes.

41,410. Then when you passed your examination and got your appointment you had a few months here before going to Russia, in which to learn Russian?—Yes, that is practically what it comes to. While working in the Foreign Office I was told I was going to be sent to St. Petersburg, and so I learnt some Russian then.

41,411. We have been told that the duties of a young diplomat are not so much office duties as duties which he is able to perform by going into society. When his office work is over he then goes into society and meets men of his own class, and diplomats of other countries, and in that way work is done, communications are made, and you hear what is going on, and get information which is valuable to your chief, and you communicate it to your chief?—Yes.

41,412. We are told that that sort of work is even more valuable than the work done in the chancery. Is that your view?—It is hard to say whether it is more valuable, but it is certainly important. As a matter of fact, the office work proper in the larger embassies is certainly increasing tremendously, and I think they spend more and more hours every day in the chancery.

41,413. Take, for instance, your work in Paris. Had you much commercial work to do there?—Not very much in Paris. In Paris there is the commercial attaché who does most of the commercial work.

41,414. Take another embassy?—In Washington I used to do a good deal of commercial work.

41,415. What was the character of the commercial work you used to do in Washington?—It was largely in regard to the laws that were being passed affecting trade and commerce, and laws on social legislation—it is hardly commercial work, but it is not political, at any rate. Very complicated laws are constantly being passed—for instance, railway rate legislation and shipping control.

41,416. Used the embassy in America to send home an annual report upon trade and commerce, or was that the work of the consuls?—There is a commercial attaché in America, too, but all the time I was at the embassy he used to live in New York. I think he used to send a trade report in every year for the whole country. Then each consul sends in his report for his district. The embassy do not send in commercial reports every year.

41,417. How did you find your travelling allowances tell on you? Were they adequate?—No, certainly not. They are adequate for a bachelor who has nothing but the luggage which he takes with him, but for a married man they are completely inadequate. It only comprises a railway ticket and the luggage which you take with you. There is nothing to complain of over the subsistence allowance, which is 1*l.* a day as long as you are travelling.

41,418. You had to find your own house accommodation wherever you have been?—Yes, and that, of course, is also a source of expense. The customs vary in different countries. When I went to Holland, for instance, I took a house, and it consisted of nothing but the walls of the house, and when I left Holland I found myself with seven fire-places on my hands, besides a kitchen stove, which I had had to buy.

12 June 1914.]

The Hon. RONALD CHARLES LINDSAY, M.V.O.

[Continued.]

41,419. You had to furnish the house?—I had to buy the fire-places even. That sort of thing is an extra source of expense, apart from the mere transfer of furniture.

41,420. To where did you move from Holland?—To Cairo.

41,421. At the present time you are seconded?—Yes, at present.

41,422. You had to sell your furniture in Holland?—There are two schools among the diplomats: there are some who sell their furniture at every post, and some who carry it round from post to post. I happened to have some furniture, and I took it round with me.

41,423. Then you must be considerably out of pocket at the year's end on the present scale of allowance?—Oh, yes.

41,424. But on no scale of allowance that the Treasury would be likely to admit would you get the cost of carrying all your furniture with you?—Not unless transfers were very much rarer than they are, and I do not think, perhaps, that that would be very desirable.

41,425. Have you seen a good deal of the Consular Service during your stay at the various places you have been to?—Not systematically. I have seen a good many consuls at various times.

41,426. Have you ever considered the question of greater amalgamation between the Consular Service and the Diplomatic Service than exists at present?—No, I have not. I think it would be very useful for diplomats to know more of consular work sometimes, and I think it might help them a good deal.

41,427. Do you mean that it would be desirable if a young diplomat were made a vice-consul or consul for a time, and then reverted again to diplomacy?—Yes, I do not think it would be at all a bad thing for him.

41,428. You think it would be a good thing?—Yes.

41,429. If that were so, if there were transfers from the Diplomatic Service to the Consular Service which were made general, transfers from the Consular Service to the Diplomatic Service would almost seem to be necessary also?—It would almost seem to be necessary, but I do not know that it would be feasible.

41,430. Have the consuls you have met been of the same intellectual calibre as the general run of the members of the Diplomatic Service?—I think not quite as high, intellectually. There are some extremely able ones, of course.

41,431. As a rule were they as good linguists?—No, they are not as good linguists.

41,432. (*Sir Donald MacAlister.*) With regard to the commercial attaché in the United States, he is really detached from the embassy?—He was then. I do not know what he is at the present moment.

41,433. In your time what was his relation to the embassy? Was it only nominal?—He used to report to the embassy, and the embassy used to instruct him very often to prepare reports on special subjects in accordance with whatever instructions we got from the Foreign Office.

41,434. But he did not appear at Washington very often?—No, not very often.

41,435. So that his connection with the embassy, as such, was not very close?—No; the reason was because New York is the commercial centre. Washington is not a commercial centre at all; in fact it is mostly political, and the embassy used to take charge mainly of the legislative proposals that were going on in Congress.

41,436. And political questions?—Yes, of course.

41,437. So that as far as your experience went you had very little commercial work, pure and simple, at Washington at all?—Not much.

41,438. If any question touching on commerce did come to the embassy it would be naturally referred to the commercial attaché?—Yes, usually.

41,439. Did the commercial attaché in New York visit this country very often?—I do not remember whether he did or not. They do from other posts. There was one in Russia when I was there posted at Moscow, and he used to visit England and give lectures to Chambers of Commerce on commercial subjects.

41,440. Was his connection with the St. Petersburg Embassy any closer than that of the New York attaché with the Washington Embassy?—No, it was very much the same.

41,441. Have you had experience of commercial attachés in any other legation or ministry?—There is one in Paris, Sir Henry Lee, who is resident in Paris.

41,442. Is his relation to the embassy very close?—Yes; he is right in the embassy. I have not had experience of any others.

41,443. In the cases of Moscow and New York the commercial attachés would be in much closer relation with the Consular Service, and would have to depend on them more than on the Diplomatic Service?—In New York certainly he was closely in touch with the consulate. In Moscow the consulate was a very unimportant office, and I think the commercial attaché was more or less on his own there. I think there was only a vice-consul in Moscow at the time.

41,444. So he was really there fulfilling the commercial side of the consul's functions?—Yes, purely.

41,445. But he was nominally in the Diplomatic Service?—I think so.

41,446. (*Miss Haldane.*) Do you think the young attaché when he joins the Service gets, as a rule, much instruction in his work at the embassies?—Yes, he has to learn the work. I think the instruction he gets in the Foreign Office is the most valuable.

41,447. Then do you think it desirable that he should be in the Foreign Office for a time always before going to a foreign mission?—Yes, I think so, speaking entirely from the point of view of what is most advisable for the attaché.

41,448. You mean to learn the routine of office work and so on?—He could do it much better in the Foreign Office than in the biggest embassy.

41,449. But is he, as a rule, encouraged to learn about the social conditions of the country he is in, and so on?—Yes, a great deal.

41,450. But I suppose there is a good deal of difference in the different embassies?—I do not think so. I think it is very much the same everywhere—in all the big ones certainly.

41,451. Sometimes one hears a criticism made that they do not know a great deal about the social life of the country in which they are living?—I think they are distinctly encouraged to learn about the country in which they are living and to prepare reports on it.

41,452. Sometimes it has been said that the reason they do not know more about the social conditions of a country is that they do not know very much about the social conditions of their own country before they go out. Is there any truth in that?—There is a great deal of truth in that, and if they knew more about the conditions in England it would very often help them to realise what is most interesting in the countries abroad.

41,453. Can you see any way of remedying that evil?—No, except by frequent exchanges.

41,454. (*Chairman.*) What do you say to their beginning their service in the Foreign Office here and during their time in the Foreign Office, say, two years, giving them facilities to see the proper working of our various departments here at home?—It might be very valuable. I do not know if it would be possible or not.

41,455. (*Miss Haldane.*) Do you put much stress on the social side of the work as regards the young members of the embassy?—The moment he arrives in the British Embassy abroad the attaché finds himself in the middle of it, anyhow. It is expected of him by the other people.

41,456. Do you think it an important matter that he should take part in the social life of the country?—Yes, I do. I think it helps him, too.

41,457. (*Chairman.*) Could he keep out of it even if he liked?—Yes, some of them do, I think.

41,458. (*Miss Haldane.*) You would not say that he might be an efficient diplomat, even though he had not taken part in the social life of the country?—Not necessarily; but it is a question of his personality rather.

41,459. Do you think he sees all manner of people beyond what are called the highest class? Does he see something of the middle class?—Yes. It is easier

12 June 1914.]

The Hon. RONALD CHARLES LINDSAY, M.V.O.

[Continued.]

for him to see nothing but the highest class, but a good man will easily find his way into every stratum of society and meet the interesting people.

41,460. Do you think that is done to a considerable extent, and that they do see a good deal of the other influential classes who are not belonging to the higher orders?—Yes, I certainly think so.

41,461. It may be rather difficult for him to do so; it requires rather an effort to do that, while it is very easy for him to enter into the other society?—Yes, the other is the broad and easy path.

41,462. (*Mr. Hoare.*) You said that the office hours were increasing in the embassies?—Yes.

41,463. Do you think there is too much routine clerical work done by the attachés?—No, I do not think there is. I really think the routine and clerical work is at a minimum.

41,464. It has been suggested to us that it might be a good thing to lighten some of this work by putting it into the hands of clerks?—There are chancellors, as I think they are called, at several posts now.

41,465. Do you think the number of them should be increased?—I do not think it is necessary really.

41,466. In your own experience, looking back, you do not think that you had too much work in the nature of drudgery to do at embassies and legations?—There is bound to be a good deal. I think the confidential work and the management of cyphers ought to be kept in the hands of attachés. I do not think the clerks ought to be allowed to do that.

41,467-71. Speaking generally, you do not think there is any great grievance?—Not in that respect.

41,472. (*Mr. Matheson.*) Do you think our diplomats hold their own, as far as the linguistic side of their work is concerned, as compared with other diplomats?—Yes, I think they are just as good.

41,473. Did most of your colleagues live abroad before going in for the examination?—I think nearly all of them spend some time abroad learning the languages.

41,474. I suppose the Diplomatic Corps of some countries have rather a more formal training in law, and so on, than our own people—the Germans, for instance?—Yes, I think they do. I could not tell you much about it.

41,475. Do you think on the whole our system of appointing on general education with special knowledge of languages works out pretty well?—Yes, I think it works out pretty well on the whole.

41,476. Might it possibly be supplemented by rather more training in history?—I think a little more training in English administration, and the state of the laws in England, would help them a good deal perhaps.

41,477. During their probationary period in the Foreign Office?—I do not know how they could learn it quite.

41,478. (*Sir Henry Primrose.*) Looking at your record in the Service, might that be taken as a fairly typical history of a man entering the Diplomatic Service?—I think absolutely.

41,479. As regards the rate of promotion, I see you were four years a third secretary. Would that be about the time with most people?—I think that was rather faster than my immediate predecessors.

41,480. What do you say as regards the number of transfers you have had?—I think that is about normal. I think it works out to about one in every two or three years on an average.

41,481. Has the Foreign Office any minimum time within which they would not move a man?—No, there is no such limit.

41,482. Are the junior members of the Diplomatic Service allowed to indicate preference for one post rather than another?—Yes, you can indicate a preference.

41,483. With any result?—Sometimes. For, instance, when I was at St. Petersburg I asked to be sent to Teheran, and I was sent there; but I think that is the only time I indicated a preference.

41,484. (*Chairman.*) Were you long at Teheran?—Nearly two years.

41,485. Did you learn Persian?—Yes.

41,486. (*Sir Henry Primrose.*) If a man is two years at a post I suppose it takes him perhaps a year to really learn the ways of the place?—Yes, very often.

41,487. Therefore these frequent changes have a certain disadvantage, have they not?—Yes, sometimes. It does take a man some time to understand the machinery of the government.

41,488. As regards the Service generally, does a man often remain as a first secretary; that is to say, having arrived at the maximum salary of 500*l.* as a first secretary, does a man often remain at that a long time before he gets promoted?—I think they generally stay three or four years. It is practically one class—first and second secretaries—and I think they generally take about ten years to get through it.

41,489. When a man has got to the 500*l.* stage, probably, from the point of view of money, the remuneration is better at that stage than at any other, either below or above?—Yes; and when he is at that stage he is very often at a post where he occasionally takes charge and gets charge allowances: so it is not his total emoluments really.

41,490. The ministries do not leave a very wide margin for a man over his salary. Take a Minister at Brussels, for instance. The salary is by no means very liberal from the point of view of what he has to do?—Probably not.

41,491. So far as your observation goes, should you say that our Diplomatic Service was as well paid as that of other first class Powers?—Yes, I think on the whole it is very much on the same scale.

41,492. But even in the case of the foreign embassies the men in the Diplomatic Service are all men who probably have some private means?—Yes, I think always.

41,493. I do not suppose there is any foreign Diplomatic Service which gives a salary which would be sufficient to enable a man to live in the way he has to live in a great capital?—No, none at all.

41,494. (*Chairman.*) Do foreign governments give allowances in addition to the grade salary?—I rather think they do, but I am not quite certain. I fancy every country has its own system in that respect, I think some certainly give quite a moderate salary to Ministers and Ambassadors and a considerable entertainment allowance, which comes to very much the same thing in the end, I suppose.

41,495. Except that on our system the entertainment allowance will not be taken into account in calculating pension?—I think our pensions are on a different basis; not on the figure of the salary, but on the class of the post.

41,496. (*Sir Henry Primrose.*) I suppose in every Diplomatic Service the appointments are by nomination rather than by way of open competition?—I think always, in every country.

41,497. (*Chairman.*) You say a first secretary or a counsellor sometimes gets a charge allowance for acting as chargé d'affaires?—Yes.

41,498. Is the charge allowance deducted from the pay of the Minister?—Yes, always.

41,499. Is that occasionally a cause of friction and dissatisfaction?—Yes, certainly.

41,500. We are interested in hearing about the points in which friction occurs with a view to possible removal, so we shall be glad if you will develop that a little?—I think it is merely that sometimes the first secretary or the counsellor feels rather cross with his chief for not going on leave a little oftener, but I do not know that it ever causes actual friction.

41,501. That possible cause of friction, if it be a cause of friction, would be removed if the Minister for a period of authorised leave were to draw the usual pay?—Yes.

41,502. And if he ceased for that time to draw the allowances: He would not incur the burden of hospitality, if it be a burden? That would fall on the chargé d'affaires, who would receive the sumptuary allowance?—I do not think the friction is serious enough to cause any difficulty. It may have done so occasionally, but it was probably in cases where the two persons did not get on well together.



12 June 1914.]

The Hon. RONALD CHARLES LINDSAY, M.V.O.

[Continued.]

41,503. It has been suggested to us that it would be well to amalgamate the Foreign Office and the Diplomatic Service: to make it one Service. Do you see any objection to that?—I think in many cases clerks in the Foreign Office live on their pay, and I doubt if they could live on their pay when they go abroad, as a rule.

41,504. Supposing the system I have just outlined were introduced whereby the diplomats would receive pay on the Foreign Office level plus an allowance?—You could do that in the case of a bachelor.

41,505. That would meet the case of a Foreign Office clerk going abroad?—He would get exactly the same as a diplomat in that case.

41,506. He would, so far as the Government is concerned. The Foreign Office clerk might have private means or might not; if he had it would be so much the easier for him?—Yes.

41,507. I suppose we may take it for granted that in most cases where Foreign Office clerks at present become diplomatists and go abroad they have private means?—I suppose they have; in fact, I think they are sometimes unable to exchange because they have not private means. But even in that case the Foreign Office clerk gets rather higher pay than the diplomat, very much on the revised scale which you were suggesting, and, if even in that case he cannot accept a transfer abroad because he has not private means, I am afraid that it would indicate that the scale which you are suggesting is not adequate.

41,508. That would be an objection to the adequacy of the allowance, but assuming that a suitable wage were available for a Foreign Office clerk if he went abroad, do you think that the amalgamation would be beneficial to the Service?—I think it is certainly advisable that they should be very closely in touch with each other.

41,509. I infer from what you say that it is desirable and advantageous that there should be transferability?—Certainly.

41,510. The only question is whether the transferability should be such that the Secretary of State may order a Foreign Office clerk to go abroad and he must go, and may order a diplomatist to come to the Foreign Office and he must come, and thus take away the discretion of the individual. Would that be to the interest of the Service?—Yes, certainly, I think it would be to the interest of the Service.

41,511. Although it might be impeded in particular instances by financial considerations?—In particular instances it would be difficult to carry out.

41,512. (Mr. Boutwood.) But the amalgamation of the two Services—the Foreign Office and the Diplomatic Service—would mean bringing the men on to one list for promotion?—I suppose it would.

41,513. How would that work?—I think it would be a great deal fairer. At present exchanges which are effected may work injustice to people. I mean if a senior person comes out of the Foreign Office into the Diplomatic Service, and a junior diplomat comes out of the Diplomatic Service into the Foreign Office, the result is that a certain number of people in the Foreign Office go up one, and a certain number of people in the Diplomatic Service go down one. One list would obviate that at any rate, because they would all stay in the same place on the list, whether they were employed at home or abroad.

41,514. (Mrs. Deane Streetfield.) I find it a little difficult to clear my mind on this question of expenses in certain situations abroad. I should feel it easier if you could tell me what you consider would be the possible salary for an attaché in London, say, a Frenchman or a German attaché; then I should be able to compare it more easily with the question of the expenses of an Englishman in St. Petersburg. How much do you think it would take for a man to live in London?—There is always this difference, that the diplomat who goes abroad is a foreigner living in a foreign country and he does not get the things as cheaply as the natives can get them; he is not up to the ropes in the same way. So that a Frenchman living in London would probably require more than the corresponding Englishman living in London.

s (5)12300—Ev 102 &amp;c

41,515. Have you any idea in your mind as to what it might cost a Frenchman to live in London?—A bachelor living in London? I should say about 600l. a year.

41,516. (Mr. Graham Wallas.) At one point of your career you must have determined to try for the Diplomatic Service—I suppose at about the age of 18?—I made up my mind even earlier than that.

41,517. Then in consequence of that you decided not to go through the ordinary university course, but to go abroad?—Yes.

41,518. You took the precaution of finding out whether, if you did so, you would receive a nomination?—I think I did, but I could not say for certain.

41,519. You got what was in effect a binding promise that you would get a nomination?—Yes, I went at some time to see the Secretary of State's private secretary, but I cannot remember at what exact stage in my life it was.

41,520. Would you advise a young man who was going to make the same decision to do the same thing now?—Yes, machinery is provided for it now. There is a Selection Board, I think, which meets periodically.

41,521. But that Selection Board, as far as we can ascertain, only meets just before the examination?—It meets twice a year, I think.

41,522. But the persons who come before it, we understood, were nominally expected to come before the Board shortly before the examination?—No, at any time.

41,523. (Mr. Matheson.) Yes, two or three years before the time. Men are coming up now before the Committee who will not be going in for the examination for a year or so?—Yes, it is a long time before.

41,524. (Mr. Graham Wallas.) If they go into the examination at about 21 or 22 years of age they come up before the Selection Board at 18 or 19?—Yes, as soon as they are old enough.

41,525. You were nearly two years at Teheran. There you were dealing with a particular type of Eastern consul, and, I suppose, there were a certain number of Eastern consuls attached to the legation doing work in the legation?—There was one in the Levant Service, he was a vice-consul; and I think there was another vice-consul who had been recruited outside.

41,526. Were they doing regular work in the chancery of the legation?—No, they never came into the chancery of the legation at all but were entirely occupied with consular duties.

41,527. Then you were not in the position you find in China or Constantinople—that an integral part of the legation are these trained men in the Consular Service?—Not at that time. I believe now, although I am not quite certain, there are student-interpreters in Persia learning the Persian language and attached to the legation. I do not know whether they work in the consular part of the building, or in the chancery.

41,528. In Teheran the building is one; the Consular Service on one side and the Diplomatic Service on the other?—Yes, all in one enclosure.

41,529. In your time was there no communication? Were documents never sent over to the consular part to be translated?—Not for translation, but one was on one side of the court and the other on the other side of it.

41,530. You were working together?—Certainly.

41,531. So that the Minister would know if there was a very good man on the consular side?—Infallibly.

41,532. When you were in Russia in 1901 you passed an examination in public law?—Yes.

41,533. Do you remember the syllabus of that examination. Did you work it up with a couple of books, or how?—While I was on leave I had lessons in it from Sir George Sherston Baker, and I worked from books while I was in St. Petersburg, too. I worked on two or three books and then had a course of lessons.

41,534. There are some very distinguished lawyers in the University of St. Petersburg. Did you ever attend any lectures there?—No, I did not.

41,535. Who examined you?—The Civil Service Commission.

41,536. You returned to England from St. Petersburg for the examination, just to sit for the examina-

B



12 June 1914.]

The Hon. RONALD CHARLES LINDSAY, M.V.O.

[Continued.]

tion?—Yes; so far as I remember I was rather taken by surprise in the examination; it came on sooner than I expected, and I think I happened to be in England on leave at the time.

41,537. You say that system of encouraging the young diplomat to get a knowledge of law might be extended to certain other subjects?—I think it would be very useful to him sometimes.

41,538. What subjects?—I hardly know; but I think he ought to have certain familiarity with the state of the law in England on social subjects such as the Factory Acts and food adulteration, and perhaps liquor legislation and I should think Old Age pensions, and things like that. Then he would be very much more able to see what points in foreign legislation are of interest.

41,539. That is to say, if he is asked to report on any particular questions of social legislation in a foreign country, he is, in fact, impliedly asked to compare that with what exists at home in order to make suggestions, and unless he knows what it is at home

he cannot work on that line?—That is so; and he is very often in the dark at present.

41,540. Do you think it would be a convenient arrangement if, when he was in a European capital within reach, he were allowed to come home. If he is asked to report on the system of poor relief, say, and he finds he is ignorant of the system of poor relief at home, and he asks to come home and get himself up-to-date by a short and laborious visit home instead of working in the dark, do you think that would be a convenient arrangement?—Yes, I think that would meet the situation perfectly in cases where he was not too far away.

41,541. Did you get a special allowance in consequence of passing your examination in public law?—Yes, 100*l.* a year as long as I was third secretary.

41,542. Do you think that that special allowance system, or something analogous to it, might be extended to the study of existing British institutions?—I think it would be a very good thing.

## ONE HUNDRED AND THIRD DAY.

Thursday, 18th June 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.  
Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR BOUTWOOD.  
Mr. JOHN ROBERT CLYNES, M.P.

Mr. RICHARD DURNING HOLT, M.P.  
Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.

Mr. N. E. BEHRENS (*Secretary*).

Mr. H. A. ROBERTS (*Secretary to the Cambridge Appointments Board*) recalled and further examined.

41,543. (*Chairman*.) You are acquainted with the syllabus of examination for the general Consular Service?—Yes.

41,544. The examination combines technical subjects and subjects of general education?—Yes.

41,545. Have you formed an opinion on the advantage or disadvantage of that kind of examination?—I take the view that the subjects in themselves are those which the best advice obtainable has laid down as necessary for consular officers, but I think that several of the subjects—especially the technical subjects of commercial law and geography—lend themselves very badly to examinations, and I think the same is true, not of political economy as understood in institutions of university rank, but certainly of political economy as understood in this particular examination. I think these examinations lend themselves to an undesirable kind of special preparation. The general effect on the *personnel* of the Service must, I think, be to favour candidates of a very mediocre capacity.

41,546. Do you think it would be better to restrict the open competition to a scheme framed more from the educational point of view, and afterwards to subject the selected candidates to a period of special training?—That would be my idea. I know there is some objection to that on the score of expense, but it seems to me so important that, if it is possible for the Treasury to find the money, it would be advisable to give these men a longer period of special training than they have at present.

41,547. You have read the Walrond Report, I presume?—Not recently, but I read it at the time.

41,548. You know it was the hope of that Committee that we might be able to attract men who had acquired some preliminary commercial experience?—Yes.

41,549. I think that was one of the reasons why the maximum limit of age was fixed at 27?—Yes.

41,550. From the information that has been furnished to us as to the previous occupation of those who have been selected, it seems that results disappointed the expectations of that Committee. As a matter of fact, men with previous commercial experience have not entered the Consular Service?—I believe that is the fact.

41,551. That result is perhaps what might have been expected in the circumstances?—Yes, I think that it was to be expected. I think that any man, with the intellectual capacity that you want, and with the personal powers that you want, would, if he were in a great business house, be very unwilling to leave it, and the business house would be very unwilling to dispense with his services. The tendency has been latterly the other way—to try and recruit men of ability into business houses on a much wider basis than usual, and I think that that tendency shows that there are not enough of them there.

41,552. Since you appeared before us the year before last has that tendency on the part of business houses developed?—Yes, it goes on steadily. It does not go on by leaps and bounds.

41,553. But it goes on progressively?—It goes on progressively.

41,554. If you had an examination, or if the recruitment were conducted, on those principles which you have mentioned, what sort of examination would you have for the open competition for the general Consular Service? Would it be an examination based upon the secondary type of completed education, or on the university type, having regard to the work which consular officers are called upon to do?—I should be very unwilling to exclude the university man. It is not reasonable to suppose that the Service as a whole should consist of candidates from the universities, but I think that here and there you should leave the door open for any graduate who is obviously drawn to that work.

[18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

41,555. Would your examination be more of the type prescribed for the intermediate class of clerks, or would it be of the type of the Class I. examination?—If it were quite like the Class I. examination I think it would exclude everybody, or almost everybody, who was not a university candidate. That would be the objection to that. I have in mind the examination for the Levant Service—not as a model for the examination for the general Service, but as indicating the desirable standard. You there have an examination which can be taken by the better kind of sixth-form schoolboy with additional preparation, and you have the age limit of 24, which leaves the door open for the occasional man from any of the universities whose thoughts turn in the direction of consular work, and who, perhaps, has studied modern languages.

41,556. The examination for the Levant Service comprises the following subjects: Reading aloud and writing, orthography, arithmetic (including vulgar and decimal fractions), English composition, French translation, from and into, writing French from dictation, writing a letter in French on ordinary subjects, and conversation, paying attention to accents, genders, and tenses, and Latin. Those are the obligatory subjects. Then the optional subjects are: Ancient Greek, Italian, German, Spanish. There you have no history?—No history. I do not suggest that as a model for the other examination, but rather that the same standard should be aimed at. The standard in all these subjects is considerably higher than it is in the examination for the general Consular Service, and you have also the make-weight subjects of Latin and Greek in this particular case; but, naturally, in the examination for the general Consular Service you would have alternatives, such as modern history.

41,557. You would introduce history?—I think I would, and I would keep some economics if possible.

41,558. You would introduce political economy and economic history?—Yes, if you could maintain a reasonable standard in them.

41,559. And political science?—That is a vague subject; I do not think I would include it.

41,560. (*Mr. Boutwood.*) How does the standard for these subjects compare with the standard of Class I.?—It is below the standard of Class I. On the other hand, of course, what happens is, that in practice every subject there is obligatory. A man has to attain a reasonable standard in Latin and Greek, a very high standard of French and German, and has to know something of Italian and Spanish as well. That is how it works out, and I believe that is the salvation of the examination for its particular purpose.

41,561. (*Chairman.*) What ages would you fix? What would be the minimum and maximum age for the examination? The limits are now not under 22 or over 27. Do you consider that those ages are suitable, or would you reduce them to 18, and 24 or 25?—Assuming that you cannot ever get a candidate from a business house, there would be no objection to lowering the age to 24 or 25, but, if it is possible to get even occasionally such a candidate, you might leave the door open for him, I think. It might be advisable to lower the inferior limit to 19 or 18. I am not sure that it would be worth doing, because if you want to catch the sixth-form boy he will already be 18 or 19 years old, and he must have a considerable training in languages to follow, apart from anything he has done in school. Therefore, that brings him nearly to 21, and perhaps 21 would be a good limit.

41,562. For the Far Eastern and China Service the age is, I think, 21 to 24?—I think 20 or 21 would be a very reasonable inferior limit.

41,563. That would not enable you to escape the crammer, would it? The boy would leave school at 18 or 19, when he would have completed his secondary course, and there would be two years—between 19 and 21—the lowest age for the examination?—I should hope that he would spend that time mainly abroad.

41,564. You would secure that by insisting upon a high standard for languages?—Yes, and no doubt he would want a little special preparation at the end; but if he had learnt his history, or whatever other subjects were alternative to that, properly at school—for

example, supposing he had done mathematics or science properly at school, and he added the structure of languages—it ought not to take very long for him to revise his work. The kind of special preparation one wants to keep out is that which aims not so much at actual attainment as the mechanical doing of a paper. These papers for the general Consular Service lend themselves to good mechanical work. Any skilful teacher of the kind who takes up this work would know exactly what ropes to handle, and when you raise the standard of the examination, I think, to some extent, you get rid of that.

41,565. A suggestion has been made to us that after passing the competitive examination the candidate should spend a period of two years in a university having a Faculty of Commerce?—Such as Birmingham, for example.

41,566. Yes, such as Birmingham?—I hardly think that is quite the right suggestion. It seems to me that in the first place the successful candidate ought to be in touch with the Foreign Office and the Board of Trade, as now—probably he ought to spend more time there than he does—and I cannot help thinking that he ought to be trained in a great port where there are facilities for obtaining information which would not be found exactly in the same way at Birmingham. It seems to me that everything points to London as the obvious training place.

41,567. What course should he go through during this period of training?—There, I must not pretend that I really know. It is a matter, I think, for people who are in closer touch with the actual duties of a consul than I am; but it is quite clear that he would have to learn a good deal of commercial law and commercial geography, and, I should say, commercial history and political economy (which would be on a realistic pattern), and a great deal about the markets of the world. I have never seen the museum of specimens at the Imperial Institute, but probably, as far as the products of trade are concerned, that might be developed, if it is not already in such a state as to be useful. Then there would be his official relations with the Foreign Office and the Board of Trade.

41,568. What character of official relation? Would you have him go to work in the Board of Trade and the Foreign Office?—He does so at present for a short period, does he not?

41,569. I think only for a few weeks, or something like that?—I think he ought to have more than that, and ought to familiarise himself with the whole nature of consular reports, with what is required by the Board of Trade, and with how the reports are used.

41,570. You would have him spend a certain time in the Consular Department of the Foreign Office and at the Board of Trade to make himself acquainted with the character of the work?—Yes.

41,571. That is to say, to be employed as a young clerk would be for a time?—Possibly that would be the way.

41,572. Would you have him employed at all in actual commercial work in, say, the Port of London office or the office of a large commercial firm?—I think if the right kind of work could be found, and if you could find employers willing and public spirited enough to help, that would be a valuable thing. What I really do not know is, how far in any one organisation, even in the Port of London—which, I suppose, would be the best place—he would get quite the experience that you want him to have.

41,573. Would you have the first examination an open competition?—I think not. You mean whether there should be a nomination to compete or not? I think the question of nomination is extremely important. I do not think you can dispense with it for these particular Services.

41,574. We are talking now about the general Consular Service?—Yes, I think it is important for the general Consular Service.

41,575. Will you explain why you think so?—Directly one begins to deal with recruiting for this Service one finds that there is—it is rather difficult to describe it—a kind of cosmopolitan population, people who spend most of their time abroad for various

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

reasons, who are British subjects, but who are not the typical Englishmen you would wish to have representing the country. I think that is one strong reason.

41,576. Are you at all influenced by the desirability of getting young fellows of good demeanour and of good address?—I think that is important too, but I think we shall not find that they come from any particular class. I am quite sure that the income of their parents has nothing to do with it. But anybody who watches Englishmen dealing just in a common way with, say, Frenchmen in an hotel, or anywhere abroad, will see that there are very marked differences of behaviour, and many foreign nations are extremely sensitive to slight differences of manner. Therefore if it is possible to ascertain that candidates have quiet, good manners without aggressiveness, offensiveness, or any marked peculiarity, that is to the good.

41,577. Turning to the languages that men recruited for the general Consular Service should know, should French be one?—French and German, and, of course, Spanish, is very important nowadays.

41,578. Do you think that not more than one language should be obligatory?—I think I would make two languages obligatory, but I would have a very high standard in one of them.

41,579. What two languages would you make obligatory?—I see no objection to the present arrangement of French and German, or French and Spanish.

41,580. French and German are obligatory in the Diplomatic Service, but not obligatory in the general Consular Service?—No. Here what is obligatory is either French and German, or French and Spanish.

41,581. You prefer French and German?—I think not. I think the present is a very good arrangement as far as I can judge of the utility of the languages; but if you are going to increase the standard of the examination in other subjects of general education you will probably have to compensate to some extent for that by not having a high standard in both languages. My feeling would be, that if a man has learnt one language really well, much better than the present examination implies, he is on the way to becoming a linguist and his second language will come very easily to him; if he has begun it, he will soon make something of it.

41,582. Would you be content with the 300 marks for French or would you raise the marks for French to 400 and leave the marks for German or Spanish at 300?—I think I would leave them on an equality so far as I can see at present—I am not quite sure about the bearing of that—only I would make the pass marks in French very high—perhaps two-thirds of the total. The colloquial test should be a severe one, and also the written test.

41,583. At Cambridge you teach for a period of one or two years the gentlemen who pass for the Levant Services?—For the Levant Service for two years.

41,584. Do you teach them political economy, commercial law, or any of those subjects?—Commercial law, yes. There is a very elaborate syllabus of law which includes besides commercial law the subject of consular jurisdiction.

41,585. Do you think that the Cambridge curriculum would be suitable for recruits for the general Consular Service during the period of their probation?—It contains certain things which they would not want. It is rather wider in some directions, but I am not prepared to say if it is wide enough in others. They have special consular jurisdiction in Turkey and in Persia.

41,586. At the university they would not have the advantages or facilities which we have been talking about in connection with trade here in London?—No. On the other hand their duties are very largely diplomatic and political.

41,587. I am not dealing at present with the Levant Service, but only with the general Consular Service. So far as you can see, the recruits for the general Consular Service could not be so suitably trained at Cambridge as at the port of such a place as London?—Not so suitably.

41,588. Are you satisfied with the pay that the general Consular Service gets?—The pay of the general Consular Service is a very large question, and I do not think there is such great dissatisfaction with that as

there is in the other two Services. The fact is that the men hope to get a position in Europe, and in many places in Europe the pay, though not very high, is, according to the standard around them, fairly comfortable; but I think an increase of pay on the whole would be an advantage. You cannot suppose that a Consul-General in New York with 2,000*l.* a year can be properly paid.

41,589. You think that sum would not be excessive pay for the Consul-General in New York?—I think it is very little, considering what one hears of the cost of living in New York. He gets 2,000*l.* a year if I am not mistaken.

41,590. If his allowances are taken into account he does?—Yes, I think he has special terms. I see that he has 1,200*l.* salary and 1,200*l.* allowance. Generally the United States salaries strike me as very low, considering the level of the cost of living there. I do not know enough about the cost of living in South America to be able to make suggestions.

41,591. We are told it is very expensive in Brazil and the Argentine. That is all I want to ask you regarding the general Consular Service, but before passing on may I sum up the effect of your evidence as follows: the existing examination for the general Consular Service admits of improvement?—Yes.

41,592. The course you advise is a higher standard of literary examination, with a period of training afterwards?—A higher general educational standard.

41,593. A high general educational standard with special reference to high proficiency in one European language and a lesser degree of proficiency in another European language, both being obligatory?—Yes.

41,594. Then you advocate a period of training which could be carried out most suitably at a port, such as London, that training to be partly practical and partly theoretical?—Yes.

41,595. The practical part would be under the control of the Board of Trade and the Foreign Office in conjunction with some great body like the Port of London Authority or some commercial house if a suitable arrangement could be made?—Yes.

41,596. That that period of training should be conjoined with teaching in the subjects you have mentioned—political economy, commercial law, and such like?—Yes.

41,597. And such further training would be in the course of time tested by examination, I suppose?—Yes, there would be a final examination.

41,598. At the end of the training you would require an examination?—Yes.

41,599. Notwithstanding the desirability, if possible, of getting men with commercial experience, you think that the success of the Waldron Committee's recommendation in that respect has been so small that it is better to alter the general plan, and trust to the system you have indicated of examination and subsequent training?—I think we are driven to that conclusion.

41,600. But if there were a young fellow who had acquired a good commercial training, you would make it possible for him to be recruited also?—Yes.

41,601. But that would be outside the scheme of regular recruitment?—Not if you retain the present age limits.

41,602. You think the age ought to be from 21 to 24 as the rule?—That would be good as the rule.

41,603. But if young men with commercial training did present themselves they might be admitted even of higher age?—Yes, that would meet the case exactly—very much as the service in the Army and other Government services counts at present.

41,604. We might do it in that way. If a man over the maximum age limit but with commercial training presented himself, he might be allowed to deduct one, two, or even three years from his age in proportion to his commercial experience, and so bring himself within the age limit?—Yes.

41,605. With regard to the pay, you consider that the pay of the higher grade of appointment—the Consul-General and so on—is not high enough?—I should have thought not in some places.

41,606. Does that objection also hold good regarding the lower appointments—vice-consuls and consuls?

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

The vice-consul begins, I understand, at 300*l.* and goes on to 500*l.*; the consul from 600*l.* to 800*l.*; and the Consul-General from 900*l.* to 1,200*l.* But if you have not thought over the matter particularly I will not press for an answer?—It is a very large scheme, and, of course, I only know a few of the younger consuls, and they are in special places. At Sebastopol, for instance, I should think 400*l.* a year did very well for a while.

41,607. The gist of the evidence, I think, has hitherto been that the scale of 300*l.* to 500*l.*, 600*l.* to 800*l.*, and 900*l.* to 1,200*l.*, if supplemented by local allowances to make up for the expensiveness of living in particular places, would do?—Yes, I think so, if supplemented with local allowances. I notice there are a good many. Probably it is not very far from the mark.

41,608. Some of the pay is attached to particular places. For instance, there are only four Consuls-General, I believe, and in order to draw the full pay of a Consul-General, you must be stationed at one or other of certain places; that is to say, the pay is attached to the place. On the other hand, it has been suggested that that arrangement may very often be inconvenient. A man may rise to the top of the tree and be entitled to promotion—to the 1,200*l.* grade—and yet it might be inconvenient to the public service to remove him from the place where he is, while, if he is not removed, he will suffer the hardship of being denied the promotion. Do not you think it would be better that the pay should attach to the individual and not to the place?—In the case of these large places?

41,609. As a general rule, should not the pay be attached to the individual and be regulated by his merit and seniority in the Service?—Provided you have an adequate system of local allowances, obviously that would be good.

41,610. Have you formed any idea as to the desirability of associating the general Consular Service more closely with the Diplomatic Service, and making transfers from one to the other more easily?—I have not thought about that, and I should not like to express an opinion without consideration.

41,611. Are you quite satisfied with the examination for the Levant Service?—Yes; we have thought about that a great deal at Cambridge, as we have to deal with the student interpreters afterwards. It is an examination which I think you would not defend *a priori*, but in practice it turns out a very capable linguist, and in view of the fact that these men have to know Arabic well, something of both Turkish and Persian (one of them well, and quite a good knowledge of the other), and possibly Russian also, the paramount consideration is obviously that they should be linguists who will not be overwhelmed with that requirement. In practice we find that this examination does produce that, the fact being that when a man is capable of learning three or four languages, he acquires a certain dexterity, and the other languages are not so difficult as they would be to anybody who began with them.

41,612. The system of nomination previous to examination prevails in the Levant Service?—Yes.

41,613. Do you think it is necessary for the reasons that you have given already?—Yes, for the same reasons, I think. The examination is very strongly weighted with languages, and you have this particular type of men whom I mentioned, who I do not say should be excluded, but who should be admitted with judgment when they are suitable. Then, of course, in Turkey especially, the question of a certain standard of manners and bearing is astonishingly important. The Turks are extraordinarily sensitive to small gradations of manner, which perhaps a European would not notice.

41,614. Would you introduce into the examination for the student interpreterships any knowledge of history?—I should be very much afraid of altering that examination at all on any theoretical grounds. They have quite enough to do, as you see from the scheme, when it is realised that all those languages are obligatory in practice, as nobody has a chance of selection unless he has studied all four languages. Of course in their subsequent course they do learn some history of the countries to which they are going. That is part of the curriculum.

41,615. What is the character of the professional training that you carry out at Cambridge in connection with these Levantine cadets?—I have here, and I may perhaps hand in, a copy of the final examination papers. The staff is controlled by Professor Browne, who is our director of studies, appointed by the university for the purpose. Professor Browne is assisted in the first place by the university lecturer in Persian, Dr. Nicholson, a distinguished Orientalist, and by the university lecturer in Russian, Mr. Goudy. He has also under him three very carefully chosen native scholars. There is a Sheik from Egypt, and great care is taken over his selection by the Government of Egypt, and he is lent to us for periods at a time. There are also a Turk and a Persian. The work in the Oriental languages is carried out very much on the system which is employed in the *École des Langues Orientales* in Paris or the similar school in Berlin. In other words Professor Browne breaks the ground with Arabic, and a great deal of the first year is spent on Arabic as being the key language, and there is always at his side lecturing conjointly with him a native scholar. They begin with a certain amount of classical Arabic and go on to colloquial Arabic. They study the newspapers and official documents and so on—every form of the language; similarly in Turkish and Persian. That is a very complete system, which works very well, and I understand the method is extraordinarily successful. Then they have Turkish and Persian history. They have Russian, not obligatory, but a large number of the candidates take it; it is understood that some of them must take it. They have a certain amount of instruction in French, and we use for that purpose one of the French lecturers, usually a *professeur de Lycée* attached to the university, who does a certain amount of French conversation with the student interpreters. They are also bound to spend at least a month a year in France, which keeps their French in a mobile state. Finally there is the course in law, which is very important, because it is not only the ordinary law which a consular officer should know, but also the question arising out of the Orders in Council for Turkey and Persia. I have a short note here drawn out by Dr. Higgins on the course which he gives, which I might put in.\*

41,616. Do these young gentlemen acquire such proficiency as to read an ordinary manuscript in Arabic and Persian?—Yes. Of course you cannot be certain that any one of them will be proficient in Persian or Turkish; but in one or the other they will be good. I am told that certain forms of manuscript are such as to baffle even the most competent, but they can certainly read an ordinary plain clear script.

41,617. Just as everybody does not write legibly in English?—That is so.

41,618. Are you satisfied with the scale of pay for the Levantine Service?—I think that the student interpreters' 200*l.* a year at the university should be sufficient. They have to pay 30*l.* to the university in fees, and the remainder they have to live on, and if they exercise reasonable economy, I do not see that they should want more.

41,619. Are they allowed to gain scholarships or prizes?—There is nothing provided. Directly they go out they become assistants at 300*l.* a year. I have never heard them complain of that, but I have heard complaints of the fact that they have to wait about 16 years, as the average of the last six cases, before they are promoted to consuls at 600*l.* a year. I think one must admit that that is quite inadequate.

41,620. Is the recruitment very equable or are there jumps. Are a good many recruited one year and very few the next, or do they recruit by percentage?—Recruitment, unfortunately, depends on the occurrence of vacancies, and that has been one of the great troubles with the school at Cambridge. Formerly we had a dozen student interpreters in residence, and then they dropped down to two or three, and now we have nearly a dozen again.

41,621. But do not the requirements of the Service proceed on fixed lines? Can you say whether the

\* *Vide* Appendix LXXXII.

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

number of posts which these gentlemen fill is a fixed number?—Yes, I think they are approximately fixed.

41,622. If so, there ought to be a possibility of recruiting according to a percentage?—It is very desirable that that should be done, but one meets this difficulty in every Government office. For some reason or other at some epoch in the last 30 or 40 years appointments may have been few, and then a number of appointments may have been made simultaneously. Once that is done the mischief is there, and is difficult to get rid of.

41,623. Our English Services have largely increased owing to legislation and departmental expansion, and recruitment on a percentage is not always possible; but where you have a particular number of posts to be filled, and wastage to be provided for, it should be possible, I should say, to recruit according to a percentage?—I wish it were possible; probably departmental expansion caused the difficulty.

41,624. (*Sir Donald MacAlister.*) Was it not the case that from time to time they used to transfer the students bodily to another university?—There was a time when they did it.

41,625. That was how the denudation took place?—No; it was due to irregular occurrence of vacancies in the Service. The denudation I speak of took place after the school was established at Cambridge.

41,626. In your experience, and mine, they would send, for example, all the student interpreters to Cambridge for two years, and then send them all to Oxford, and the result was that two schools had to be maintained each working only half time?—Yes, that was the case.

(*Chairman.*) Was it to ascertain which was the better of the two places for them?

(*Sir Donald MacAlister.*) I think the idea was that each university should have its turn, and it did not occur to them that, as a result, it was necessary to carry on two distinct schools.

41,627. (*Chairman.*) (*To the Witness.*) Have you any other point on the pay subject?—I would not say that the higher prospects in the Service are what they should be, I think they should be distinctly improved. If you look at the prizes they are very few.

41,628. Is 1,200*l.* the maximum?—There are two Consuls-General at 1,200*l.* and five Consuls-General at 1,000*l.*, and one consul has 900*l.* I certainly think when a man attains the rank of consul, he should, if possible, have at periods a regular increment of pay from 800*l.* onwards. But, perhaps because I know the younger men in the Service better, the long wait of 16 years to reach 600*l.* a year has been brought to my attention particularly.

41,629. They might get some little addition by allowances for languages and law?—I think the allowances they get are merely in the nature of local allowances. There are language allowances in the Diplomatic Service and in the Foreign Office.

41,630. They have language allowances for China, but not for the Levant. You have eight allowances of 100*l.* and nine of 50*l.* for languages in China, but that is a different Service. To stimulate the younger men acquiring a knowledge of modern languages, are they given any allowance in the Levant Service?—I think not.

41,631. Can you tell us anything about the Far Eastern Service—the China Service?—Yes, something.

41,632. The examination is the same as for the Indian Service, except that the maximum limit of marks is less?—That is so.

41,633. It agrees in that respect with the Diplomatic Service?—Very nearly, except that one language only is obligatory—French.

41,634. You have no suggestions to make regarding any improvement or change in that examination?—No. This Service has always been rather difficult to recruit for, I believe. The old scheme which was in force before 1910 was, in standard, more like the general Consular Service, and it was not satisfactory. Professor Giles, the professor of Chinese at Cambridge (who was himself a distinguished officer of the Far Eastern Service before he retired), had always urged very strongly that this particular scheme—that is the

scheme in vogue since 1910—should be given a trial, because he said: "You have here a class of candidate who may be supposed to be destined for the East and has made up his mind about it, and in time you will get there a very valuable recruiting ground which you would not get elsewhere."

41,635. That is on the basis of the existing syllabus?—Yes. That is why the syllabus is rather governed by the Indian Civil syllabus, in order to catch the same class of man who is preparing for India.

41,636. Do they catch the same class of man, or do they get the people who are low down on the list for the Indian Civil Service?—At present they do get the people low down on the list. Men are chosen who are qualified for this Service, and they very often get the offer of an Indian appointment, and they usually choose that in preference.

41,637. You have no suggestion at all to make as to altering these rules at present?—I think the examination has been on its trial for only a very little while.

41,638. If it be so, would the same objections to interference also hold good regarding their salaries? Are you satisfied with their salaries?—I am not at all satisfied about the salaries. I think that is a serious drawback. I am told over and over again that it is very difficult for them to marry at any reasonable period of their life.

41,639. They begin at 250*l.* a year while they are students. Then they get their first step, on passing an examination, into what is called an acting assistantship, when they get 300*l.*?—Yes.

41,640. Then there is the second-class assistant at 350*l.*?—Yes. It takes about six years to get to that grade.

41,641. And then first-class assistants get 400*l.*?—It takes 10 years and 6 months to get up to 400*l.*

41,642. You think that is too long?—Very much too long. 400*l.* a year is what a first-class business house pays its young men of 22 in Shanghai. Though one would not expect the salaries in the Government service to be as good as that, still it is obvious that the standard of living must have effect.

41,643. Have you had complaints made to you to that effect?—We have taken a great deal of trouble at Cambridge about the officering of this Service. I notice, for example, simply because we have taken the trouble to let people know about it, that of the last 14 vacancies, seven are actually filled by Cambridge men. My constant difficulty has been this: We get the consuls—we have had a couple of them in the course of the last 18 months to lecture for us—and when they are pressed as to how far their stipend goes, and what are the material prospects of the Service in the first 15 or 16 years, they are apt to say, "Well, that is a weak point. You must, unless you have some small private means, be prepared either to be a bachelor or to live a life of great economy, and to drop out of society altogether, which is not good for your work."

41,644. Are you prepared to make any suggestion as to what improvement should be introduced?—I think the salaries in the East ought to be very much higher than they are anywhere else, because of the necessity of sending children home to be educated. The ideal would be that in 10 years they should be getting not less than 800*l.* a year by one means or another. That would not represent what a man in a commercial house, if he does moderately well, gets.

41,645. (*Sir Donald MacAlister.*) What salary would an Indian Civil servant who enters by the same examination arrive at in 10 years?—It depends on the promotion.

41,646. (*Chairman.*) In 10 years he ought, in normal times, to be an acting collector, drawing about 1,200 rupees a month, which would be something under 1,000*l.* a year?—That was the sort of scale I rather had in mind.

41,647. (*Sir Donald MacAlister.*) An Eastern cadet may even be higher on the list than the man who gets into the Indian Civil Service?—Yes. Then, of course, an Indian Civil servant goes very much further than that, and these consuls stop very much short of anything the Indian Civil servant gets.



18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

41,648. (Chairman.) The China cadet begins at 250*l.*, while the Levant man begins at 300*l.*?—Yes.

41,649. And the general consular man begins at 300*l.*?—Yes.

41,650. Do you know whether houses are provided for men in the East?—Yes, as a rule a house is provided.

41,651. And they get free medical attendance, as in the Indian Service, I understand?—That I do not know. There is a house provided, and sometimes a local allowance in the Far East, but that is in about 14 years. I do not think anybody who is below the rank of vice-consul gets a house provided, but he may have quarters. I imagine the assistant would not have a house.

41,652. We will verify that from a witness from the Far East?—The fact that it takes 10½ years to get 400*l.*, and nearly 14 years to become a vice-consul, are the things that have struck me about the Service.

41,653. That is a point which you think should be looked into?—Yes.

41,654. (Miss Haldane.) Do you think they should learn the language at home, as we are told the Russians do?—That is a matter really for the authorities at Peking. They may think that the whole surroundings are so strange that the best way of acclimatising the student-interpreters is to have them sent out as soon as they are of age to go. I cannot offer an opinion at all.

41,655. We were told that Russia and other countries teach them the language before they go out?—One's feeling is always in favour of getting some rudimentary instruction, at all events, in the language before one falls into the hands of a native teacher; but I think the question is rather broader than that, and it is a question of what the Ambassador at Peking would think the best way of doing it.

41,656. (Chairman.) Are you prepared to give us any information regarding the Diplomatic Service?—I see some of the candidates.

41,657. You see some of those who go to the Foreign Office and some who go into the Diplomatic Service?—Yes, both.

41,658. Do you think that they are pretty much alike or that one class of man is better than the other?—They are very much the same. One class is a little richer than the other, but I do not think you would distinguish them. The Foreign Office competition is rather more severe.

41,659. But if it were a question of amalgamating the two Services and bringing them on the same list, there would be nothing to prevent that in the intellectual equipment of both?—No, I do not think there would.

41,660. (Sir Donald MacAlister.) Have I got your idea aright, that after reflection, you would suggest for the general Consular Service an examination like the intermediate, with a higher requirement in languages, especially French?—I think it would be higher than the intermediate. I take it the Levant standard is higher than the intermediate standard.

41,661. (Chairman.) I do not think it is (*hands the Intermediate syllabus to witness*)?—There are more subjects in the intermediate; but I still think the Levant standard higher.

41,662. (Sir Donald MacAlister.) And the age limit 21 to 24; or, if he had some approved commercial experience, higher?—Yes. What I mean is that in the intermediate standard you have a large number of subjects just suitable for a schoolboy as he leaves school. The standard of the Levant Service is not suitable for a boy leaving school, for a boy as he leaves school could not possibly pass it. He has to learn a great deal about four modern languages.

41,663. I am speaking of subjects other than languages?—No doubt the Latin and Greek in the Levant Service are of about the same standard as Latin and Greek in the intermediate.

41,664. But your idea, as I understood it, was to have an examination which would correspond rather to that of a completed secondary education than one which requires special preparation either by a crammer or at a university?—Yes; but I would have it in a small number of subjects. I would not compel the boy to get up all his mathematics, or all his history, or all his science, or whatever it might be.

41,665. Then you mean it would be somewhat easier than the intermediate?—No, I do not think so. It might be a matter of standard. Supposing you examine him in French and German and, say, two periods of modern history, and English, you can pitch your standard of history as high as you choose, or the same would be true if you wish to examine him in natural science. You can make the comparatively few subjects of as high a standard as you choose.

41,666. There is a matter of principle in it, so we had better have it clear. We have been trying, in the earlier part of our labours, to assimilate the competitive examinations in general education by which students enter the Service in various grades to what they would acquire in the ordinary course of education at the age of entry. Are you suggesting that a special examination having no particular relation to the ordinary system of education at the particular age of entry should be established for this purpose?—I think there is a very definite reason why this examination must, to some extent, cut across the ordinary system of education; you must get your two languages clear and good.

41,667. I am keeping them on one side and only speaking of the general education?—Does not that affect the question, because, after having learnt your languages abroad, when you come back it is very hard that you should be turned into the sixth-form school-boy again and have to have at your fingers' ends exactly what you knew when you left school. You might keep one or two subjects going yourself.

41,668. Then you are deliberately opening the door to cramming?—I do not know. I think the danger is quite as great the other way, or greater, because you could easily find teachers who would brush up mathematics, a little history, a little natural science, and so on, up to a relatively elementary standard.

41,669. What is the advantage of a competition conducted upon that principle in which English, mathematics, and so on, have to be brushed up?—I suggest that it is not an advantage; I want to get rid of it by reducing the number of subjects.

41,670. But owing to your system it requires to be brushed up?—I think not. I want to restrict the number of subjects rather severely to two modern languages, and perhaps one group of subjects of general culture.

41,671. And the latter would have to be kept up, or brushed up, or crammed up?—No doubt the men would have to pay some attention to it, but I think the more objectionable forms of cramming would be avoided.

41,672. Practically, therefore, it comes to this: That you would lay the whole stress of the competition upon the languages, with some assurance that a general education had accompanied them?—I want to make sure that there is a high standard of general education, certainly.

41,673. Is there any advantage in having a separate examination from Class I., say with a lower maximum and a higher requirement in languages?—I think you might conceivably arrange a series of subjects from the Class I. examination to meet the case.

41,674. You do see that there are disadvantages, from a theoretical point of view, in having a special examination at a non-educational age—if I may use the expression—in a small number of special subjects. The competition in that would be limited by the power of the candidates to get special training for it, apart from school, university, or college?—It seems to me to be a logical corollary to the necessity of learning languages, that you have to have this break. I do not think it is ideal.

41,675. Then might not it be desirable to have what one may call a qualifying examination in general education and a competitive examination in languages afterwards?—I do not think you will get the requisite standard then, will you?

41,676. It depends upon how high the qualifying examination is?—Certainly.

41,677. Supposing the candidates for the Consular Service were required to enter for the intermediate examination, and were selected by competition as qualified when they had passed that, and then later on had a



18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

special examination in the languages which you referred to, in which their places in order of merit would be given, would you not correlate an examination like that with the schools on the one hand, and on the other permit of the special proficiency in languages being tested? Perhaps it wants thinking out?—Yes, I think it does.

41,678. But an essential part of your plan is that however the entrance competitive examination is framed a year at least, perhaps more, of probation should be spent by the selected candidate, say, in London?—Yes.

41,679. Is it one year only that the Levant students have?—They have two years.

41,680. But you think for the general Consular Service one year of probationary period would be sufficient?—No doubt something could be done in one year.

41,681. All that is required?—Perhaps almost all that is required.

41,682. Much more anyhow than is now obtained?—Much more than is now obtained. It would depend a little upon what time was spent at the Port of London, supposing the candidate were partly trained there.

41,683. But this practically presupposes the organisation of what one may call a consular school in London, in which that year might profitably be put to use?—I do not think it would be worth while, nor, indeed, wise perhaps, to create a special institution for the purpose. I think that probably the London School of Economics could be utilised. Where you have an institution of that kind doing very good work it seems to me rather a reason for bringing the course to its door.

41,684. I was not speaking of a separate school, but rather of an educational organisation. The year would have to be organised for consular instruction or probation?—Yes.

41,685. Very much as you have organised the school for Levant cadets in Cambridge?—Yes, very much.

41,686. And then they might put in their special subjects, which are proper to be included for their career, but not proper to be included in their competitive examination?—Certainly; that would be right.

41,687. With regard to the Near Eastern Service, the experience which has been gained with regard to the training of cadets for the Levant Service has been wholly satisfactory, I think, so far as you are aware; that is to say, the preparation in the languages (colloquial and classical) for one or two years has made it extremely easy for them to pick up what further proficiency they require on going out to their posts?—Yes. I should like to say that there has been, we think, a great improvement in standard since the university has had full control of this matter. There was a time when it had not, but the university now conducts the examinations itself, and the results have greatly improved.

41,688. You spoke of Professor Giles having proposed, suggested, or recommended a system which came into force in 1910 for the Far Eastern Service?—Yes.

41,689. Did that exclude the possibility of a year of preliminary instruction in Chinese?—No, it does not exclude it. If it were thought desirable, that certainly could be added.

41,690. It has not been included in practice?—No, but the possibility has not been excluded. The question has been raised from time to time, I believe.

41,691. I wanted to know if any decision had been come to by those who are experts in Chinese?—I suppose that the Ambassador at Peking has never pressed strongly for a year's training at home.

41,692. A previous witness, who was actually out in China, and who learnt the language from a native instructor, told us that in his view it was not desirable that they should know any Chinese before going out, but that they should begin at once with the native instructors, although there were obvious difficulties about it. Has any opinion upon that point been expressed by Professor Giles, or the other experts in Chinese in this country in relation to the consular system?—No, I do not think so. I do not know what Professor Giles's opinion would be, but I do not think he has ever pressed strongly for training in this country.

41,693. But basing yourself on the Levant experience you see no reason against requiring or providing for preliminary knowledge of a rudimentary kind in Far Eastern languages before the students go out?—It is obvious that you could do a great deal with a year's training, not only in the language—the importance of beginning which one must leave to an expert—but in these other subjects which are as important in that Service as in the general Consular Service. Do you know that the Hong Kong and Shanghai Bank takes the trouble to get its employees, or some of them, taught Chinese beforehand?

41,694. I know that every Oriental Service except our Consular Service does?—They are very carefully trained in Peking.

41,695. (*Chairman.*) Does the Hong Kong and Shanghai Bank have them trained here in England?—Yes, they are taught in London.

41,696. By Englishmen who have been to China and learnt the Chinese language?—I take it that those are the instructors.

41,697. (*Sir Donald MacAlister.*) There would be no difficulty in providing for corresponding instruction in the rudiments of Chinese, such as you are providing for instruction in Arabic, Persian, and Russian?—No difficulty at all.

41,698. Is the reason for the official view, which is that the students should go out at once, possibly a financial one?—No doubt money would have to be found.

41,699. The Levant cadets when they go to the school of living Oriental languages, to be prepared before going out, are paid for by the Government?—Yes.

41,700. And get a certain amount of maintenance pay as well?—Yes. There is a total of 200*l.* a year provided for each one, of which he pays 30*l.* in fees. Then the Government gives a small grant besides for provision of teachers.

41,701. In saying "the Government," you are speaking also of the Egyptian and Soudan Government?—The Egyptian and Soudan Government help by paying half the pay of the Arab Sheik.

41,702. These three sections of your employers all find it worth while to pay for the preliminary training of those who are going out to the corresponding Service in the Levant?—Yes.

41,703. But the Consular Service in the Far East has no such subsidy to provide for preliminary instruction under the present method?—No.

41,704. (*Mr. Matheson.*) Surely the men are receiving pay when they go out, and are undergoing training in China. It is exactly the same as far as pay is concerned.

(*Sir Donald MacAlister.*) I venture to think it is not the same in amount, or anything like it, because the cost of training in Chinese out in Peking is vastly less?—I suppose so.

41,705. I want also to suggest that when you speak of the cadets for the Far East being as a rule lower down on the list than those for the Indian Service, is not the reason nearly always given that the prospects of the Service are very considerably inferior?—Certainly that is the reason.

41,706. Even students who are high up in the list, if they have the option of taking something other than an Eastern cadetship, will take it?—That is the case.

41,707. It is not that the requirements for the Eastern cadetship practically bring them to the foot of the list by any means?—No; and the same is true with regard to the Far Eastern Consular Service. If you put the pay on a level with what the Indian Government can afford to give, you will I believe at once equalise the competition as between the two Services.

41,708. So that while the examination may be in form the same, the prospects in the several Services to which it opens a way are so different that naturally the best men take the best places?—Yes.

41,709. (*Miss Haldane.*) With regard to the modern language that is studied abroad, would the examination be of a highly educational sort or mainly merely colloquial?—Of course there would have to be a very high colloquial test, but I think the examination ought to be distinctly of a literary type.

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

41,710. For that you would have to study the language in what you may call a scientific way while abroad?—You would go to live in the family of some educated Frenchman, probably a *Professeur de Lycée*—a good schoolmaster, in fact.

41,711. So that they would study not only the language colloquially, but be studying it in an educational sense, you mean?—Yes.

41,712. Do you consider that the present system of nomination and selection, both for the Consular Service and the Diplomatic Service works satisfactorily so far as you know?—So far as I know, it does.

41,713. Do you consider that the plan of a Selection Board is a good one?—I think a Selection Board is very important. I think it most important in the public interest that any attempt by public men of any sort to influence the selection should be discouraged. I have here a paper which has been given me by the Colonial Office, and in dealing with their appointments the Secretary of State has now sanctioned this paragraph which is shown to candidates: "Attempts to influence the Secretary of State's selection through Members of Parliament or other persons who are not personally well acquainted with the applicant are useless, and will be regarded as indicating that the applicant himself does not consider his qualifications sufficiently great to justify his appointment on his own merit. They can in no case operate to the advantage of a candidate, and may seriously prejudice his chance of success."

41,714. (Chairman.) If he is personally well acquainted with the applicant, is influence allowed?—I do not think the paragraph implies that. Of course personal knowledge in some way comes in and is valuable, whether it is the personal knowledge of educational authorities, or others competent to judge.

41,715. I think that is very safe. Any man who wants to preserve patronage might put forward a thing like that and ask all the world to believe that he is going to act differently from what he is doing?—I cannot help feeling that the integrity of the permanent officials is a thing we can rely on very strongly, and the principle of a Selection Board is a very good one.

41,716. (Miss Haldane.) Have you known nominations refused sometimes?—I have.

41,717. Does the 400*l.* a year which is necessary for the entry into the Diplomatic Service as private means, cut off, in your opinion, a large number of candidates from entry?—It makes it impossible for a large number of candidates to enter, no doubt.

41,718. Supposing the Government were to face that matter and get over it in some way which would be good for the Service, should we get a better type of man in? While preserving the Board of Selection do you consider that it would bring in a better type of candidate?—If you preserve the Board of Selection I think you might improve things by giving better chances to the Foreign Office clerk who very often now interchanges with the Diplomatic Service by arrangement, but who often cannot do so because he is too poor; he is the same type of man. But if you did it without the Selection Board I think it would have a disastrous effect.

41,719. If you admitted them without a Selection Board?—Yes. I think if you did away with the Selection Board, anyhow, the effect would be disastrous, whether it is a question of paying an additional 400*l.* a year or not.

41,720. Do you know the constitution of the Selection Board at present?—No, I do not. I suppose it consists of the permanent officials.

41,721. I gather that you think the Service would be a better Service supposing this money difficulty were to be got over in this way, because you would have a larger sphere from which to draw your candidates?—Yes, provided you keep the Selection Board.

41,722. Therefore, it would be for the good of the State?—Yes, I think so. But I should like to say that the quality as judged by the examination of attachés is extraordinarily high. They would as a rule get, as far as I can see, high up into the Indian Civil Service list.

41,723. But has it occurred to you that nearly all the candidates for the Diplomatic Service come from

one particular class of social surroundings?—Of course, the provision of the necessary income does, to some extent, involve that, but there are very wide limits.

41,724. Therefore, you might get men from a wider sphere otherwise?—I think you might.

41,725. Do you think that that would be beneficial as far as you can judge?—Yes, as far as I can judge.

41,726. (Mr. Shipley.) Do you get many candidates through Cambridge for the general consular examination as it exists now?—There is a piece of history about that which is rather interesting, I think. In early days, when the examination was first altered in 1904, we had quite a number of candidates. About that time there were 15 successful candidates, and five of those came from Cambridge. Since what we may call the cramming machinery has got to work, and has become understood, those university candidates have not died out, but they have been much less numerous.

41,727. Do you think we should get more if the examination was held at a fixed time of the year?—Yes, I think it is very important that, if possible, there should be an examination every year, and that the number of vacancies, as far as possible, should be approximately the same in number every year.

41,728. I gather that you think this examination is not very good for picking out the men with great ability?—No, it obviously does not do so. Of course, there are men of great ability who have passed the examination; but I see a case here of a man who took the ordinary pass degree and who was in no way a man of any ability at all, and by dint of restricted education very strictly to what the examination wanted, he finally passed.

41,729. Is there any provision for these young men going abroad supposing they cannot afford to pay for themselves?—There are ways in which they can do it. One of the early Cambridge men was the son of a widow; he had a younger brother, and their means were very small. He went to the Berlitz School as a teacher of English, first in France, and then in Germany. It was very hard work indeed, but he was able to keep himself by exchanging lessons with foreigners. Finally, I think, he got a private tutorship in one of those two countries from the Berlitz School, and his languages were brought up to the requisite standard. He then spent six months at Cambridge, reading law and geography and economics, and then he passed. Then there are the two schemes of the French and German Governments for English assistants in the schools; they might certainly be utilised by the poor man. There is in each *Lycée* one English assistant who acts as a helper to the professor, and gives conversation lessons for two hours a day in English. The rest of the time is his own, and if he is in a university town he can attend the full university lectures for a single fee of 30 francs a year. The French Government provides board and lodging for him. There is a similar scheme in Germany; the German Government gives 1,300 marks, say 65*l.*, for the period of residence, which, I suppose, is about nine months.

41,730. Those posts are rather sought after, I gather?—There are a great number of places. I do not know what the competition for them is at present, but at one time it was very difficult to find enough men to fill them.

41,731. With regard to the Levant people, one of our witnesses told us that no provision was made for the student interpreters to learn any law during their residence at the university. That is surely a mistake, is it not?—That is quite inaccurate. I propose to put in Dr. Higgins's schedule.

41,732. (Mr. Graham Wallas.) He was referring to a period just before this scheme?—I see.

41,733. (Mr. Shipley.) It seems a very happy state of things, but I am told that there is not a single English lawyer in the whole of Persia, and therefore it seems highly necessary that they should have some training. As a rule these student interpreters are not informed what country they are going to, and it seems to me there is a grave danger of their getting up Persian and being sent to Turkey, or getting up Turkish and being sent to Persia or Morocco. Have you heard complaints of that kind?—One of our difficulties is the

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

assigning of the student interpreters to their respective countries. The Foreign Office is fully aware of it, and do their best to have the men assigned to the respective countries as early as possible, but they cannot always tell beforehand where the vacancy is going to occur. It is nevertheless most desirable that at the end of their first year's study they should know exactly where they are going to, for their first period of service, at all events.

41,734. One witness went so far as to say, I think, that if it was known that you wished to go to Persia you were nearly always sent somewhere else?—That is most certainly not so. Every effort is made to send them to the country they wish to go to, but of course the exigencies of the public service must come first.

41,735. (*Chairman.*) But being allocated to Persia does not prevent your being transferred afterwards?—No, you may be transferred afterwards, of course.

41,736. (*Mr. Shipley.*) We are told there is nobody in the Foreign Office who has been in the Levant Service. Do you think there would be an advantage if there was anybody at headquarters connected with the Service who knew it better?—I should suppose it would be an advantage. Are you sure there is nobody?

41,737. That is one of the complaints I have heard, and we have heard the same about the general Consular Service?—I was not aware of that.

41,738. (*Mr. Matheson.*) Miss Haldane spoke of the Selection Board for the Foreign Office and Diplomatic Service. We understand it consists of the Under-secretary of State, his private secretary, and any diplomatist of position who happens to be available at the time. Some of us think it might be of advantage to have one of the Civil Service Commissioners, and possibly some other person of independent position, to enlarge and strengthen the Committee. What should you think about that?—I can see no objection to the inclusion of one of the Civil Service Commissioners.

41,739. I think it is clear that if the qualification of property were removed it would be very important that the Selecting Committee should be a strong one?—Yes, as strong as possible.\*

41,740. (*Mr. Graham Wallas.*) If it were decided to give a preliminary training in Chinese in England to the Far Eastern cadets, have you a native Chinese scholar at Cambridge?—No, we have not at present.

41,741. Do you think it would be possible for you to arrange for it?—I am sure it would be quite easy to arrange if it were thought desirable.

41,742. Such a native scholar would have the advantage of knowing English?—Yes.

41,743. We were told in evidence that no one who teaches these men out in China knows any English?—I have no knowledge of this, one way or the other.

41,744. Under the existing arrangement your men for the Levantine Service come into the university term at all sorts of odd times?—We have minimised that, and I think in future, as far as possible, they will join at the beginning of the October term. The difficulty hitherto has been that the necessary formalities have not always been completed. They have, for example, sometimes not been vaccinated, and the Civil Service Commission has not been able to issue a certificate; but now we have obtained permission for them to attend at the beginning of the term so as to begin altogether, and the Treasury has consented, on certain conditions being fulfilled, to date their allowance from the beginning.

41,745. I had a complaint the other day that they sometimes arrived in the middle of the second term, exactly bisecting the university year?—That used to be very frequent.

41,746. But that has completely disappeared now, and all candidates will in future begin at the beginning?—We are in the way of doing that. Unfortunately this year more vacancies were declared rather late, and the men had to begin at the beginning of the second term, though even that is not so disastrous as beginning in the middle of a term. The point is that it is very

important that they should begin at the beginning of the university year if possible.

41,747. As to your training scheme for the general consuls, they are to remain in some great port and receive organised instruction in a succession of subjects which will be technically valuable to them. Would you examine them in the whole of those subjects at the end of their course or let them get up one subject, pass in that subject, and then go on to the next?—I think I should examine at the end with a view to keeping their minds a little free of examinations for a time.

41,748. To let things soak in a little bit instead of disappearing. You know in many Continental countries there is a somewhat different scheme. Instead of the training coming after selection, selection is made from persons who have received a certain training. A man goes through an approved course which will qualify him not only for the Government service but for certain other higher commercial work, and then, having gone through that course, he becomes a qualified candidate for the examination. Have you ever considered whether it might be possible that our Government might, in a considerable number of universities, approve an appropriate course, and then say that the examination will be open to those persons who can show that they have been through that course?—I have thought about that from time to time. I have tried to gather opinions, and one opinion I have heard quite frequently expressed is that the success of those Continental schools, in France for example, is very largely due to the fact that hitherto the diploma of the school has excused men from military training, and the pressure caused by that has ensured a large supply of candidates. What one wants to know is, if you train your men before selection, what is going to happen to the 95 per cent. of them who are not selected.

41,749. I am assuming that the course is such that it is suitable, not only for the Government's Consular Service, but for other forms of business and commerce?—You will end such a course at what age—22 or 23?

41,750. You are now in Cambridge trying to train young men for the higher ranks of business?—Yes.

41,751. And you advise them in Cambridge to take a certain course?—No, we do not do that.

41,752. If a young man came to you for advice you would say: "If in Cambridge you take modern history " or the economic history or one thing or another, we " can give you a course which you will find useful to " you"?—I am afraid that is not the advice that I should give. I should say: "Do as well as you can " the subjects on which you are engaged now, what- " ever they may be—whether classics, mathematics, " natural science, or economics—make your academic " record in that as high as possible. Learn to be a " clear thinker." That is the advice I should give him.

41,753. If he came to you as a freshman in the first year would you say you were quite indifferent whether he took history or anything else?—No, I should think it was not my place to advise. If I knew him well, and knew what he was capable of, I should not say necessarily history or languages, but advise him to take the subject in which he was strongest.

41,754. (*Sir Donald MacAlister.*) You would not advise him to specialise with an immediate view to his business career?—No.

41,755. (*Mr. Shipley.*) You want trained brains?—Yes.

41,756. (*Mr. Graham Wallas.*) It has been suggested that for the Diplomatic Service it might be possible to give up the arrangement of the 4,000 marks and substitute the sort of arrangement of modern subjects covering 6,000 marks which Mr. Stanley Leathes proposed. Have you read his evidence on that point?—I have not seen his recent evidence.

41,757. If we could manage that instead of merely competing for 4,000 marks, the future diplomatist competed for 6,000 marks, you would have the advantage of it being also a preparation for other Government offices if he did not succeed in getting in?—I think that the whole examination would be improved if the maximum were 4,000 marks instead of 6,000 marks.

41,758. There are certain obvious advantages if you can have the same standard for the Foreign Office and

\* I am of opinion that the number of the Selection Board should in any case be small; and on reconsideration I think that a modification, if any, in the existing composition of the Selection Board should be limited to the addition of the First Civil Service Commissioner.—H.A.R.

18 June 1914.]

Mr. H. A. ROBERTS.

[Continued.]

the Diplomatic Service as for the rest of Class I.—Certainly.

41,759. That might enable you to get a larger number of quite suitable candidates for the Foreign Office and the Diplomatic Service?—I think there is quite a large number of candidates already. I do not think there is any difficulty at all about the supply.

41,760. You think that at present the Board of Selection works so as to choose absolutely the best men from the whole possible source of supply?—As I understand it, the Board of Selection only exercises a negative influence; they will nominate very widely. I think that anybody who knows these candidates as a whole will place the Foreign Office clerks in the first rank of all the candidates for the Home Civil Service, the Indian Civil Service, and the rest. That is my impression.

41,761. We have the figures here from 1908 to 1913, and of the successful candidates just two-thirds came from one public school, Eton?—You are speaking of the Foreign Office clerks?

41,762. Yes, not the diplomatists. There is no question of income here; it is simply a question of the suitable person?—Yes, I see there are a certain number of Etonians.

41,763. Two-thirds of the whole body came from Eton?—Is that not accounted for by the high standard of Eton scholarships? A large proportion of them are King's scholars.

41,764. Would you say that the Eton scholarships are higher than Winchester?—At least as high. I should not say higher. I should think it is a mere accident that there are no Wykehamists there too. I should have thought there would be.

41,765. There is one Wykehamist, but out of the entire body of candidates two-thirds come from Eton?—I think that is only an accident. I think they tell one another what their aim in life is, and so a kind of tradition is established. I am sure it is so, in fact.

41,766. (Chairman.) You say that the Foreign Office clerks stand higher than the Home or Indian Civil Service?—That is my general impression.

41,767. That has not been borne out by other witnesses. I have here a list of Foreign Office clerks who passed in August 1913: none of them took either Greek or Latin?—Does that matter?

41,768. (Mr. Graham Wallas.) But the Eton scholarships are Greek and Latin?—Yes.

41,769. (Chairman.) You say they are of higher mental equipment than the others, but, if you exclude Greek or Latin, you do not compare the same things; I have here the classes they took in the year 1913. There were four firsts, four seconds, a third class, and a fourth class?—I have here four candidates successful in August 1913.

41,770. I am talking only of the Foreign Office candidates, and I see that none of them took Latin or Greek?—No.

41,771. Would you say that these are of the highest class?—Take the one at the top; he happens to come from Cambridge.

41,772. He got good marks in French and German, and he took Roman history, English history, political economy, and political science. That is a very fine education, but would you say it would be quite as good

as that of an Oxford first-class Honours man?—Had he gone to Oxford, he would presumably have been an Oxford first-class Greats man. He came to Cambridge as a classical scholar; he had done Latin and Greek before he came up to a very high standard and obtained a good scholarship. He lays aside Latin and Greek and proceeds to read history, and I think he read that throughout his career at Cambridge. But I was thinking of the total marks. He gets out of the 4,000 maximum 2,400, and about the 47th of the candidates out of the 6,000 total marks on the general list gets about the same. Supposing he had been a 6,000 marks candidate—and he would certainly have gained very high marks in classics—you cannot tell where he would have come. It seems to me he would have been at the top of the list.

41,773. What marks did the first man get in that year in the general list?—3,300.

41,774. What subjects did he take?—English, lower mathematics, higher mathematics, natural science, and history. It is very difficult to equate them.

41,775. Well, let us pass on. Is there any dearth of candidates at present for the Far Eastern Service?—There are not enough candidates. There would be enough candidates were it not for the necessary high qualification in French.

41,776. (Mr. Matheson.) Is French necessary for the Far Eastern Consular Service?—Yes.

41,777. (Mr. Holt.) High qualifications in French are demanded for that?—Yes.

41,778. (Chairman.) They take subjects up to 4,000 marks?—Yes, but they must qualify in French.

41,779. (Mr. Holt.) Do you know why that is considered necessary?—I suppose in the first place it is the *lingua franca* of diplomacy in all countries, and, in the second place, I understand, it is in order to secure a test of a certain linguistic capacity.

41,780. (Chairman.) Do you think the matters you have brought to our notice now regarding the salaries exercise a deterrent influence upon candidates?—No doubt they do. If you were to improve the salary in the Far East you would improve the recruiting.

41,781. I understood the gist of what you said in reply to Sir Donald MacAlister was that you were not in favour of an assimilation of the Far Eastern examination with that for the general Consular Service?—Not as the latter is now.

41,782. You thought the general Consular Service did require a little improvement?—Yes.

41,783. But what would you say to assimilating it to the Far Eastern examination; that is to say, bringing it up to the 4,000 marks limit?—Assimilating the general Consular Service to that is I think a scheme worth considering. I do not know quite how it would work out in detail.

41,784. Do you know anything of the Commercial Institute at Antwerp?—The Secretary has kindly drawn my attention to it. I cannot pretend that I have any first-hand knowledge of it.

41,785. Is that the sort of training you think our young consuls should undergo?—In a general way, yes; but it seems to me very much overloaded. I cannot imagine how they can really cover the ground in the time.

Sir HENRY AUSTIN LEE, K.C.M.G., C.B., called and examined.

41,786. (Chairman.) You are the commercial attaché at Paris?—I am.

41,787. I understand that you belonged to the Diplomatic Service at an earlier period?—I began in the Foreign Office, and after serving at various times abroad temporarily, was finally transferred to the Diplomatic Service. It was after my transfer to the Diplomatic Service that I was appointed commercial attaché in Paris.

41,788. How long did you spend in the Diplomatic Service?—I entered the Foreign Office in the year 1870, and I was in the Foreign Office until 1887—17 years. Then I was appointed to Paris as acting 2nd Secretary until 1893, when I was appointed Secretary of Legation in the Diplomatic Service, and from that date I have been in the Diplomatic Service.

41,789. I propose first to put some questions to you in regard to the commercial side of the embassy. How long have you been commercial attaché at Paris?—I was appointed commercial attaché in Paris on April 1st 1896.

41,790. We have taken evidence from some Chambers of Commerce, and I formed the impression that to some extent the Chambers thought that we did not do as much as we might do towards pushing the interests of British traders abroad. Do you think we do not push the interests of British traders sufficiently?—That is a complaint which I have heard during the whole of my career for the last 40 years. Originally I think there may have been some ground for it. For instance, when I went to Paris in the year 1872, being temporarily attached during the Commercial Treaty

18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

negotiations, there was practically no communication of any kind between the Embassy and the British Chamber of Commerce, which then existed in Paris. That system went on for a considerable number of years, but I may say that there has been an entire change, not only in the Diplomatic Service but in the Consular Service too. There is no ground now for any complaint. On the contrary, I think men rather vie with each other in their attempts to be useful in commercial matters.

41,791. Supposing that you received a letter from an English manufacturer who stated that he had manufactured a particular article and desired to push its sale in France, and asked you to help him—what help could you give him consistently with the principles which you now act upon?—It would depend very much on what he wanted me to do. Of course, I could not, as a rule, give him any particulars with regard to the technical part of his trade, but if he wrote to Paris—and the letters are always handed over to me—I can often answer the enquiry myself. I have been so long there, and have been in such constant communication with and know so many people in all classes, that I can answer at once as to those with whom it would be useful for him to communicate.

41,792. Take an instance of a type-writing machine—any instance will do—a new invention in the way of type-writing, and he asks your assistance in pushing the sale of that article. Would you think it consistent with your duty to go, say, to a large retail shop and ask whether they would take it up?—No, I could not do that. I have never done that. What I should do in Paris, which, of course, is rather a unique post of its kind, is this: I should see the applicant and recommend him to go to the British Chamber of Commerce, who would do exactly what you have suggested to me—put him in communication with the firms who would be clients for his manufacture.

41,793. If you were stationed in another French city where there was no British Chamber of Commerce, would you put the man in communication with a large retail dealer in such goods?—Each case stands more or less on its merits. If a man were to write and say that he was anxious to be put in communication with anybody at Orleans, for instance, where there is no consul, I should in that case possibly write to the British Chamber of Commerce in Paris to ask who the people were at Orleans who dealt in that particular article, and who would be useful to him. If there was a town where there was a consul, Bordeaux, for instance, I should write to the consul and ask him for the information, or tell him that the applicant would call upon him for the information.

41,794. It would not be consistent with your duty as commercial attaché at the embassy to go any further than that?—Not to act as a direct intermediary between an English manufacturer and a French client.

41,795. If an English firm addressed you desiring to push their trade in a particular district, would you help them?—Yes, I could help in various ways. What I should do now, owing to the relations which at present exist between me as commercial attaché and the British Chamber of Commerce, is this: I should advise him first to go and see the secretary of the British Chamber of Commerce—and then I should write to the consul of the district, in whose district the place was, and ask him what he would advise him to do and to communicate with him.

41,796. Or put the man in direct communication with the consul?—Yes, but I would not serve myself as intermediary between him and the Frenchman.

41,797. Have you controlling or inspecting authority over the consuls in the interior of France?—No. As a matter of fact, I have been two or three times round all the consulates in France, and I know the posts and I know the individuals.

41,798. Is that part of your official duty?—It used to be, more or less; I was supposed to exercise a kind of visiting authority over the consuls until the recent appointment of visiting inspectors.

41,799. That relieves you?—To a certain extent, it does. As a matter of fact I have visited all the consulates, and know practically all there is to be known about

them, but my work in Paris is heavy and I have not time to absent myself very much from my post.

41,800. As the result of your inspections do you ever furnish to the Foreign Office or the embassy, or to the Board of Trade any appreciation of the merits of the particular consuls?—Not to the Board of Trade, but to the Foreign Office. I think they know very well what the opinion of the embassy is with regard to each individual consul.

41,801. You consider that that is part of your duty?—Certainly.

41,802. To keep the ambassador informed of what your opinion is of the *personnel*?—Yes, and to know the *personnel* of the Consular Service.

41,803. Are you subordinate to the ambassador or directly to the Foreign Office?—I am absolutely subordinate to the ambassador, but as a matter of fact the ambassador leaves the commercial work to me under his superintendence. All drafts which I write I send up to the ambassador for his approval before they go forward.

41,804. Are there commercial attachés at each embassy and legation?—There has been a great change of late. There were a certain number of commercial attachés—not a large number. There used to be one at Berlin, one for Vienna and Rome, one at St. Petersburg, one at Constantinople, and one in Spain and Portugal combined. But the system has been entirely altered of late. With the exception of myself, and those in Japan, China, and Constantinople, and of a recently appointed commercial attaché for Germany residing at Frankfort, there are no longer commercial attachés in the other embassies or legations. The headquarters of the commercial attachés are now in London and from London they visit, as may be required, the various posts at which they formerly resided.

41,805. Are there commercial attachés allocated to each embassy and legation although their headquarters may be in London?—Practically each embassy or legation comes within the arrangement. They are not separate men, but each embassy or legation in Europe comes within the district of a commercial attaché.

41,806. Do you think it would facilitate or promote British trade if attached to each embassy and each legation there was a separate commercial attaché?—I will not say to each, but I think to the most important there should be. That is my personal opinion; and I am opposed to the change which has been made in bringing the commercial attachés to London.

41,807. How long does a commercial attaché remain in London under the new arrangement?—That I cannot tell you. It is a matter entirely for the Foreign Office to settle. They send them abroad. For instance, the attaché within whose district Spain comes only visits Madrid for about a month, I think, in the year, when formerly he resided there perhaps most of the year.

41,808. Am I to understand that he resides in London the other portions of the year?—I do not know exactly, but I think Portugal and Morocco are in his district, too. I am the senior commercial attaché and I have practically France alone though nominally attached to the Legation at Brussels and Berne. Mr. Weakley, at Constantinople, has Constantinople alone. Mr. Bennett resides in London, and he is commercial attaché for Austria-Hungary, Italy, and Greece. Mr. Crowe resides at Tokio for Japan only. Mr. Cooke resides in London, and is commercial attaché for Russia only. Mr. Ker resides at Peking. Sir Francis Oppenheimer resides at Frankfort-on-the-Main for Germany, Denmark, Holland, Norway, and Sweden. Lord Herbert Hervey resides in London for Spain, Portugal, and Morocco.

41,809. Would the same remark be applicable to the other attachés who live in London?—Yes. I think the system of commercial attachés living in London is a mistake. I understand that that is the opinion of Sir Arthur Hardinge who has had considerable experience in the matter, and the Ambassador in Paris told me recently that that was his opinion—that to have a commercial attaché for France living in London would be practically useless.

41,810. What do these gentlemen do? Take Sir Francis Oppenheimer who is attaché for nearly the



18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

whole of northern Europe. He lives at Frankfort?—Yes, he lives at Frankfort.

41,811. He is a merchant there?—His father was, I believe, a banker there.

41,812. Am I right in saying that he is not a paid attaché?—He is paid. I think his salary is 1,500l. a year.

41,813. Is it not in the shape of an allowance?—No, I see on page 172 of the Foreign Office list that the commercial attaché for Germany gets 1,200l. for salary and 300l. a year allowance—that is 1,500l. a year.

41,814. Take an attaché who lives in London; the attaché for Russia I think lives here and goes to Russia for portions of the year?—I do not know the precise time, but he spends or did spend the larger part or a considerable part of his time in London.

41,815. What work does he do in London?—He goes round to the commercial centres and the commercial towns and sees people interested in Russian trade who want information when they come to London. Mr. Law, of the Foreign Office, could give you better information than I can about that.

41,816. At all events you spend your time in France with headquarters in Paris at the Embassy and you travel about throughout the provinces of France?—As a matter of fact I really do not move about very much. My time is taken up in Paris with my commercial work. I am also, as you know, the senior official British Director of the Suez Canal. For 23 years I have held that position.

41,817. Are you paid for being a director of the Suez Canal?—Not paid by the Government, but, like all the other directors, I get fees from the Suez Canal Company for attendance at the meetings of the board, and in return for that my salary, which, as commercial attaché, is 1,500l. a year, in consequence of my getting the fees from the Suez Canal Company, is reduced to 500l. I return 1,000l. of it to the Government.

41,818. Practically then you pay over to the Government all the fees you receive?—To the extent of 1,000l.

41,819. What is the ordinary income of a director of the Suez Canal?—It varies according to the profits, of which 2 per cent. is allotted by the Statutes to the directors.

41,820. In what language are the Suez Canal proceedings conducted?—In French. A few of the directors do not understand French, but what is said is explained to them. I am the only foreigner who is a member of the managing committee and that committee practically does the whole work, meeting once or twice a week. The council which meets once a month confirms the action of the committee.

41,821. In the evidence you have given to us, you insist upon the point that the commercial attachés ought to reside in the countries to which they are appointed?—That is my opinion, and it is the opinion of Sir Francis Bertie who has had considerable experience both at home and abroad.

41,822. Would you say that it is desirable that for each legation and each embassy there should be a commercial attaché?—I should say certainly for each of the countries with which England has large commercial interests.

41,823. Would you apply that to South America?—I have no experience of South America, but I should say that places like Buenos Ayres and Rio ought each to have their commercial attaché, and perhaps one between Chili and Peru and Central America.

41,824. But you do not think that the commercial attaché should perform more particular functions in the promotion of trade than those you have explained?—I do not think so, I think it would damage his position and prejudice his usefulness.

41,825. Your own position in Paris is peculiar because of the existence of a British Chamber of Commerce there?—If I might say so, I think it is I who render great service to the Chamber of Commerce.

41,826. At all events, you find the Chamber of Commerce a very useful body?—Most useful, and we work absolutely in harmony together.

41,827. Are you quite satisfied with the method of recruitment for the Consular Service?—I cannot say that I think it is perfection, but it is a very moot ques-

tion, and a very disputed one. Of late there has been considerable alteration. When I first went into the Foreign Office the consulates were in the private patronage of the Foreign Minister.

41,828. Have you read the Walrond Report on the Consular Service?—I did read it at the time.

41,829. Perhaps you carry in your mind the general tenor of the report?—Yes.

41,830. They fixed the age for recruitment between 22 and 27, the object of the higher age being probably to allow young men having commercial experience presenting themselves for competition. We find that few men with commercial experience have presented themselves for the competition. A young man of promise, and with expectations in a big commercial house would probably not be likely to forego his prospects for a consular post. It has been suggested to us that it would be better to raise the standard of education for admission to the Consular Service, and then to subject the selected candidate to a period of training in which he would be taught something of commercial law, the history of commerce, and so on. Do you think that would be an improvement on the existing system?—I think it would be, if you had the minimum standard at 22, 23, or 24 if you like, and then give the men some kind of commercial training in the Foreign Office, in the Board of Trade, and in Chambers of Commerce. I think you would get a good class of man in that way.

41,831. At the present time it is necessary to get a nomination from the Secretary of State before admission to the examination?—Yes.

41,832. The object of that nomination is possibly to exclude undesirable candidates?—It is the same both for the Diplomatic Service and the Consular Service.

41,833. And the object is what I have stated?—Yes.

41,834. Do you think it is desirable to preserve that system of nomination?—I am somewhat doubtful on the point. My personal opinion as regards the Consular Service is opposed to it. I think the career should be open. But the Diplomatic Service requires the possession of certain qualities, and the requirement exists to a much smaller degree in the case of the Consular Service. I think a man should not possess any physical defect.

41,835. That man would naturally be excluded by the Civil Service Commissioners, because they have to give their certificate regarding health. Any physical defect which would interfere with the proper performance of a man's duty would naturally exclude him without the intervention of any Board. We may take that for granted. But concentrating your attention on other reasons for exclusion which this Board deals with, do you think in the case of the Consular Service there is strong reason for maintaining the nomination system?—I think it may have its uses in its way, and, as a matter of fact, as far as I have heard, I do not think it exercises the power of exclusion very often; and there may be certain cases in which it may be useful.

41,836. It has, to some extent, the effect of limiting the area from which your men are drawn, and might conceivably exclude good men?—I do not think so, because I understand that nearly everybody who applies for a nomination nowadays gets one.

41,837. Do you think that the pay of the Consular Service is adequate?—It has certainly not been adequate, but, as you are aware, I think in the Estimates for the current year there has been a very considerable addition to the consular estimates. Certainly for a long time past the pay has not been sufficient. I think in some places there has been no increase in the salary for nearly 100 years.

41,838. In some instances the pay is attached to the place. For instance, suppose a consul drawing 800l. a year at A in a particular country and doing particularly good work there, becomes entitled to promotion. The promotion at present involves his transfer to B in a different country with which he has had no previous connection. Do you think it is advantageous to the public service that he should necessarily be transferred because he becomes entitled to an increase of pay?—I do not. I can quote a case which will show how irrational



18 June 1914.]

SIR HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

the present system is. There was a consul-general who was very well known, who, I think, had spent between 30 and 40 years in one of the chief Turkish ports. In order to get a higher pension on retirement, as the pension is calculated on the salary during the last three years, he was sent for three years only to a consulate in America to qualify for a higher pension. I think that system is absurd.

41,839. In the first place it would be unjust to deny the man promotion, and in the second place it might be injurious to the State to remove him from a place in which he was particularly useful?—Exactly.

41,840. There are places which are more expensive to live in than others. Do you approve of the principle of giving allowances in consideration of the expensiveness of living in a particular place?—It has never come under me in any official way, but I think it is the usual system in all consular services.

41,841. Is a consul, in your experience, called upon to exercise functions of hospitality as the British representative in a particular place?—It is not required as a matter of regulation, but as a matter of practical experience it becomes necessary, I think.

41,842. Is not his usefulness as a consul improved by his being on good terms with the local notabilities?—No doubt.

41,843. Can he be on very good terms without interchange of social amenities?—I think it is a great help to him to be in a position to entertain.

41,844. Have you formed any opinion about the desirability of amalgamating the Diplomatic and the Foreign Office appointments?—I have talked over and discussed the matter frequently during the last 40 years, and I think to a great extent it would be possible, but there are advantages and disadvantages, and there are possibilities and impossibilities.

41,845. Assuming that the difficulty arising from the necessity of having private means of 400*l.* a year was obviated, do you think it would be possible to amalgamate the two Services?—I do not look on that as changing the advisability of the matter at all, because I do not consider that 400*l.* a year would be sufficient for a clerk in the Foreign Office who had not means of his own to take a post abroad.

41,846. Assuming for a moment that a Foreign Office clerk without private means beyond his pay was sent abroad and was given this allowance, on account of his being sent abroad, of 300*l.* or 400*l.* a year, would he not be enabled to perform his duties in the Diplomatic Service abroad?—It would depend entirely upon where he was sent. He could not possibly go to Paris or St. Petersburg or Vienna. I doubt whether he would be able to go to Berlin or Rome or Madrid. He could not possibly live on it. I know Paris, and what it costs you to live there without extravagance of any kind. I do not think it is wise for a young fellow to go as an attaché there on less than 700*l.* or 800*l.* a year, and I think any parent who sent him there would place him in a difficult position.

41,847. Do you not think the diplomatic officer is the better if he has had some experience of the Foreign Office work, and that a Foreign Office clerk is the better if he has had some experience of diplomatic work?—Absolutely. When I entered the Foreign Office, there were senior clerks who were directing our policy in China, in Japan, in Russia, in the East and in Persia, who had never been outside England except perhaps for pleasure, and who had no experience, who did not know the languages, or the peoples, or the countries.

41,848. Do you think the same advantage would result from sending a Foreign Office clerk or a member of the Diplomatic Service to a consular office?—I think so. I very much regret that in my younger days in the Foreign Office I did not go and work in and take charge of a consulate. More or less I have made up for it by being a great deal amongst the consuls, but I think it would be a distinct advantage to young men in the Foreign Office if they worked in and knew a consular office.

41,849. Would you be disposed to favour a system of transfers between the Foreign Office and Diplomatic Service and the Consular Service?—Between the Diplomatic Service and the Foreign Office, but not the

Consular Service. I do not think you can make transfers from the Diplomatic to the Consular Service and *vice versa*.

41,850. I understood you to say that you regretted yourself not having had the opportunity?—Merely as a Foreign Office clerk to learn the work and having more or less to deal with the consulates, to know what the duties and work were. Most of the clerks in the Foreign Office can have no idea of what takes place in a consulate.

41,851. Might you not say the same with regard to the Diplomatic Service, that many men in the Diplomatic Service know nothing of what happens in the consulates?—I think it would be very useful that the same rule should apply to the Diplomatic Service—that young men should be sent, for instance, from Paris to take charge of the consulate at Bordeaux or Marseilles. It would be a great advantage, and I would be very glad to see it.

41,852. What would happen to the permanent incumbent in the consulate? Would you advocate his temporary employment in the Diplomatic Service?—There would have to be some discretion used. If a vacancy occurred at Bordeaux you might send a junior secretary from Paris to take charge of the consulate. Of course he would not at first know the work, but he would have a vice-consul who would help him.

41,853. Might I say that you are in favour of a modified system of transfers between the Diplomatic Service and the Consular Service?—No, I am not in favour of a system of transfers. I am in favour of diplomatists and Foreign Office clerks both working in consulates to know what takes place there, but not to be transferred permanently.

41,854. Shall we say a temporary transfer?—Temporary employment.

41,855. You would be in favour of that?—Certainly.

41,856. Would you be in favour of employment in diplomacy or in the Foreign Office, for the same temporary period, of the consuls whose offices had been taken charge of by diplomatists?—No, the consuls would be no use in a legation or an embassy. In my time there were always consuls working in the Consular Department. I do not know whether that is the case now.

41,857. You think that Foreign Office clerks and diplomatists would by temporary employment in a consular office gain valuable information which consular officers would not gain if transferred to diplomacy?—I think so, because diplomatists have more or less the management of the Consular Service.

41,858. Have you ever heard any complaints made regarding the matter of promotion in the Diplomatic Service?—As to the slowness of promotion, but rarely with regard to any question of alleged unfair promotion.

41,859. You consider then that promotion is administered in a manner which does not invite criticism?—I think almost unfailingly.

41,860. Could you say how the question of promotion is regarded in the Consular Service?—One hears complaints with regard to the Consular Service, but I do not know whether they are altogether justified. One hears complaints sometimes that men who have served a long time in distant posts are forgotten.

41,861. (*Mr. Clymes.*) With reference to this matter of securing nominations, I understood you to say that anyone could secure a nomination. Is that an opinion or are there records kept respecting it?—That I cannot tell you. It is merely my opinion. I have never heard any complaint of a person not having been able to get a nomination. I live abroad and I have never heard of any complaint.

41,862. (*Mr. Graham Wallas.*) Are you satisfied with the existing arrangements for providing offices and quarters for our consuls?—I really can hardly say what the existing arrangements are. We do not provide consuls with offices; they provide them as a rule for themselves. They have an office allowance and out of that they provide their own offices. I know in many cases they have not provided themselves with the offices they ought to, or are in a position to have, and I think the result of the appointment of consular inspectors

18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

will very likely be to remedy that. They will see where a man is not properly housed, and will make a report accordingly.

41,863. Would you be in favour of the abolition of the whole system of office allowances and the provision of permanent offices by the Government?—I think it would be a very expensive operation. If they were provided it would be necessary to keep them up, and it would be a very big business.

41,864. But somebody must keep them up, and at present the consul keeps them up?—No; he hires a house and it is kept up in the ordinary way that a hired house is kept up. A consul arrives at a place and it is not necessary that he should take the house his predecessor had; perhaps he takes another. That is the case except in a few posts. In the Eastern countries they are generally, I believe, provided with a residence, and those are kept up by the State.

41,865. You have had large experience of the unpaid consuls as well as of the career consuls?—I cannot say I have large experience. One does not see much of them. The ones in France I know, but not outside France.

41,866. Does your French experience suggest that it is desirable to extend or to restrict the system of unpaid consuls. Would you have in future a larger proportion or a smaller proportion of unpaid as compared with paid consuls?—I think the paid consul is far superior to the unpaid consul.

41,867. Then you would advise a diminution of the number or proportion of unpaid consuls?—Yes, and an increase of the paid consuls, if the Treasury would allow it.

41,868. You know that at present in the Levantine Consular Service, and in the Indian Civil Service, a man who is selected by the examination for the Service submits to a period of training in the special work which he will have to undertake. Do you think that could be applied to the general Consular Service?—I do not exactly know what the period of training is, and have no experience of it.

41,869. In the Levant it is languages, law, and, I think, a certain amount of history. In the Indian Civil Service it is mainly languages and law and legal procedure?—Is not there a regulation now that they go to one of the universities?

41,870. Yes?—That is required for the Levantine and the Oriental Consular Services, but I think for the other Services it would not be required. I think they could spend their time in better ways than that—in learning commercial subjects and getting commercial training.

41,871. Do you think any period of training could be introduced with advantage into the Diplomatic Service?—I have always been of the impression that our juniors in the Diplomatic Service were not sufficiently trained; that is to say, they pass the examination and they get into the Diplomatic Service, but from that date they practically have no examinations to pass, except a trifling examination in international law (which is really hardly worth their taking any trouble about, because I think they only draw the pay as long as they are third secretaries), and also a voluntary examination in the languages of certain distant countries—Russia, Persia, Japan, and China. I do not think what I say is altogether the general opinion, but I do not consider that their education ought to be finished when they have passed the examination for the Diplomatic Service. For instance, I know a great many cases of young fellows who have come to a legation or an embassy who have passed their examinations and who did nothing more, and when they leave the post perhaps they have not learnt the language; they have not learnt the history, and they know nothing practically about the country where they may have spent two or three years. In my opinion before they get their promotion, after being two or three years in a post, they should pass some sort of examination to show that they had employed their time usefully.

41,872. If you had to sketch out an ideal scheme for the training of a young diplomatist, would you keep him at home for a definite period of training, or

would you arrange that he should take his training while also learning the work of the chancery?—I think it is very useful for them to serve a certain time in the Foreign Office before taking up a post. As a matter of fact, just now I do not think they do, but the rule used to be that they served six months in the Foreign Office before being appointed to a foreign post.

41,873. Do you remember that it was a difficult matter to induce officers in the Army to train themselves as long as they purchased their commission and received practically no pay?—Yes.

41,874. Do you think it might be easier to induce young diplomatists to train themselves if their services were recognised by pay adequate to them?—At the present moment what exists in diplomacy is practically what used to exist in the Army in the purchase of commissions. Young diplomatists purchase their places by the expenditure of their own money in living for a great number of years at their own expense on the chance of getting later on a post which will repay them.

41,875. And you think if that process were done away with and a man were enabled entirely, or nearly entirely, to live on his pay, he would be willing to work for his pay in the way of training himself?—It depends very much on the man, and it depends to a large extent on the amount of pay you give him. As I said before, I do not think 400*l.* a year would be a sufficient salary if not supplemented by private means.

41,876. Can you suggest any improvement in the existing system of allowances to young diplomatists. At present they have travelling allowances if travelling on official business?—Yes, their expenses are paid, but as a rule a young attaché does not travel on official business at any time.

41,877. But would not it be well if he did in some cases travel more on official business and his expenses were paid?—I think it would be useful for some young men to give them a chance of going about a country if their expenses were paid.

41,878. Supposing a man were asked to report upon the glass-making industry, say, in France, he ought not to report by mere scissors and paste?—No, he ought to visit.

41,879. He ought to go and see something of it, and he ought probably to go and see some of the work that is being done of that kind at home?—Certainly.

41,880. For all that it would be wise expenditure to pay at least his travelling expenses?—But still that, as a matter of fact, is an impossibility, because the staffs are so reduced that it would be impossible to detach a man, even for a few weeks, from the embassy to go and report on the glass industry in the north of France, for instance. You have not got the staff. You have barely sufficient to carry on the work of the embassy. During the last eight years in the Embassy in Paris we have only had two attachés who belonged to the regular Service. The whole of the work which an attaché should do—copying, typewriting, etc.—has been done by honorary attachés.

41,881. Do you think it would be an improvement if there were an increased employment in the chanceries of men of the chancellor type—men of the second division type?—I can only quote the case of Paris, where our chancellor, who was for 17 years my own clerk and shorthand writer, and paid by myself, is now our archivist. He is, in my opinion, invaluable.

41,882. Your experience suggests that there ought to be a large extension of that kind of assistance?—Yes. Every embassy and all the chief legations should have a man of that class.

41,883. And if that system was introduced, the highly qualified staff of attachés would have more time for the more difficult work?—I think so. Instead of being employed on typewriting and copying, putting by papers, etc., they would have time to study and travel.

41,884. You know that office work has been greatly economised of late years in all commercial centres by the use of very elaborate apparatus?—Yes.

41,885. Do you think that the necessary official machinery exists for securing that such inventions

18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

should be at once adopted in our chanceries?—I really do not think that they are required. I do not think the amount of work is sufficient to justify the expense of them. I think all that the chanceries really want is sufficient telephones and typewriting machines, and I think that fulfils all requirements.

41,886. Was the use of the typewriter introduced into the Paris chancery almost at once after its invention?—I think my clerk was the first person who used a typewriter there, 27 years ago.

41,887. Are you satisfied with the existing arrangements for superannuation in the Diplomatic Service?—I think so. I have never heard of complaints with regard to them. Of course, as to an ambassador, I have heard it said that 1,700*l.* a year was rather excessive as compared with the pensions given in other countries. I do not think it is, myself. I think 700*l.*, 900*l.*, 1,300*l.*, and 1,700*l.* are the four pensions according to the rank of a man on retirement. An Ambassador gets 1,700*l.*; a Minister of the first class 1,300*l.*; a Minister of the second class 900*l.*; and a Counsellor, 700*l.*

41,888. Do you think it would be an improvement if, when a diplomat after many years had not reached a certain rank in the Service, he was superannuated on a small allowance?—That is sometimes done. But I do not remember many cases of it. I remember some men retiring who had got to be what we call first secretaries or counsellors, because they did not have a chance of getting an independent mission, and they have retired then on a pension of 700*l.* a year.

41,889. Supposing a man turns out to be a duffer, or to be inefficient, is it easy to get quietly rid of him?—We have to put up with him, I think.

41,890. Up to what point would a man who was a hopeless duffer stick in the Service?—That is rather difficult to say, but, as a matter of fact, what you call the hopeless duffers disappear. They see that they are not likely to get on, and very often they are men with means, and they retire. There is no way of actually dismissing or getting rid of them except by giving them a pension.

41,891. Do you think it would be possible for the wit of man to contrive some way of getting rid of them?—I really do not know. I think the thing works itself out without the necessity of having any regulation, or devising any plan. I think the men who see that they are not going to get on in the Service—I can quote many instances—leave the Service.

41,892. (*Mr. Boutwood.*) You indicated in the early part of your evidence that you did not like the new regulations relating to the commercial attachés by which they were made virtually fixtures in London for the greater part of the year?—I am not in favour of it. I dare say the Foreign Office would not agree with me, but I think that the present system is rather increasing the staff of the Foreign Office at the expense of the Diplomatic Service. These commercial attachés are working in the Foreign Office and are paid out of the diplomatic estimates. The general impression is, that the want of a commercial attaché in the more important diplomatic posts is now very much felt, and would be felt if they are removed from where they are now. In the case of Paris I think Sir Francis Bertie will tell you that it would be impossible to dispense now with a commercial attaché.

41,893. Do I rightly understand that the difficulty you feel is the remoteness of the man from the sphere that he is supposed to be responsible for, and that he is out of touch with it?—I merely quote my own case. I think my usefulness in Paris comes from the fact that I have lived there a great many years, that I know all classes of people, and if anybody comes and asks me to whom to apply I can tell him. That is owing to the fact of my having been a great many years living there, and knowing the people. That would be perfectly impossible in the case of a man who is living in London and goes and spends one month at Madrid, for instance, and one month at Lisbon. It is impossible that he can have that local knowledge which is necessary for a commercial attaché.

41,894. (*Chairman.*) We have been told here that the office work of a diplomatist attached to an embassy or legation is not very heavy, and that the

heavier and more important part of his work commences when he leaves his office and goes into society. He then becomes of special use to his chief; he learns what is going on, has opportunities of free communications with his colleagues of other missions, and so on. Do you think there is very much in all that?—I think that what are called the social duties of young diplomatists are very much exaggerated. A young fellow in Paris or Vienna does very much what he would do in London. When his work is over he pays calls or plays games, dines out, or goes to a ball, or to a theatre. I do not believe in all that is said of the so-called social duties of the younger men of the embassies or legations.

41,895. But he is compelled to go into society?—He is not compelled to do so. It is of great use that the young men, to a certain extent, should get to know the people of the country, and be known themselves, but it is by no means a necessity for all. The most efficient junior I ever remember in our Embassy in Paris was a young married man who never went into society at all.

41,896. The best clerk possibly, but was he the most effective aid to his chief?—In Paris we have some secretaries who go into society and collect useful information, and others who lead more retired lives. I do not think you can make any general rule on the subject. I think it depends entirely on the character of the young man himself.

41,897. (*Sir Henry Primrose.*) Speaking of the Consular Service, I gather that you are very much in favour of keeping a man in the same place as much as possible?—I think so. I am very strongly of that opinion.

41,898. But you must have some moves, because it would not be possible to give a man a salary which grew during all his time irrespective of the importance of the place?—No, but I think it might be possible that his retiring allowance should not depend on the amount of the salary which he is drawing at the time of his retirement, but that it should be calculated on the length of his service.

41,899. Clearly a consul is more useful the longer he has been at a place and the more he knows about it?—A consul who is constantly moved from one place to another is, in my opinion, of no use in any one of them.

41,900. Still it seems to me a great difficulty to know how you can overcome that objection to transfers and yet arrange that the man's salary should not suffer?—That is a difficulty, of course, but not, I think, an insuperable one.

41,901. Within certain limits you might allow a man to increase in salary just as the second division do in this country, irrespective of the particular work or the particular place, but you cannot carry that too far. You could not carry that into the higher paid posts. Take the case of a man who is a consul in Spain, if he is at some small port, you cannot reasonably pay him more than a certain amount and not more than the relative importance of the place demands?—But as a rule my idea of keeping them a long time in a post would be in the case of the big posts.

41,902. I notice in the report of the Ridley Commission, it was mentioned that Sir Charles Dilke was of opinion that the Diplomatic and Consular Services could be amalgamated, and he justified that on the ground that that was what was done in France. Is that the case?—They are absolutely different services in France. You will see that in the papers laid before Parliament.

41,903. Then Sir Charles Dilke was not correct in saying that?—No.

41,904. In the French Diplomatic Service, what do they do about private means. Do they require it?—As a matter of fact nobody goes into any official employment in France unless he has some means of his own.

41,905. Not any official employment?—No, not as a rule; and I should say that in France certainly the men who go up for the examination for the Diplomatic Service all come more or less from the moneyed class. They are not men who have their way entirely to make in life.

18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

41,906. But there is no formal condition imposed?—I believe not. In Italy there is. In Italy an attaché has to have an income of 6,000 francs—that is, 240*l.*—and Italy is the only country where a private income is required of consuls; they are required to have a private income of 120*l.* a year.

41,907. You say that, whatever rule you make, as a matter of fact in the Diplomatic Service it would always be necessary for a man to have some private means?—I think so, certainly in the early part of his career.

41,908. Unless the salaries were fixed so very high as to be out of the question?—Yes.

41,909. What do you suppose historically is the reason for giving them no pay for two years?—I have never been able to understand that. It is the remains of a very old system when there used to be a regular class of unpaid attachés. When a man entered the service he was for many years an unpaid attaché.

41,910. (Chairman.) Probably a form of probation?—A form of probationary attaché.

41,911. (Sir Henry Primrose.) While it still might be necessary to maintain an obligation to have private means, it does not seem to me to follow that you need deprive men of salary altogether during the first two years. There is no reason in the nature of things why an attaché should not be paid as soon as he begins?—I see absolutely no reason whatever why he should not be paid, as a Foreign Office clerk is paid.

41,912. I gather that most of the attachés in the Paris embassy of late years have been honorary attachés?—As I said just now, during the last eight years we have had a series of honorary attachés there.

41,913. Therefore you personally have not had very much opportunity of judging of the character and quality of the career attachés?—No, I know very little about them indeed.

41,914. How long do honorary attachés generally remain in the Service?—There is no rule. We had one, who is a peer, who was there eight or nine years. He has left now.

41,915. (Chairman.) Has he left the Government service for good or has he gone into a paid post?—He has come to live in England.

41,916. (Sir Henry Primrose.) We had some evidence on the question of members of an embassy—the young secretaries and so on—not acquainting themselves sufficiently with the domestic institutions of the country and the domestic politics of the country. Do you think more might be done in that way?—I do not think they do it very much because there is no inducement of any kind and no necessity for them to do it. They get their promotion just the same whether they continue their studies or whether they do not. I have already in my evidence recommended a system of examination of junior diplomatists.

41,917. After all I am not at all sure that it would be desirable that they should do too much in that way. If we want in this country to know something in regard to, say, the system of education in France, it would probably be really better to send over a man from here who was thoroughly acquainted with our institutions, and knew exactly what we wanted, than to ask somebody in the embassy to report upon the matter?—I am entirely of that opinion. I think very often the embassy is called on to furnish a report on a subject, and perhaps a young attaché or secretary is told to do it, and he knows nothing at all about the subject, with the result that you get a series of reports, drawn up very often on an entirely different basis, which are practically useless. It would be far more useful if a man were sent out from this country to draw up the report, with the assistance of a member of the diplomatic staff.

41,918. A man who really knows what you want to know?—Yes and how to produce it.

41,919. Do you think the annual consular reports are of much use?—I do not.

41,920. They are out of date by the time they come out?—My own impression has always been that they are useless for business men and commercial purposes. They contain a mass of figures and statistical information which are not always correct and which could be procured very much more easily from the Board of

Trade or from the Chambers of Commerce themselves in England.

41,921. Do you yourself produce an annual report?—I do not, for this very reason, that I write a great many confidential reports on subjects of all kinds which come to me, but if I produced an annual report, and it contained unintentionally anything which was considered disparaging in any way there might be unpleasantness. I may say that that is the opinion of the diplomatist in Paris who knows most about commercial matters. I spoke to him once about it and he said “If I were to publish a commercial report I could not remain in this country a week afterwards.”

41,922. You mentioned that your work in Paris was very heavy. Is that largely official correspondence with the Board of Trade and the Foreign Office or with people outside?—With correspondents in England and France. I have been there so many years that every kind of application is made to me, not only on commercial subjects but from persons desirous of obtaining information on the most varied subjects, to whom I feel bound to reply.

41,923. Are you often called upon for a report on a special subject by the Board of Trade or the Foreign Office?—Frequently.

41,924. We had some evidence from the second division clerks in the Foreign Office, and they urged that the consular appointments might be used for the purpose of giving promotion to second division clerks. Do you think second division clerks would really be qualified?—I think that would be very unfair. I know occasionally it has been done, but I think it very unfair to the junior members of the Consular Service, that a lower division clerk should be taken out of the Foreign Office and sent to an eligible post in Europe which will keep in South America, or some distant country, a young fellow who is equally deserving, and knows a great deal more about the work. I do not think consular appointments should be used as prizes for members of what is practically another profession.

41,925. I suppose you would say that the second division clerks *prima facie* would not be so well qualified as the junior men in the Consular Service?—No; I do not see how they can know anything about the duties. They certainly do not learn them as lower division clerks.

41,926. As regards the routine work in embassies, do you think that more might be done by people of the second division clerk order, instead of employing the secretaries and attachés on it?—I think that might be. There would always be a certain difficulty except in a place like Paris. I think it absolutely necessary that they should be of British nationality. In a place like Paris there is no difficulty whatever in finding as many suitable men as you want, but I think there would be considerable difficulty in regard to other posts. But if they could be procured I think they would be very valuable.

41,927. It would not be any cheaper I suppose than now?—I do not think so, because you get a great deal of the work done now by unpaid men, or by men on small salaries with private means of their own.

41,928. Have you any views as regards the examination for the Diplomatic Service and its relation to the general Class I. examination, as we call it?—I take a great interest in the examinations. I have been looking through the papers which have been set for the Foreign Office and Diplomatic Service during the last three years, and my impression, as far as modern languages are concerned, is, that they are certainly not of a kind to produce the men that we want. I can give you my own experience which I know is confirmed by other people. During the whole course of my service, I have seen a large number of beginners pass through Paris at different times, and I could almost count on my fingers those who know French to the extent that they can thoroughly understand and be thoroughly understood. I do not know what the fault is, but it certainly is the case that we do not get men who are good linguists.

41,929. I suppose they can write pretty good French?—Some of them may. But then, again, I have not seen much of the younger generation. As I explained, we have not seen them in Paris; but still I am told that even they do not possess the knowledge of the language which they ought to possess. I have

18 June 1914.]

Sir HENRY AUSTIN LEE, K.C.M.G., C.B.

[Continued.]

looked through all these examination papers, especially those in the literature of the country. I showed the other day the papers in French literature to a well-known Frenchman, professor of English in one of the largest lycées in Paris, and he said: "I assure you there is not a boy of the higher class of my college who could answer those questions in French which were set to English youths for the Diplomatic Service." The examination I consider to be perfectly ridiculous for the purpose of finding the men we want.

41,930. After all, with a proper examination, you have certain things to translate from and into French?—It is divided into three parts. The French literature paper is not the paper I should set for a diplomatist; the knowledge it would show would be absolutely of no use to him. This applies equally to the literature papers of other modern languages.

41,931. (Chairman.) Is it that the style is difficult, or archaic?—It is archaic and mediæval.

41,932. Do they mention the author from whom they take the passages?—They do not mention the actual author, but it is easy enough to see the period. The French composition is fair enough. In French literature the paper is set in all kinds of archaic French. I can only tell you that what I have said is the opinion of the papers given to me by a man quite qualified to give it.

41,933. (Sir Henry Primrose.) Do they give an essay on anything to be written in French?—Yes, they have to choose one of various subjects.

41,934. That would be all right?—I should make the examination very much more severe in colloquial French, and I think to a certain extent there might be more knowledge required of modern French history, which would be very useful, and of modern German and Italian history. I think it is a great mistake that more importance is not given to Spanish in these examinations. When you consider that Spanish is spoken practically all over the peninsula and all over South America and Central America, except Brazil, it is one of the most useful languages a young diplomatist can learn. It is spoken at far many more posts than German, which is an obligatory subject. I think that a knowledge of any one of most foreign languages would be useful to candidates, and that they should have an opportunity of showing it.

41,935. (Chairman.) Is German usually spoken anywhere except in Germany?—No; in Germany and Austria, and partly in Switzerland. The language that has been of use to me in my career has been French.

41,936. But you do not speak German unless with a German in any country except in Germany?—A German, when you meet him abroad, will always speak English with you.

41,937. (Mr. Matheson.) Is the criticism you make on these French and German papers that they are not sufficiently colloquial, and that they contain too little in relation to everyday life?—My criticism is that I think they are too archaic, and they do not find out that a man possesses that knowledge of the language which will be useful to him as a diplomatist. What is useful to a man is that he should be able to speak fluently in French and be able to write fluently in French. We do not get men who can do that. The beginners in the Diplomatic Service, as far as my experience goes, are not proficient in the languages. It is an examination of cramming.

41,938. But a good many of them spend a long time in France before they go in for the examination?—Well, it is not really a very long time. They spend a few months.

41,939. I have known a good many who have spent six months at different times. Is not the idea of the examination that it is not in what is to be useful to them, but a test of higher education limited to a particular field?—I look on it more from the point of view of utility, and I think it would be no use for a young diplomatist to possess the knowledge which is required to answer these papers in the literature of modern languages. That is my opinion. I know the modern Language Tripos of Cambridge; I have often seen the papers. These are more or less of the same class as those set in the examination for the Foreign Office and Diplomatic Service.

41,940. What would you say to a plan of selecting these men on something like the Class I. examination, and then making them acquire the colloquial knowledge of languages afterwards. Do you think that that would be an improvement from your point of view?—That is what to a certain extent takes place in the Indian Civil Service with regard to the Indian languages. My own experience is that unless a man has begun to learn a foreign language when he is young he will never arrive at any proficiency in it colloquially afterwards. I think it is very difficult to begin late in life with a foreign language.

41,941. With regard to the attachés in a country I suppose a good chief will try to give his attachés opportunities to learn about the country they are in?—Yes, but the staff is so very limited that it is very difficult to make arrangements for a junior to go away. There is often difficulty in arranging for the ordinary leave.

41,942. Then the most obvious way of improving that would be to rather strengthen the staff of men?—Exactly, but still that means considerable expenditure. You could do a great deal if you could increase the estimates.

## ONE HUNDRED AND FOURTH DAY.

Friday, 19th June 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (Chairman).

The Right Hon. Sir HENRY PRIMROSE, K.C.B., C.S.I.  
Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B.,  
K.C.

Sir DONALD MACALISTER, K.C.B.  
Mr. ARTHUR BOUTWOOD.  
Mr. JOHN ROBERT CLYNES, M.P.

Mr. RICHARD DURNING HOLT, M.P.  
Mr. PERCY EWING MATHESON.  
Mr. ARTHUR EVERETT SHIPLEY, F.R.S.  
Mr. GRAHAM WALLAS.  
Miss HALDANE.  
Mrs. DEANE STREETFIELD.

Mr. N. E. BEHRENS (Secretary).

Sir ALGERNON F. FIRTH, Bart., called and examined.

41,943. (Chairman.) You are President of the Association of Chambers of Commerce of the United Kingdom?—Yes.

41,944. And you come here to favour us with evi-

dence in regard to the Consular Service, to which you have given a good deal of attention?—Yes, solely the Consular Service.

41,945. Have you read the Report of the Walrond



19 June 1914.]

Sir ALGERNON F. FIETH, Bart.

[Continued.]

Committee which sat in the year 1903?—I have, with great interest. If you wish to have my opinion about it I think it covers all the ground necessary.

41,946. One of the points to which that Committee attached considerable importance was the recruitment for the Consular Service of gentlemen with commercial experience?—Yes.

41,947. In order to admit of the recruitment of men of that description the maximum age for admission to the general Consular Service was fixed at 27?—Yes.

41,948. We have had inquiries made as to the effect of that part of the Walrond Committee's Report, and we have found that up to the present time it has been practically inoperative. Very few men of commercial experience have come into the Consular Service?—I cannot explain why that is. I think it is a pity that it is so, but perhaps it is not sufficiently known about.

41,949. You can judge for yourself from these facts. The first man recruited in 1905 was employed by the British Consul-General at Antwerp for three and a half months, but he had acted as vice-consul for about one and two-third years before that. He cannot be said to have had commercial experience?—But was not 1905 rather too early to expect that recommendation to take effect?

41,950. That is true; I will go through the entire list of men recruited since 1905. The next man recruited in 1905 was employed in the Bank of England for a year, and with two firms of stockbrokers afterwards. Was that the sort of commercial experience required?—Not at all.

41,951. The third man was for three years with Messrs. Nixon, Forrest & Co., East India merchants, and afterwards in the North of Scotland Bank for six months. He was also employed by the *New York Herald* and various New York firms for one year. The experience gained with Nixon, Forrest & Co., East India merchants, would probably be the kind of experience we want?—I should think his experience would be valuable. That man seems to have had a wide experience.

41,952. The next man had experience for three years as clerk in the Bank of England. That is not commercial experience?—Not at all.

41,953. In 1906 the first man was British Acting Vice-Consul at Hanover for short periods, and Vice-Consul of the United States of America at Hamburg. That was not commercial experience?—No.

41,954. The next man had no commercial experience. The next man had written articles for the *Independent Review*. The next man was honorary attaché to the British Consul-General at Antwerp for nine months?—A very short experience.

41,955. The next two men recruited had no commercial experience. The next man was employed by the Agent-General for Victoria for about one year, afterwards by a firm of civil engineers, and afterwards by the Agent-General of New South Wales. He was Secretary to the Delegation of the Commonwealth of Australia at the International Telegraph Conference. That is not the sort of experience you would call commercial?—Not at all.

41,956. In 1907 the first man on the list had no commercial experience. The next man was employed in French, Lemon & Company's Bank at Florence for a short time, and as clerk in the resident engineer's office of a railway at Buenos Aires. That is not the experience wanted?—Not at all.

41,957. The next man on the list studied marine engineering for one and a half years under Messrs. Vickers, Son and Maxim. The next man had no commercial experience, nor had the next. The next was employed by the Ocean Accident and Guarantee Corporation for three years, mainly in Paris; he acted as secretary to the naval attaché of the United States Embassy in Paris for three months, and for six months acted as foreign correspondent to the North Egypt Land Company?—That is not the sort we want.

41,958. The next on the list was assistant expense accounts officer under the Admiralty for six and a half years, and the next served as assistant store officer under the Admiralty for four and a half years. That is not commercial experience?—No.

41,959. In the examination for April 1908 the first two gentlemen on the list had no commercial experience. The next was translator and archivist at the British Legation at Caracas in Venezuela for five years. The next was clerk in a shipping firm for a year, was a stockbroker's clerk for two years, and a buyer and representative in Austria, Hungary, and Roumania of the Anglo-Austrian Trading Company, timber and general merchants?—That is better.

41,960. In the examination for July 1908, the first chosen man served as assistant naval store officer under the Admiralty for seven and a half years. The next man was employed by Messrs. Watson and Youell, steamship agents at Galatz and Kustendje for 18 months. The next was in the Indian Army for two and a half years. The next had no commercial experience. The next was at Lloyd's Bank for 10 years. The next served as Customs port clerk for seven years, and the last had no commercial experience?—That is exactly what nearly all the Chambers of Commerce complain about, that there are not sufficient men with commercial experience appointed to consulships and vice-consulships too.

41,961. In the next year, 1909, the first man chosen was employed as book-keeper at Frankfurt for two months; next as private secretary to the British Vice-Consul at Zurich for one and a half years; then as correspondent to Mons. A. Tournier of Paris (nine months); and then for eight months as clerk and correspondent at Messrs. Kleinwort, Sons & Company's Bank. There is not much commercial experience in that?—A little, but very modified.

41,962. The next four men chosen in 1909 had no commercial experience whatever. In 1910 the first man was employed by the Manufactures Royales de Corsets of Brussels. That is not the sort of commercial experience we want?—No.

41,963. The next man chosen had no commercial experience. The next was employed for four months at the Dresdner Bank, and for three and a quarter years with Messrs. Gray, Dunlop & Co., stockbrokers; for about one year he was English secretary to the town of Carlsbad, and was also correspondent of the *Daily Mail* and *New York Times*, etc. The next man had no commercial experience; and the next was employed by Messrs. Heyn Franc & Co., East India merchants, for three years, by Messrs. Franco Zurhosen, of Moscow, for three months, and for two years he was in the Indian branches of Messrs. Kahn & Kahn, Paris, merchants. The last man's experience was extensive?—That should be satisfactory.

41,964. Finally, the last man chosen in 1910 had no commercial experience. In 1911, the first man chosen was head manager of a rubber firm in the Malay States. The next was previously a schoolmaster, and had no commercial experience. The next man had been employed for six years with the Pearl Life Insurance Society. The next had no previous commercial training. The next was six years in a solicitor's office and two years in H.M. Sasines Office, Edinburgh. The next had no commercial training whatever. Coming to the year 1912, the first man chosen was apprenticed to a commercial house at Havre for a year and was nine months with a Seville firm. The next had no commercial experience, nor the next. The next was a schoolmaster and taught English abroad. The next was employed for a few months in the office of the British Consul-General at Havre. The next two had no previous commercial training. The next acted as sub-editor of the *Literary World* for some months. The next four had no commercial experience. The last year is 1913. The first on the list was foreign correspondent of Messrs. Lockie, Pemberton & Co., for two and a half years. The next entered the Civil Service as a boy clerk and was employed as second division clerk in the Post Office and in the Estate Duty Office as second class clerk with no commercial experience. The next was employed for six years in a solicitor's office at Edinburgh in their Factory and Estates Management Branch. The next was a schoolmaster. The next was for six years clerk to the British Consulate at Helsingfors. The next came straight from Oxford, so did the next. The remaining four had no commercial experience



19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

whatever. So I think we may say that the rules of 1903 have been practically inoperative in procuring for the Consular Service men with commercial experience?—That is quite correct, I think.

41,965. You have said that this is one of the complaints which the great world of commerce makes in reference to the Consular Service?—It is the almost universal complaint and the chief criticism which the Chambers of Commerce put forward in their remarks to us.

41,966. Does it not appear to you to be reasonable that if a young man enters a commercial house, shows aptitude for his work, and has a prospect of getting on, he is not likely to leave that commercial house for the Consular Service?—It is all a question of remuneration. If he thinks he will do better by sticking to his commercial house, he will do so.

41,967. At present it seems likely that, under these recruitment rules, we shall only get men who have no prospects in the commercial world, if, indeed, we get men with any commercial experience at all?—Certainly, I am afraid that is so.

41,968. Then are we not brought face to face with the question whether our system of recruitment for the Consular Service is good, and whether it ought not to be altered?—I should say that is the position; but then is it not worth while ascertaining whether applications have been received in those different years from men who had had commercial training, and whether there is any particular reason why these other men have been preferred over them?

41,969. All these men entered by competitive examination, and there is no suggestion that there has been any exclusion?—But it is just possible that these men who have had commercial training are not able to pass satisfactorily that competitive examination. That examination may be on lines which they are not familiar with and for which they have not studied.

41,970. The examination was fixed at that time with the view of attracting men of that character. The subjects of examination were: 1. English composition including handwriting, spelling, and précis writing). 2. French. 3. Either German or Spanish—that is, two languages. 4. The principles of British mercantile and commercial law relating to (1) Shipping. (2) Negotiable instruments, bills of exchange, and promissory notes. (3) Contracts for the carriage of goods. (4) Contracts of marine insurance, bottomry and respondentia. 5. Arithmetic, to vulgar fractions and decimals, including English and metric weights and measures. 6. Commercial geography. 7. Political economy—general principles and their special application to currency, the money market, foreign exchanges, and taxation?—I should think very few young men who have gone into business at 18 or 20 would be able to pass or care to bother themselves with an examination of that sort at the age of 25 or 27, say, when they have got some commercial experience. I do not think they would sit for it unless they were absolutely certain that if they passed it they would get a good post.

41,971. What you now say seems to point to our adopting some method of appointment other than by competitive examination?—Yes; I should think in good cases—in cases where a man has thoroughly good business experience and recommendations—that a competitive examination on all those subjects is not absolutely necessary for a man to qualify for the Service.

41,972. Then you would appoint him by a system of direct patronage?—I would.

41,973. I am afraid that there you would bring yourself into conflict with the weight of public opinion?—I cannot help that. On the Advisory Committee of the Board of Trade—the Commercial Intelligence Branch—of which I am a member, if we have to arrange a commercial mission we go into the question of the business experience of the man, not as to whether he can write a paper on all those subjects. We take what his business experience has been in order to judge whether he is a man fit to conduct a commercial mission. It is somewhat similar in the case of making a consular appointment. It does not follow that a man who can write papers on all those subjects is the best man.

41,974. Certainly we have not succeeded in getting the men with previous knowledge of commercial life into our Consular Service under these rules?—No.

41,975. It has been suggested that a better way of recruiting the Consular Service would be to separate the technical part of the examination from the ordinary educational part; to recruit young men by an examination on their educational acquirements, and then, having selected the best of them by open competition, to subject those boys for a certain period (say two years) to training in England in matters connected with trade and commerce. They might also be required to attend lectures in the Faculty of Commerce which has now been established at many of our universities, and we might procure for them facilities for dealing with commercial work in the Board of Trade, or the office of the Port of London Authority, and possibly, by making arrangements with large business firms, introduce them to the actual procedure of commerce?—I am informed that in Austria-Hungary and in France they have a special college for training for the Consular Service.

41,976. We have been told that a college at Antwerp has been established for that purpose, and also one near Amsterdam. We have also been told that no person is now appointed to the Belgian Consular Service unless he has the *imprimatur* of this college near Antwerp?—I think it would be a great deal better if some specialising college was appointed for that purpose rather than interfere with all the existing educational institutions and making a special course at each one. This is a day of specialisation, and I think you might specialise in education for the Consular Service.

41,977. We have Faculties of Commerce now in several of our universities. We have a fully equipped Faculty of Commerce in Birmingham; and we have had evidence from Newcastle where a Faculty of Commerce has also been established in connection with the University of Durham. In other colleges similar Faculties have been created?—Those Faculties of Commerce are more for the training of men to go into business as clerks and managers, to take a broader view of business than they would acquire in your own office before they start; but this is totally different to that, I think.

41,978. We have been told that if young vice-consuls knew something about the theory of trade and general political economy and the movements of exchanges, and so on, it would be a great advantage to them?—Yes, and the developments of markets, and so on. It would be a great advantage, but I think it would be far better to specialise than to encourage all these scattered faculties of commerce to take up the idea of training for appointments in the Consular Service.

41,979. Something like what you say has been suggested to us. We might perhaps make London the headquarters of this training, because in London we have the Board of Trade, the Foreign Office, the Port of London Authority, and numerous great commercial houses which might assist?—It ought certainly to be in the capital.

41,980. Seeing that since 1903 up to the present time we have not succeeded in getting the sort of men with commercial experience that was thought desirable at that time, would it not be well now to change the method of recruitment—to select our men by a suitable educational test, and afterwards to train them specially for a period of years in the way most likely to produce good consular officers?—There is no doubt in my mind that that is far the best plan to pursue. At the same time I think it leads to what is my chief argument, that the remuneration is not sufficient in the Consular Service. It is a question of Treasury grants that would induce the right men to come forward.

41,981. As I understand, the Consular Service is now divided into three great grades. There is, first, the vice-consul. When a young fellow passes and is sent abroad he becomes a vice-consul; he is sent to a consulate and there learns his work for a time, and then he is given an independent post. He begins on a pay of 300*l.* rising to 500*l.* a year. When he emerges from the grade of vice-consul and passes into the grade of consul he gets 600*l.* to 800*l.* a year; and when he emerges from that grade and becomes a Consul-General he

19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

gets 900*l.* to 1,200*l.*, and in addition he gets allowances. There are, we understand, certain places at which living is more expensive than at other places, and accordingly a system of allowances is established and graded in accordance with the expensiveness of life in those places. Do you think that that scale of pay is adequate for the work they have to do?—The offices are found and the furniture?

41,982. For their office rent and expenses they get a lump sum. We will deal with that matter separately, because the question of the sufficiency of the lump sum is quite an open matter. In the far East—China—houses are provided?—Those salaries which you refer to should be clean salaries without any expenses to pay out of them.

41,983. The salaries are clean salaries?—I do not think they are enough. The standard of remuneration in business has risen so considerably in recent years that I do not consider that there is very much attraction in those salaries for able young fellows. Any man of ability knows that he can get more than that if he sticks to his career and makes a success of it, in almost any business he goes into.

41,984. Do you think 300*l.* is sufficient to start with for a vice-consul?—For a man, say, 27 years of age?

41,985. No, he would not be 27, but under the new system, which I have suggested to you, he would be about 24?—It is possibly enough to start on, but how long would he have to remain at that salary?

41,986. That is an important but a different question. What I ask you now is, is the salary enough to start on?—I should think so, for a start.

41,987. What salary do you think a consular officer should receive when he has been 10 years in the service? What ought a man reasonably to look forward to at the end of ten years' service?—If he was in business and he had started in at, say, 300*l.*—I can only speak from my own business experience—if he had brains, education and energy, he would probably be able to make 800*l.* to 1,000*l.* a year when he had been there ten years.

41,988. The consul is entitled to a pension, which should be taken into account?—He may never live long enough to draw it. A man looks at what he is getting to-day and not at what he will get 20 or 30 years hence.

41,989. Still a salary of 800*l.* after ten years' service without a pension, and a salary of 800*l.* carrying the right to a pension later on are different things. But you think that if a consul of ten years' standing draws 800*l.* a year it would be adequate?—It would depend upon the ability of the man. In most businesses if he was a clever man he would earn more than 800*l.*, but I do not think there is very much attraction unless he is in a position to earn 800*l.* to 1,000*l.* clean. Of course, he has the advantage that he is not taking any risks and is looking forward to permanent employment in the Consular Service. I think it ought to induce him to stay on and do his best.

41,990. The rate of pay I take it is not inadequate to start with?—No.

41,991. We are given to understand that during the period of transition from vice-consul to consul, and until about the fourteenth year of a consul's services, the pay is at present unsatisfactory?—I quite agree with that.

41,992. But having regard to the security of his tenure and also to the fact that he is entitled to a pension you are disposed to think that 800*l.* a year after ten years' service would be satisfactory?—I should put it at 800*l.* to 1,000*l.*, according to the ability of the man.

41,993. Do you think that the maximum salary of a Consul-General, 1,200*l.* clean pay with pension, is adequate?—No, not enough to secure the best class of man.

41,994. Would you say that 1,500*l.* would be adequate?—I should say so.

41,995. Then you think 300*l.* to begin with; after ten years' service from 800*l.* to 1,000*l.*, and a final salary of 1,500*l.* per annum, would do?—How long would he remain at 800*l.* to 1,000*l.*?

41,996. That would, I presume, depend on vacancies in the superior grade. He would have to retire at the age

of 65—at 60 he would be entitled to a pension, and at 65 would have to retire compulsorily. Would you prefer to consider these points at your leisure and let us know what your considered opinion is?—I would prefer to think it over carefully. It is a question of the period of the service at the different salaries. I think a man's expenses grow as he gets on in years and his family grows up, and that ought all to be considered very carefully as to the number of years he would remain at each salary if he gave satisfaction. I would not for a minute say that every man should be treated exactly alike. It is impossible in a business concern to do that.

41,997. Would you be in favour of increasing the salary by annual increments?—I think so. I think a steady increase is what men generally want in business. They want to feel that they are getting on.

41,998. But the promotion from grade to grade would depend, I presume, upon a vacancy occurring in the higher grades?—Yes, that is the drawback in the Consular Service, that there is slow promotion. On page 1 of the Walrond Committee's report it says: "The social position which the consular representatives of this country are called upon to maintain must not be forgotten."

41,999. That would be remembered in the allowances. What we have been talking about is the net pay; besides that there will be the allowances, which would take into consideration that matter of position?—That means that these things must be more elastic. If it is an expensive country to live in and consuls of other countries are able to maintain a different position, that should be taken into consideration in the allowances and provided for.

42,000. If there are any other points which you want to bring forward particularly, will you be good enough to mention them?—I wanted to draw attention to paragraph 9, on page 3, of the Walrond Committee's report: "The successful candidates should be required to work for some months in the Commercial Intelligence Branch of the Board of Trade before taking up their appointments." Of course, that is carried out now, I believe, but I do not know whether it has been in force all these years since the Walrond Committee's report. My opinion is that the time they spend there is too short; I think they get very valuable information from the Commercial Intelligence Branch, where they receive an enormous number of inquiries on all kinds of business. An insight into business of all sorts is very valuable indeed to a man taking up a consular appointment. I think that is one of the very best suggestions.

42,001. That is on recruitment and before being sent abroad?—Yes, a year would be very well spent there.

42,002. That would be particularly attended to if there was the change in recruitment which I have mentioned?—Then there is another remark in the same Report on page 5, paragraph 14, about the inspection of consulates. I believe that has only been undertaken this year.

42,003. Yes, quite recently?—If that had been carried out before I believe it would have secured a great deal better and more efficient Service and more uniformity of work on the part of the consuls. I look upon that as very important. There ought to be ample provision made in the same way as in the case of business men who have a lot of foreign agents. In my own experience I would not leave agents unvisited from the works and not kept in touch with the works for a long time. I send a representative to inspect the agents and see that they are going on in right lines, and get posted up with what is going on in the place so as to keep them up to the mark. I look upon inspection of consuls as very important.

42,004. Do you think that there should be one inspector for each country, or would you have one inspector for several countries?—I would have a staff of several. I would not have always the same man go to the same place. I think the inspection should be done from London, and you should not put the chief consul in a place to inspect his branches and so on. You would obtain uniformity if you had a staff of three or four men to cover all the ground that is necessary. It

19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

would not cost a great deal, and it would keep them up to the mark and secure efficiency. The inspector would find out the weak spots.

42,005. You would make London the headquarters of these inspectors?—I would have it all under the business head of the Foreign Office or the Board of Trade.

42,006. Would you make it a section of the Consular Department of the Foreign Office?—I would.

42,007. When the inspectors have done their inspection they would come back to that office and write up their reports, and until they go on tour again would be at hand to give advice on consular matters to the head of the Consular Department?—I think that is a business-like proposal.

42,008. You would strengthen the Consular Department of the Foreign Office in that way?—I would.

42,009. In paragraph 6 of your proof you say you will submit to us some views on the existing practice by which information concerning British commerce, trade, and shipping as transmitted from British Ministers abroad or consuls is received and distributed in this country?—Those are the views of certain Chambers of Commerce, which I think do not understand fully the position. My opinion is that the method of transmitting reports is quite effective and efficient. I think that the information which we have received and which we have had given us from the Foreign Office, in consequence of our representations to them as to the method in which the reports are dealt with, has satisfied nearly all the Chambers of Commerce.

42,010. I notice that in your appendix you do admit that since 1910 there has been considerable improvement?—Very great improvement.

42,011. Then on the important point of unpaid consuls, who are mostly natives of the countries in which they are stationed, you have some remarks to make?—That is another point that is always brought up at any debates we have at Chambers of Commerce.

42,012. I have before me the letter from the Foreign Office dated July 1910. It was there shown that certain misapprehensions prevailed, and that in reality the British Government does more towards keeping in foreign countries consular officers of British parentage than other countries, so that the Foreign Office was not really open to complaint to the extent that the Chambers of Commerce thought?—Yes. We have not heard another word from any Chamber since that letter from the Foreign Office of 5th July.

42,013. First, on the general principle of employing paid consuls and not unpaid consuls, what is your opinion? Do you think that paid consuls should, wherever possible, be substituted for unpaid consuls?—Of course I would like it to be so, but you have to consider the expense and what is practicable. At a great number of these towns I am convinced that the Foreign Office is quite right, and that it would not pay to appoint paid consuls. There are other cases, but I am sure if those were brought forward to the Foreign Office they would quickly recognise them, and it is then up to the Treasury to grant the money. It is the Treasury which is the great bar to efficiency at the present time.

42,014. You have a preference for paid consuls, but that must be limited by financial considerations?—Certainly; and on the amount of business passing at the consulate.

42,015. In the case of unpaid consuls would you prefer that the unpaid consuls should be men of British parentage or natives of the country?—Certainly the unpaid consul should be of British nationality if he is available, but if there is not an efficient man I would rather have a man who is efficient of another country than an inefficient man.

42,016. You can understand that frequently a man of British nationality may not have the same opportunities of helping and assisting English commerce as a well-disposed native of the country would have—a merchant having his place of business there?—I think it is very difficult to lay down hard and fast rules on that. You have to appoint a man you have confidence in to take charge of the appointments, and if he does not do it right you must go to somebody else. I am quite certain that the gentlemen in charge of these duties, from my

different talks with them, are thoroughly cognisant of the whole matter and know the best way to go about it.

42,017. But your constituents are of opinion that it is better always that a man of British nationality should be appointed as unpaid consul in preference to a man of the country?—Undoubtedly.

42,018. (*Mr. Holt.*) Only if he is of something like equal standing?—Certainly. I would not take a man who is no good, but I say other things being equal. This letter from the Foreign Office of 5th July 1910 I think, generally speaking, satisfied the Chambers of Commerce that we were very favourably situated in comparison with our opponents in the matter of nationality. I have had the percentages worked out, and our percentage is 54; whereas the United States percentage is 45 of their own nationality, Germany 30 per cent., and France 22 per cent. So I think we compare very favourably, and in fact I have not heard any criticism whatever from any Chamber of Commerce men since those facts were brought to the knowledge of the gentlemen who thought we had not sufficient British consular officers.

42,019. Is there any other point you would like to bring to our notice?—I draw particular attention to my paragraph No. 5, because what I say there gives my opinion almost as fully as it is necessary to do. Our Commercial Intelligence Branch I find a very efficient one. I very often find that where complaints are made of it, it is simply because the business firm or the party complaining has not taken the necessary steps to obtain the information he wants and therefore he finds fault with the Commercial Intelligence Department, purely on account of inexperience of its resources and organisation. I have also had a great deal to do with the officials of the Foreign Office and have always found that they understand the matter thoroughly, and as far as my experience goes, without being told so by people who directly are there, it is all a question of money. They could undoubtedly greatly improve the Service if they had more money given them to do it with. It is exactly the same as with a business man; it is a question of money whether he gets the brains or not. If he is prepared to pay the salaries he will get the brains.

42,020. (*Sir Donald MacAlister.*) I gather that you think it so important to get men of business experience into the Consular Service that you would be prepared to throw over the competitive system and adopt that of nomination and patronage. Is that a serious opinion?—I would not go quite as far as that. If I threw over the competitive examination and had a special training for this Service I should want to know that a man had the educational qualifications before he went into commerce and got commercial experience. I should not appoint a man simply because he knew a bit about business if he could not speak the King's English, or could not compose a letter properly, nor knew how to behave.

42,021. It would have to be some qualifying examination, but not competitive?—I think the examination is rather stiff for a man who has spent some years in business; and for him then to read up those things and pass an examination is not necessary. If he had educational qualifications before he went into business it would be a different matter.

42,022. You suggest a qualifying examination in general education before a man begins his business training?—Yes.

42,023. And if after he has his business training he wants to enter the Consular Service, you would have the appointment made, not by a further paper examination, but by nomination and selection?—Yes, that is what I would do.

42,024. That is a very remarkable change on anything that is likely to happen in the Civil Service?—A man may have lots of brains, and yet may not be able to pass a competitive examination in all those subjects—may have lots of ability, and yet will not face such a competitive examination.

42,025. But those who have the brains and ability and can pass the examination are probably better than the others?—I say commercial knowledge should come first, but I would suggest that it is not that I want to do away altogether with, or not to make it a condition that he should have the qualification. Take men who

19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

have passed their examination either at a public school or university—there would be an enormous number of those young fellows now trying to get into business. Supposing they took positions in businesses for a time and they found that they would prefer to go into the Consular Service, I would let that former record count for the educational qualification.

42,026. Let us take that. You would let the educational record count both at school and the university (if they had it), and let the "business record count, and all who had the qualifications, educational and business, might then offer themselves for the Consular Service?—Yes.

42,027. How would you select them if there were more candidates than there were posts for?—I would then select them, as I select the people I want, by seeing them and sizing them up as far as I can. I make mistakes but often come out right.

42,028. That is patronage?—Certainly.

42,029. So it comes to that in the end—that if there are more candidates with all the qualifications than there are posts you would require to select them by personal test rather than competitive examination at that age?—Yes, you can generally judge for yourself whether a man would represent you as you would wish him to.

42,030. You would trust a Government Department to do that?—I would have a Board. I would not leave it to one man. In a business, if you have an important appointment to make, a man comes before the directors for them to see what they think of him. I should not leave it to one man to appoint.

42,031. You suggest a Selection Board with absolute power to say: "You shall come in," and "You shall not?"—Yes.

42,032. What is the relation of your Appendix No. 2 to your evidence?—As I explain in paragraph 2 of my notes, we sent out a circular to all the constituent chambers—there are 108—and we asked the two questions (a) and (b). A number said that they were going to give evidence. Others replied giving numerous views, but these in the Appendix were the most important replies, and we thought we might put them in. I should not like to bind myself to support each view, but they are the views of certain Chambers of Commerce.

42,033. Take Chamber No. 3—the name is not given, but I suppose it is important because you have chosen it. "(a) Diplomatic, nomination by Foreign Secretary, limited competition (and a private income); (b) Consular, nomination, and a limited competition." These are the existing methods for appointment to this Service at present?—That is not exactly so at present—not limited competition.

42,034. It is a competition of those who are nominated. Yes, it is called limited competition. Paragraph 2 of the reply of that Chamber goes on to say: "This system of nomination and limited competition should be substituted by open competition so that the gate of merit may be open to the best brains in the country." That is exactly the opposite?—Do not tie me to that paragraph 2.

42,035. I understand you entirely dissent from that?—As I said just now, we put in the opinion of those Chambers and leave you to judge.

42,036. I am asking your opinion; as now expressed to us is it opposite to that?—I do not want to disagree with my constituents or otherwise.

42,037. Then it says: "Nomination by the Foreign Secretary should be abolished and qualification of a separate income in the Diplomatic Service should not be necessary. The Government should provide an adequate salary?"—The last is all right.

42,038. Then No. 3: "Selected candidates for appointment to the Consular Service already undergo a severe examination with modifications and extensions as may be found necessary." They approve of the severe examination?—I do not take that to say that they approve it. It is simply a statement of fact. I do not know why it is put in. You know far better whether it is correct than I do.

42,039. What is the question to which that is an answer—"What method for recruitment of consular

"officers should be adopted?"—We asked: "The appointment and promotion of officers in these Services." I do not quite see the relevancy of this reply to No. 3.

42,040. I read it that they are satisfied with the present method of appointment to the Consular Service with such extensions and modifications as may be found necessary, which they do not specify; but the existing examination they do not propose to alter?—They have absolute confidence in you as to the extensions and modifications, evidently.

42,041. No. 4 touches the point you have spoken to in your evidence: "There should be interchangeability within the Imperial Services; especially should officers of the Board of Trade be frequently chosen for diplomatic and consular appointments, in order that the business side of the embassies and agencies may be strengthened." Have you a clear view as to strengthening, from the business side, the diplomatic missions? You have only touched on the consular side?—I do not know what the business side of the Diplomatic Service is at present.

42,042. You have heard of commercial attachés?—Yes.

42,043. And commercial secretaries at the missions themselves?—Yes.

42,044. Are the Chambers of Commerce satisfied that that representation of commercial interests in the Diplomatic Service is satisfactory?—Yes, very.

42,045. You know that within recent times the commercial attaché of a given embassy is no longer required to reside there, but resides for the greater part of his time in this country, and visits the country of his mission only from time to time?—I am not aware of that. To which are you referring?

42,046. The commercial attaché who represents the Embassies in Spain, Portugal, and Morocco, and the commercial attachés who represent the German, Austrian, and North European Missions, visit those countries only for a few months in the year, and the rest of their time is spent in this country going about visiting Chambers of Commerce and communicating with merchants and others interested in business. Are not you aware of that system?—I am aware that they come over here, but I had no idea that they were spending a great proportion of their time here. I think it very desirable that commercial attachés should come over occasionally and keep Chambers of Commerce in touch with the necessities of the markets, which is ten times better done by a personal interview than by any reports they can send.

42,047. I am not asking whether it is too much or too little, but only whether you knew of the system of working, and whether you thought the system effective?—I approve of the system; whether it is extended too far in regard to residence in this country is another matter. I really do not know without details as to the time they spend here, and I should not like to express an opinion; but I think it is very desirable that they should come over and keep in touch with British trade.

42,048. Some years ago, when commercial attachés were first established, they were attached to a particular mission, and resided there, made journeys throughout the country to which the mission was accredited, getting in touch with the various mercantile interests, and at the missions they were available for communications from this country—from merchants and others—on commercial business. They were the business representatives in the missions, available there for communications from this country. Then they changed that to the system by which they only now reside for a certain part of the year at one or other of the missions to which they belong, and, during the rest of the year, they travel about in this country. Which of those systems seems to your constituents the one which is most helpful?—I should not like to criticise the proportion of time without knowing what it is. If I knew how much time they spent in this country, and what they spent abroad, I could criticise it, but without knowing that I could not. I should say that the system of their coming over here each year, or every second year, or something of the sort, to get into touch

19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

with trade and know what information traders want, is extremely good.

42,049. They are more likely to be useful if partly out in a foreign country and partly here, than if wholly in a foreign country?—Yes, if they visit home markets, decidedly.

42,050. How would you make for greater interchangeability of the officers of the Board of Trade and Diplomatic and Consular Services?—I cannot explain that. I have no views upon it.

42,051. Have you any views with regard to the possibility of more frequent transfers of able men from the Consular Service to the Diplomatic Service, which is referred to in some of these answers more than once?—I do not know what the connection of that is.

42,052. In paragraph 4 of Chamber No. 3's reply they express the opinion that the Government admit: "That the Diplomatic and Consular Services are wanting in business knowledge seems evident from a recent decision of the Board of Trade to send 'special commercial missions to China to investigate the conditions and prospects of British trade.'"—That statement is made under a misapprehension altogether, I think.

42,053. I think so, too. There is no evidence that the Government admit anything of the kind?—It is to open up new places where there are no consuls. I am responsible, as a member of the Commercial Intelligence Committee, for that mission—the China Mission—and I think knowledge about it is not sufficiently spread among the Chambers of Commerce as yet. It will be very shortly before the agent leaves.

42,054. But the whole side of the question of diplomatic representation of business interests has not specially come before you in drawing up this evidence?—No, it has not come before us.

42,055. (Chairman.) Are you anxious that this Appendix No. 2 should be printed?—No.

42,056. (Miss Haldane.) You say that you desire that consular officers should be authorised "to communicate direct on application information to British inquirers in foreign countries." Do you go so far as to say that the sale of English goods should be pressed by consuls?—No.

42,057. Or exhibition of goods held, or anything of that kind?—No, not at all. The British manufacturer should run his own business and not expect a consular agent to be a commercial traveller for him.

42,058. That is quite a wrong conception of a consul?—It is a very grave complaint of some of them that they give one firm's business away to others. I know that at the Board of Trade they have sat on men who have done so considerably, and they try to point out to the men—and it is in their instructions—that they are there to inform British firms where they can oust foreign firms, but not to inform one British firm how it can take away the business of another British firm.

42,059. I wanted to know your views on that subject?—They are very strong, and I have expressed them repeatedly, on that point.

42,060. You think it would be very dangerous if consuls were to do that?—Yes, and it is quite outside the sphere of a British consular agent. As long as a British firm is doing business let it alone; it is when it is not doing business that it wants support.

42,061. I see in one of the Appendices the days taken by consuls as holidays are criticised. Have you any views about that yourself?—No, I do not know about that. That is one of those points that I should simply send in to the Foreign Office and ask them to investigate, because I am sure they would handle that all right. I was not going to worry you with details of that sort.

42,062. We have had some evidence about consular reports being too late to be of much use?—There is a great deal in that. Men think that the consular reports are judged by the amount of stuff put in them and not by the pithiness of their information. I think they are far too voluminous, and that business men have not time to go through them.

42,063. Could they be more up-to-date by any system?—Only by revision when they come home. I think a consul is perfectly right to send all that information home, but I think the reports want putting in a form that is easily read and easily adaptable for business men. They are too long to look through now.

42,064. Do you think that that might be done by the Consular Department at the Foreign Office?—More could be done by the Commercial Intelligence Department of the Board of Trade.

42,065. You think they ought to edit the reports and condense them?—If they could condense them it would be an advantage, I am sure.

42,066. (Chairman.) Would you advocate a certain standard form for the reports so that all reports should show information on the same subjects under the same heads?—Yes. The Commercial Intelligence Advisory Committee had that matter up some time ago, and we addressed communications to all the Chambers of Commerce, asking them to give a list of the particulars upon which they would like information in those consular reports; but we found that there was such a tremendous variety that it was almost impossible for anybody to summarise them properly. We did that at the request of the Foreign Office and the Advisory Committee, and we found that the trouble is—and it is a very difficult thing for the officials to handle—that the variety of information desired is so enormous. One man wants one thing and another man wants another, and the result is that it makes the reports so voluminous that half the men have not the time to read them when they get them, and then they complain that they have not got the information. It is one of those difficulties that is unavoidable, I think. You cannot have it all ways.

42,067. (Miss Haldane.) Do you think that those in the Consular Service receive less recognition from the Government in the way of honours, and so on, than some other departments?—Yes, I do. The foreigners think a great deal of a little decoration—the Legion d'Honneur—or anything of that sort. If a British consul has to attend a function, it is always a great advantage and a great cause of satisfaction to him if he has some mark of honour that distinguishes him from the ordinary man, or he feels a grievance, perhaps, if he is behind some of the representatives of other Powers who have these recognitions. I think there might be a little more liberality in that respect shown to the men who represent us abroad.

42,068. Some countries give them much more freely than we do?—Yes.

42,069. But even so you think the Consular Service might have some further recognition than it has at present?—I think so. I think it is felt that these recognitions are a little bit grudgingly given, and they would have great value if distributed more freely in this service.

42,070. (Sir Donald MacAlister.) There is no difference in the efficiency of the American consuls, and they have no decorations at all?—That is a principle with them, but it is not with us. We have decorations, and they see British decorations.

42,071. (Mr. Shipley.) Do you not get a summary of those consular reports in the *Economist*?—We do not all read the *Economist*.

42,072. I thought all people read the *Economist's* consular reports?—Perhaps round at the clubs, but I do not think business men do. Some big firms have never heard of the "Board of Trade Journal," which gives a summary of these reports.

42,073. No business man has spoken of them so contemptuously as some of the consuls before us have. Do you find in America that the commercial attaché is a very great help? You have large business holdings in America?—Yes, but ours is a purely American concern—an American company. We have nothing to do with the British attaché there. We come under the American laws. I should only go to him if I got into difficulty personally.

42,074. Does it strike you as very peculiar that there is not a single commercial attaché in the whole of South America?—It does.



19 June 1914.]

Sir ALGERNON F. FIRTH, Bart.

[Continued.]

42,075. It would be helpful if there were one or two at least?—I think so.

42,076. (*Mr. Matheson.*) I think you mentioned with approval two systems of appointment to the Consular Service—one would be selection by open competition on general education followed by a systematic training of one or two years in special subjects; the other would be selection by nomination of people who had had business experience. Which of those two methods of selection on the whole would you prefer? One system is selection by open competition on general merit followed by a special training; the other system is that you allow men to come in who have had business experience, and you then appoint from them by patronage without examination?—I should not let the man come in purely on business knowledge. I should make sure that he had the education to begin with, but I would far rather have that than a man appointed on a competitive examination only.

42,077. Should you prefer to have people specially trained in a college or university which provides a special course, or would you prefer a training in a business house?—I should like them both. I think at the present time you have not got that college which is giving a specialised training for the Consular Service. It would take a good deal of time to set it up, and eventually, if such a system were adopted, it might supersede what I think is desirable at the present time. At the present time I think it is desirable to get hold of men who have had good general education, who have shown their ability through that general education, and then have served some time in business at some place or another, and who want to get into the Consular Service. Until you can get a specially trained class of man that is the best system you can go on at present.

42,078. (*Sir Henry Primrose.*) You mentioned that your association includes in its membership four British chambers of commerce situated abroad?—Yes.

42,079. Which are they?—Paris, Belgium, Italy, and Nice.

42,080. Chamber No. 1 in your Appendix No. 2 urges that British consular officers should encourage as much as possible the founding of British chambers of commerce in foreign countries. That seems rather an important suggestion. I should think that a British chamber of commerce abroad is very valuable?—It is, undoubtedly.

42,081. Are those four that are associated with your association the only ones, or are there others?—These are not foreign chambers, but British chambers abroad.

42,082. Are they the only British chambers of commerce abroad?—No, one has just joined us which has been formed in Buenos Aires; and there is one in Egypt, and another in Constantinople.

Mr. GEORGE HENRY WRIGHT called and examined.

42,095. (*Chairman.*) You are Secretary to the Birmingham Chamber of Commerce?—That is so.

42,096. And you have come to give us evidence regarding the Consular Service?—That is so.

42,097. If you have prepared notes of evidence which you desire to follow we shall be glad if you do so?—During the period of my service as Secretary of the Chamber, which was established in 1813, and is a representative body comprising over one thousand seven hundred commercial and professional firms in the city of Birmingham and district, I have on many occasions had cause to address communications to His Majesty's Consuls abroad seeking information, advice, or assistance on behalf of members of the Chamber. From actual experience I am able to say without hesitation and with pleasure that even during the comparatively short period of between 11 and 12 years the services rendered by the Consular Service to the commercial community of this country have increased in value. I have found a greater disposition to respond to requests for information, advice and assistance, than was the case earlier; and in not a few cases His Majesty's Consuls have even gone out of their way, or in other words

42,083. By working with the consul they could be very helpful?—They could be very helpful to the consul.

42,084. In Appendix No. 1 you give a copy of the Foreign Office reply of 5th July 1910 to the representation made to the Secretary of State on the subject of the nationality of consular officers. The answer seems pretty complete. Did it satisfy your association?—Yes. As I have stated already, that closed the matter altogether.

42,085. I notice there is a reference to languages, and it is suggested that every consular officer ought at least to know French. Do they not always know it now?—I do not know. I do not think so.

42,086. Should you say that the consular officers were often defective in their knowledge of the language of the country in which they are?—I do not know enough about them to express an opinion on that. I do not visit them.

42,087. (*Mr. Holt.*) With regard to the recruiting of the consuls, do you think it would be possible to engage persons of ability who had had anything like good experience in business at salaries at all approaching what are being paid at present?—No, I think those salaries want raising.

42,088. On the present scale of salaries would you agree that the persons you were likely to get who had had business experience would be mainly people who were not satisfactory and were failures?—I think that is a fair inference.

42,089. As regards salaries, supposing you want to get a good man, do you think you are more likely to get him by having a fairly good scale of pay for the start, with moderate increments, or by throwing open to him some prize—some really good place for the best man?—I do not know. I could not say.

42,090. Is not the principal inducement for able people to go into business the prospect that if they are very successful they will get something good?—Certainly. That is exactly what I was saying: that if the men can advance to these different grades, and there is steady progression in salaries, they would be attracted far more than at present.

42,091. Assuming you want to attract a much better class of man, do you not really want to improve the higher places considerably?—Yes, I stated so.

42,092. To give the best man a prospect of something much better than anybody has got now?—Certainly; I think they should be raised.

42,093. Rather than give him a certainty of something moderately good?—I do not understand the difference. The more you raise the salaries means there is so much more prospect and more to go for.

42,094. Are you not more likely to bring in the best class of man by raising the bigger salaries than by raising the lower ones?—I have suggested that you should raise the high ones as well as the low ones.

exceeded what I conceive to be the strict scope of their duties, to render service to the commercial community.

42,098. Can you attribute that improved effectiveness of the Consular Service to any particular cause?—I think I should attribute it to the fact that the commercial community have during the past 10 or 15 years attempted to make greater use of the Consular Service than they had done in the past.

42,099. You would not attribute it to any marked improvement in the Consular Service?—I think the improvement in the Consular Service has in all probability followed the greater demand made upon them for services. The same ability may have rested there before, but it was not exercised to the same extent that it is today. I do not propose to suggest that the Consular Service at present meets all the legitimate needs of the commercial community, and as I have not had an opportunity of perusing their official instructions, I am unable to say whether the fault—if fault there be—rests with the consuls or with their stereotyped instructions. I know, however, from experience, that information which is willingly supplied by one consul—of course with appropriate reserve and without responsibility—is



19 June 1914.]

MR. GEORGE HENRY WRIGHT.

[Continued.]

declined by another on the ground that it is outside the scope of his official duties.

42,100. Can you give us a concrete instance?—The sort of instance I would mention which is as strong as any I know is, that if you take a particularly remote market and you desire to know whether a particular individual is a man with whom an English trader may with a certain amount of security enter into trading relations, in some cases the consul will give a report which is not a status report by any means, but which will convey to you a general impression as to the reputation that man has in the district in which the consul serves. In another case the consul would at once reply that he refuses you that information. I should say that in all inquiries of this description I always make it quite clear to the consul that I do not want him to do what a commercial status inquiry office would do, but to give, if possible, some general guidance.

42,101. On the whole are they more willing to give the information, or less willing? Is the number of consuls who are more willing to help you by giving you the information you want greater than the number of consuls who are reluctant to do so?—I should say that on the whole now there would be a greater desire to impart information.

42,102. Is that desire growing?—So far as my experience goes the willingness to assist is growing. Excepting actual canvassing for orders, giving status information, or directly collecting debts, there is little that a consul may not do in the interests of the commercial community; whilst even with regard to the exceptions I have had cases where consuls—whilst not giving the kind of information supplied by status inquiry officers—have given very useful advice or information of a quite general character—as I have just said—and also instances where, in the case of an unpaid debt, they have helped to induce payment without in any way sacrificing the dignity of their position as His Majesty's representatives.

42,103. On the whole your experience is that it is satisfactory?—On the whole I should say that my experience is satisfactory, whilst at the same time I should like to see greater facilities provided by the consuls for the supply of information and assistance to the traders of this country. I suggest that, without prejudice to the high position which a consul should naturally occupy, their official instructions should be so widened as to give them greater discretionary powers in regard to the services they are able to render to the commercial community. I am convinced that whilst considerable benefit would accrue from this, no harm could accrue to the Consular Service so long as the standard for admission into the Service is maintained at a high level. One of the essential requirements at the present time is that there should be an increase in the number of salaried consuls, that is to say, of whole-time men, whose service every day is to be devoted to the interests of the United Kingdom. It is not reasonable to expect that an honorary consul or vice-consul, who has either a commercial business, or a professional practice to attend to, can be expected to give undivided attention to the commercial interests of this country, and on this ground alone it is important that more salaried consuls should be appointed.

42,104. Of course you would not advocate that a salaried consul should be appointed where there is not much trade?—Most certainly not.

42,105. But where there is substantial trade you think the consul should be salaried?—In every case where the commercial work of the consul would exceed anything in the shape of ordinary consular duties, then the consul, in my opinion, should be a salaried consul.

42,106. Do you think that the unsalaried consuls serve a useful purpose in the commercial organisation of the United Kingdom?—I should not like to suggest that they do not serve a useful purpose, especially as I have on the council of my own Chamber a very considerable number of honorary consuls of foreign Powers, who I know serve a very useful purpose in connection with their own countries. Still at the same time they are commercial men who have their own interests to look at.

42,107. Would you draw a distinction between an unpaid consul of British nationality and an unpaid consul of foreign nationality employed by Great Britain?—To a slight extent, but I should not care to make any invidious remarks with regard to one class or the other.

42,108. Would you be prepared to say that in all cases where unpaid consuls are employed they should be of British nationality?—Whenever it is possible to obtain a man of the required reputation.

42,109. Not otherwise?—Not otherwise, decidedly. I am aware that the terms of reference to the Commission are somewhat limited, and that part of the evidence given by me may be to a slight extent irrelevant, unless the Commission hold that it comes within that part of the reference which authorises them to consider whether the existing scheme of organisation meets the requirements of the public service.

42,110. You have said nothing which is outside our reference?—I offer no criticism as to the educational standard required of competitors for consular positions, but I think that this should be so modified—especially as to the age limit—as to furnish greater opportunity for the admission of men of commercial experience, that is to say, of men who have either had actual experience in the office of an export merchant or manufacturer, or who have, by means of study, acquired a close acquaintance with commercial subjects. Where the latter condition prevails I submit that adequate allowance should be made for lack of purely scholastic or theoretical knowledge, subject, of course, to an adequate test by means of oral examination.

42,111. How can you secure that information? You know of the Walrond Committee?—I have not read the evidence given before the previous Committee on the Civil Service.

42,112. The Walrond Committee sat some 11 years ago, and one of its principal recommendations was that it was desirable to get into the Consular Service men with commercial experience. Our experience since then in recruiting for the Consular Service shows that we have not been able to get men with commercial experience into the Consular Service. How would you improve that?—I am afraid I am not prepared to make any definite recommendation as to how the improvement could be brought about, but I think I can give what would be a practicable alternative. I would suggest that after an applicant for appointment as vice-consul has satisfied the Civil Service Commissioners and been recommended for appointment, he should be provided with an opportunity of acquiring a knowledge of the needs and requirements of the commercial community. That is the alternative.

42,113. That is an alternative scheme?—That is an alternative. This knowledge could be acquired by his being attached for a few months to the Commercial Intelligence Branch of the Board of Trade, and to one or more of the principal Chambers of Commerce, such as London, Manchester, Sheffield, Birmingham, and others. The cost of this would be comparatively slight, and as compared with the value of our foreign trade, quite insignificant, whilst the return value for the country would probably be very considerable. At the outset this might be tried as an experiment with a few consular officers appointed to represent us in the more remote countries.

42,114. Your proposal is that if you cannot get recruits with commercial experience for the Consular Service you ought to recruit so as to secure a good ordinary education in your candidate, and then submit your candidate to a course of training afterwards—such a training as would make him suitable for the Consular Service?—That is so. I might mention with regard to our own particular Chamber, that in the course of a year we may have 3,000 inquiries with regard to certain problems which may have to come before the notice of a consul—all sorts of demands for information, advice, and assistance as to what is happening, or may happen, in some particular part of the world, and as to how certain difficulties are to be overcome. If a consul could serve for a month, or six weeks, or two months in the office of a Chamber like

19 June 1914.]

Mr. GEORGE HENRY WRIGHT.

[Continued.]

ours, he would ascertain to a nicety the class of information upon which he could most usefully write home when he got to his position.

42,115. You are familiar with the Birmingham University?—Fairly familiar.

42,116. Do you know that there is a Faculty of Commerce established in that University?—Yes, we have a scholarship there.

42,117. If you have recruits selected on a proper and suitable educational test, and these recruits are subjected to training in the United Kingdom, say for two years, being sent for a year, say to Birmingham, attending the lectures in the Faculty of Commerce, and also attending your Chamber of Commerce, and making themselves familiar with the matters you have now mentioned, and then coming to London and becoming acquainted with the procedure of the Board of Trade, and perhaps of the Commercial Department of the Foreign Office, and also perhaps with that of the Port of London Authority's office—is that the sort of training you think would be suitable for a consul?—I think that that training, if it were practicable, would be of the utmost value, especially as the training at the University of Birmingham would be such as would enable a consul to undertake investigations which perhaps the ordinary consul could not undertake at the outset.

42,118. That system of recruiting for the Consular Service would meet with your approval?—I feel quite sure that it would not only meet with our approval but would bring about an improvement on the present condition of things. The only other points to which I desire to refer are (1) the systematic collection of samples by His Majesty's Consuls, and (2) the consular reports issued by the Foreign Office and the Board of Trade. In regard to the first-named I would urge the necessity for His Majesty's Consuls in various parts of the world being in turn instructed to make a reasonable collection of samples, such samples to be placed on exhibition in the principal centres of industry.

42,119. Is not something like that done now by the Board of Trade?—That is done by the Board of Trade so far as British Colonies are concerned. We have had exhibitions of South African samples and New Zealand samples in Birmingham, and we are hoping shortly to get an exhibition of samples from Australia.

42,120. You would extend that?—I should extend that to all the principal markets where British products have to compete with foreign products.

42,121. Where would you have the samples placed on exhibition?—The samples which come from the Colonies go in the first instance to the Commercial Intelligence Branch of the Board of Trade, where there is a sort of permanent exhibition. Then hardware and other samples applicable to Birmingham are sent to Birmingham for a month or six weeks, as the case may be, and then they are sent on to other centres of industry.

42,122. Would you have samples from foreign countries sent in the same way through the consuls to the Board of Trade, and then distributed to centres in the United Kingdom?—Yes, samples of foreign articles which compete with the English article. With regard to the second point, I would say that the present system of consular reports would seem to be cumbrous and altogether too expensive. In the case of an important commercial and industrial country, we are now furnished with a number of annual reports. In these there is much overlapping, because the reports in many cases deal not only with the commerce of the consular district, but also with that of the country to which the consul is accredited. What I would suggest is that every consul and vice-consul in any country should report to the Consul-General or other superior consular official, and that the latter should make a single annual report on the commerce and industry of the country concerned, in the course of which he should summarise the information furnished to him. Thus we should get only one report for each country. This condition being secured, I would suggest that His Majesty's Consuls should be required to furnish daily, weekly, or monthly reports as to the openings for trade, for circulation by the Commercial Intelligence Branch of the Board of Trade.

42,123. Are you familiar with the system of commercial attachés?—I think I am fairly familiar with it.

42,124. Would they not be the proper source from which your general report should come?—That would be so, if there were a commercial attaché established in each country, but I do not quite see that Lord Hervey could send us a report for Spain, Portugal, and Morocco, where he represents us. What we get in consular reports to-day is this: The consul at one town in Germany, not only reports with regard to the trade of his particular district, but he makes comments on the general conditions of the country.

42,125. You would have him restrict himself to his own circle?—I would restrict the consular reports to such reports as come in periodically to the Board of Trade and are circulated when there is information of value to any part of the country, leaving one good consular report to represent the whole of any particular country.

42,126. Do you find that the reports giving statistical information are belated?—I do not think that the delay of a few months in regard to the materials furnished in a consular report is of very serious consequence. The complaint we have is that reports with regard to contracts which are open at the moment, frequently reach the commercial community at too late a date to enable them to tender, but that condition of things does not apply to the annual reports.

42,127. Has your Chamber formed any opinion as to the sufficiency of the existing scale of salaries for consuls and vice-consuls?—I am afraid they have not discussed that, but my own personal view, of course, is that the scale is not a sufficiently generous one to attract the hard-working man who is needed in the Consular Service.

42,128. Do you think that the initial salary given to the vice-consul when first recruited is adequate? He gets 300*l.* to 500*l.* a year?—I think if the minimum was 500*l.* it would more nearly represent a sum upon which he might be expected to live with some comfort.

42,129. They get as much if not more than any other class of officer that I know of either at home or abroad gets to start with?—In a sense a consul has to occupy a position which is rather distinct from that of any other representative of this country abroad.

42,130. He gets more pay than a diplomatic officer abroad, but perhaps you will say that a diplomatic officer gets no pay to begin with?—Yes.

42,131. What is the maximum which you think a consul ought to reach at 50 years of age?—It is very difficult to say. So much would depend upon the country in which he was living, and the town in which he was established.

42,132. I mean "clear" pay. As you know, consuls do get allowances for the cost of living in particularly expensive localities, but restricting yourself to the net pay, do you think a maximum of 1,200*l.* a year is adequate?—I think 1,200*l.* in addition to allowances for the cost of living would be quite ample.

42,133. 1,200*l.* and, say, at a very expensive place 200*l.* or 300*l.* extra for the extra cost of living?—Yes, I think that represents it.

42,134. But you think that maximum to which consular officers could hope to attain would be a fair maximum?—I think possibly some places might be selected at which the salary would reach a higher maximum, and to which promotion might be obtained.

42,135. Would you think for such exceptional cases a maximum of 1,500*l.* a year adequate?—Quite adequate to my mind, to secure a man of sufficiently good type for the Consular Service.

42,136. Beginning at 300*l.* and looking forward to a maximum of 1,500*l.* would seem to you to afford a good and adequate scale to attract the best men?—Providing the opportunities for promotion are sufficiently good. I do not know anything about the inner working of the Consular Service, or how long it takes a consul to rise from one scale of pay to another.

42,137. Have you heard any complaints with regard to promotion in the Consular Service?—No. I have only heard the trader's view, and he never discusses the question of payment.

19 June 1914.]

Mr. GEORGE HENRY WRIGHT.

[Continued.]

42,138. (*Mr. Graham Wallas.*) Have you ever travelled abroad yourself to any extent? Do you know anything of the consular work from the other side?—No, I have never travelled extensively abroad, but I have come into contact with a considerable number of consuls and commercial attachés who visit the Chamber of Commerce periodically.

42,139. You do not, for instance, know whether traders generally, who visit consulates abroad, think that the offices are adequate?—You mean the establishment in which the consul is?

42,140. Yes, the house in which he lives and where his work is done?—I have never heard comments from traders on that point.

42,141. You say you want further powers given to consuls in addition to those which, as far as you can judge from their statements of what they are allowed to do, they have at present. What further powers do you want?—I should like every consul to feel that he has a discretionary power to give advice, which, at the present time, he tells you is outside the scope of his duties.

42,142. You gave us one instance, that is, careful and wise advice about the stability of firms?—Yes, and that is a most important instance.

42,143. Is there any other point?—I could not suggest anything which would be of greater importance to a trader who did not happen to have a direct agent in a particular country.

42,144. Besides that, is there any other point you would like to urge where their powers should be enlarged?—Only quite generally, that having secured the right type of man the greatest possible discretion should be given to him, and that he should not be hide-bound by official instructions.

42,145. Speaking generally in the case of a good man he should be given larger liberty?—I think so.

42,146. I understand the system of recruiting the Consular Service which you would prefer would be the appointment of suitable men, rather young, and then a period of special training?—I rather suggested that, if practicable, we should like to see more opportunity given to men with actual commercial experience; but if that be not practicable, as an alternative we would have the men as they go in at the present time with an after period of training in some commercial office in this country, such as the Board of Trade or a Chamber of Commerce.

42,147. Let us take for a moment the second alternative. In order to be successful that would have to be very carefully adapted to any changes in the commercial world that might occur. The best system of training to-day might not be a good system of training ten years hence—the world changes so quickly?—The experience obtained by the Commercial Intelligence Branch of the Board of Trade would be as much up-to-date to-day as it would be ten years hence.

42,148. But some body, like the Commercial Intelligence Branch of the Board of Trade, would have to constantly direct, and, if necessary, from time to time vary the system of training of consuls?—It seems to me that the growth of the experience of consuls at the Board of Trade would coincide with the growth of the improvements due to the later period.

42,149. Do you think if some one were appointed director of consular education or training—a man with some consular experience, and who knows the system pretty thoroughly—he could watch and direct, and make up for any errors or failures that might appear in the system?—I think if it were ultimately decided that this class of training should be given to consuls, it would be essential to have a director who would see that what they were supposed to be getting was being given to them.

42,150. That is to say, if some young men are being trained in Birmingham and others in Liverpool, you would want somebody to go round to see if he could pick up hints in one place and give advice in the other?—Yes, and also to see whether the time of the consul was being wasted or not.

42,151. You have indicated, on one or two points, that you think the country would be wise to incur a larger expenditure on Consular Services?—Yes.

42,152. Do you think that if that involved a certain amount of increased taxation, that taxation would be willingly borne by merchants?—I think that in the present age, when taxation is growing so rapidly, a few hundred pounds for the Consular Service would not be noticed.

42,153. And if noticed it would not be objected to?—I do not think for a moment that it would, because it would be an expenditure of money for the benefit of the producers of the country.

42,154. Which would you prefer: That the increased expenditure should be arrived at by an increase in consular fees or voted out of the Treasury?—I should not recommend that consular fees be increased anywhere unless it were proved that they were absolutely inadequate at the present time. The burden of consular fees which has to be incurred by Birmingham traders who are shipping goods abroad is now very considerable, and I have no doubt that my Chamber would protest against that if other Powers attempted to increase them.

42,155. The consular fees in the British Service are somewhat lower than those in other Services?—I should think they are. In other Services consular fees have to be incurred for so many other things, such as the shipment of goods, and that class of work.

42,156. But you think the trading community would much prefer that any increased expenditure came out of taxation and not out of increased fees?—I think we should be prepared for it to run in with the ordinary supplies voted by the House of Commons.

42,157. You said you were familiar with the commercial attachés. They are always members of the Diplomatic Service?—They are attached to the embassy as a rule, except in certain cases where they reside in London and visit their countries.

42,158. But they are members of the Diplomatic Service?—Yes.

42,159. Have you ever heard the question discussed as to whether it would be desirable that they should be drawn rather from the Consular Service than from the Diplomatic Service?—I am not sure that that they are always drawn from the Diplomatic Service. I think His Majesty's commercial attaché in Japan was a commercial man before he became commercial attaché.

42,160. Have you ever considered the question on commercial matters of the relation between the Consular Service and the Diplomatic Service at all—whether, for instance, it would be desirable from the point of view of trade to have greater interchange between the Consular Service and the Diplomatic Service, or an amalgamation of the two?—I do not think that that is quite so important as an increase in the opportunities now afforded for traders in this country to come into personal contact with consular officers and commercial attachés who have to report upon trade matters.

42,161. Supposing a consular officer in Europe received a request to report on such and such a subject, do you think that it would often pay the community if he were simply to take a ticket and come home and spend two or three days over in England seeing the people who are asking for the information and see the position at home before going back and reporting?—It would depend a good deal upon the question he was asked. I should like to see a hypothetical question, and then I could express a view as to whether it would pay for him to come home.

42,162. But there are certain questions where it would get rid of misunderstanding and prevent waste of money, if, instead of communicating by letter, a man could come home and find out what was wanted?—I think if the matter in Europe were of so great importance to the English trader it would be better for the trader to go over to his consul rather than the consul to come over here and see him. We do see our commercial attachés periodically. In fact, next week we have Lord Hervey coming to meet a lot of traders.

42,163. You think that that makes enough personal communication?—I think, if possible, the visits ought to be increased in number, except from the more distant markets such as China and Japan—it is very difficult there.

42,164. (*Sir Henry Primrose.*) You mentioned something about information as to contracts being open

19 June 1914.]

Mr. GEORGE HENRY WRIGHT.

[Continued.]

abroad arriving late. Does not the Board of Trade publish a weekly journal?—Yes; but you may find an advertisement in the "Board of Trade Journal" to-day for a bridge contract in Egypt, tenders for which have to be in by next Tuesday or Wednesday. Unless you have someone holding your power of attorney in Egypt to-day you could not get a tender in in time, because you must have a directly-appointed agent in the country. That is the only trouble we have. Whether the consuls could possibly obtain the information at a sufficiently early date to allow of tenders being sent in in most cases I do not know; but I should think in all probability they could.

42,165. Take Egypt, for instance, and a large contract that might be taken in Birmingham, unless they give proper time you have no chance. Where do they advertise their contracts in the different countries? Is there any system which they adopt?—Some Egyptian Government contracts would be advertised in the columns of English papers; others may not be advertised at all, but a smart consul may possibly be able to ascertain, before any notice appears, whether the contract is likely to be open, and so put the trader on the *qui vive*.

42,166. Yes, but that is rather difficult?—It is done in many cases. We have instances of it.

42,167. You said you thought one thing required was an increase in the number of salaried consuls. Take one specific country in which you find that the absence of paid consuls is a disadvantage. Could you take, for instance, Belgium. Where have you found that the absence of a paid consul has been a disadvantage?—You would find that the absence of a paid consul was a disadvantage where a trader was in a difficulty and the consul was a merchant who might, in his merchant's business, be somewhat interested. I have had an actual case of where a British consul was a man from whom I was attempting to collect a debt for a member of the Chamber. You referred to Belgium. In the case of Belgium being so close, and one being always in touch with Sir Cecil Hertslet, there is very little difficulty in getting information from there because instructions are given by the Consul-General to any consul in Belgium.

42,168. Speaking of Birmingham interests, can you say that in any one country specially the absence of salaried consuls has been a disadvantage?—Yes, because my experience is that you get the most prompt service and the fullest service, and you are always sure of getting replies from salaried consuls, but you are not sure of getting anything more than an acknowledgment from an unpaid consul.

42,169. The unpaid consuls, as a rule, are in unimportant places, or where they are in important places there is also a paid consul and they are assistants to the paid consul?—I do not think that would apply generally.

42,170. Take Hamburg?—We should not value the Consular Service in Hamburg so much as we should value it in a remote market in South America. An English trader who trades with anyone in the Hamburg district could go over himself. It is more in the distant countries where we need these services.

42,171. (*Mr. Matheson.*) Do you think the members of your Chamber make pretty good use of the Board of Trade publications?—I think a good average use as compared with communities in other parts of the country.

42,172. You think they know pretty well what is to be got out of them, and what is being published?—I should not like to say that the circulation of the "Board of Trade Journal" is even equal to the whole of the commercial community of Birmingham, but a fair average number of firms, who might be interested, more or less, each week, would undoubtedly see the "Board of Trade Journal."

42,173. (*Mr. Shipley.*) Do you know the reports of Sir Francis Oppenheimer?—I have read those with great interest on many occasions.

42,174. Those are the sort of reports you would aim at?—That is a class of report one would always be glad to see, but I should be more glad to see one from

Germany than a dozen containing comments upon the situation throughout the whole country.

42,175. That seems a very good suggestion. The samples you say are sent from English countries; are samples collected in the colony and sent to England?—That is so.

42,176. You do not propose that samples collected in England should be sent to consuls and exhibited?—That is very difficult, because you would have to collect then a set of samples for every market, whereas collecting abroad you collect samples for one place of production.

42,177. Is not there a danger of the consul favouring one firm at the expense of another, and lessening his position in that way?—No. What we want the consul to collect is a sample of that article with regard to which he now says that the English manufacturer cannot compete. Take a single instance—a very humble one—the case of the ordinary common house bucket. A consul will report that the English manufacturer's price is altogether too high for the common house bucket, and therefore the German, or some other competitor, is in front of him. But the consul does not tell you whether the sheet out of which the foreign bucket is made is as thick as the sheet out of which the English bucket is usually made, and that is where there is the difference in price in all probability.

42,178. Do you feel that South America is specially neglected by English trade?—Speaking with regard to Birmingham I should say that Birmingham's share of the South American markets is equal to that of any other country. It is the one market in which our merchants have specialised.

42,179. The proportion of English goods going into some of the big South American countries is very high, and there is not a single commercial attaché there. Do you think we should have one, or two, or three, in South America?—I think the money would be well spent, having regard to the very large interests involved there.

42,180. Do the hardware firms of Birmingham employ commercial travellers who understand the foreign weights and measures and languages?—Of every important merchant firm in Birmingham who exports to South America, the principals know the countries as well as they know Birmingham itself. They have all been there, and many of them have travelled there for their own goods, and they keep a traveller or two in the market the whole time.

42,181. We are often told that English people do not employ commercial travellers so much as the German people, and not such able ones?—That certainly does not apply to merchants. It may, of course, apply to some extent to manufacturers, but their difficulty is very much greater than that of merchants.

42,182. (*Chairman.*) Do the men engaged in the South American trade all speak Spanish?—All our merchants can speak Spanish, and all their travellers can speak Spanish. A Spanish-speaking merchant would never employ a man only speaking English in South America, because he knows the country himself, and the difficulties of handling it.

42,183. (*Mr. Shipley.*) Do you ever remember a consul coming to Birmingham and saying: "Let me see your Chamber of Commerce, and show me what work you are doing"?—Not, might I say, on his own; but we get many consuls who come after notice given by the Foreign Office, and then we arrange for a number of firms to meet them.

42,184. (*Sir Donald MacAlister.*) Were you connected with the Chamber of Commerce in Birmingham in 1910?—Yes.

42,185. Does the Birmingham Chamber take part in the work of the Association of Chambers of Commerce?—Yes, we were the originators—one of the first half a dozen Chambers who formed the Association.

42,186. Do you remember that there was correspondence with the Foreign Office about this question of non-British consuls representing this country in 1910?—I have some recollection that there was correspondence between the Association and the Foreign Office or the Board of Trade.

19 June 1914.]

Mr. GEORGE HENRY WRIGHT.

[Continued.]

42,187. And the Foreign Office sent an elaborate reply to the charge that this country was backward in the matter of appointing British-born consuls to represent it?—Yes. I remember the incident; I do not remember all the details.

42,188. We were told by Sir Algernon Firth that it was so convincing that no further complaints came from Chambers of Commerce on this point?—Yes, I have made no complaint to-day with regard to the appointment of non-British-born consuls. I have suggested that where possible the consul should be British-born, but where you cannot get a man of the right stamp I have no objection, where he is unpaid, to his being a foreign-born subject.

42,189. I got the impression that you were objecting?—No.

42,190. Then you accepted the answer given by the Foreign Office?—I accept the position as being one that we cannot get beyond at the present time.

42,191. And a position in which this country is rather better off than the other two countries said to compete with it?—I accepted the position as stated by the Foreign Office. I never investigated it myself.

42,192. So that the answer we got from Sir Algernon Firth is confirmed by you, that the complaint that was made was rather a theoretical complaint, and when the answer came explaining the actual facts the complaint died away?—Quite; but I should not like you to think that the last word had been said with regard to improvement in the Consular Service because of that. I accept that position just as it stands, and in view of the reply of the Foreign Office it would be impossible for any Chamber of Commerce to make any similar representation within the near future.

42,193. You have said, as others have said, that you would like to see more men of commercial experience get into the Consular Service. Are you clear as to

what means of selecting those officers with business experience for the Consular Service should be adopted?—I am not, and that is why I suggest the alternative of allowing consuls to visit various centres of industry before going to their posts.

42,194. You do not see how a selection of business-trained men could be made otherwise than by competition, and you do not like competition?—I do like competition in a sense, and I do not see what other fair system could take the place of competition as it stands to-day, and you obviously could not have two forms of examination.

42,195. And that consideration, which is a very sound one, no doubt, makes you give up the idea of selecting by patronage business men for consular appointments?—I should strongly object to selection by patronage.

42,196. You do not see any other way of selecting?—I see no other way, and whilst I should like to see the door open so as to admit the commercial man, I do not at the moment see how the examination could be adapted to that purpose.

42,197. The door must be either open or closed. If you are going to take a man of 27, successful in business, into the Consular Service, it can only in your opinion be by personal selection?—Undoubtedly.

42,198. And rather than have that you drop the business qualification altogether?—No, I think possibly the examination may be more adapted—I do not know precisely what the subjects are—to bring out any commercial knowledge, or knowledge of commercial subjects which candidates may have, but to that I have not directed my consideration.

42,199. Anyhow, you are quite clear that personal selection would be an undesirable thing to introduce into the system of appointment for the Consular Service?—I think it would be a very dangerous thing.

## ONE HUNDRED AND FIFTH DAY.

Thursday, 25th June 1914.

### PRESENT:

THE RIGHT HON. THE LORD MACDONNELL, G.C.S.I., K.C.V.O. (*Chairman*).

Sir KENNETH AUGUSTUS MUIR-MACKENZIE, G.C.B., K.O.

Sir DONALD MACALISTER, K.C.B.

Mr. ARTHUR BOUTWOOD.

Mr. SAMUEL JOHN GUENEY HOARE, M.P.

Mr. RICHARD DURNING HOLT, M.P.

Mr. PERCY EWING MATHESON.

Mr. GRAHAM WALLAS.

Mrs. DEANE STREATFIELD.

Mr. N. E. BEHRENS (*Secretary*).

Mr. EDWARD CHARLES BLECH, C.M.G. (Librarian, Foreign Office), recalled and further examined.

42,200. (*Chairman*.) Mr. Blech, you came to the Foreign Office from the Levant Consular Service?—Yes.

42,201. You are now librarian at the Foreign Office?—Yes. When the post of librarian was offered me, I was told that I should be able to return to the Consular Service if I desired to do so.

42,202. You keep a lien, as it were, on your appointment in the Consular Service?—Yes, so to speak.

42,203. In what grade in the Consular Service were you when you left?—I was Consul-General at Port Said.

42,204. As Consul-General what pay did you draw?—As Consul-General I drew 700*l.*, and had a residence; but besides that I was what is called Navy agent at Port Said, for which the Admiralty gave me 200*l.*, so that I had in actual salary 900*l.* and a residence.

42,205. But your salary in the Consular Service was 700*l.*?—Yes.

42,206. How many years did it take you to reach that salary?—I was appointed to that post towards the end of 1909, and entered the Service in 1883—that is 26½ years.

42,207. You drew 700*l.* a year as Consul-General; but I understood that the pay of a Consul-General in the lowest grade begins at about 900*l.*?—It was 800*l.* before they built a residence; then the consul had to provide himself with a house. The moment they built the residence they deducted 100*l.* from the pay. I have been fighting for some time without success to get that 100*l.* restored, and the Treasury has refused to do so.

42,208. Your salary was 700*l.* after 26 years' service and you get a free house?—Yes.

42,209. What are the grades of Consul-General in the Levant Service?—I suppose the posts at Beirut, Salonica, and Alexandria are better paid than that. I imagine they get at Beirut 1,000*l.* It may be even 1,100*l.* now, but no house is provided. At Smyrna the Consul-General receives 900*l.* and a house; at Salonica I think it is 1,000*l.* with no house.

42,210. Does any Consul-General in the Levantine Service get 1,200*l.*?—Not unless Salonica was raised to it this year.

42,211. Is there a Consul-General at Constantinople?—Yes.



25 June 1914.]

Mr. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

42,212. What does he get?—900*l.* and a house, I think. At Constantinople the Consul-General has perhaps less to do in many respects than at other places, because the embassy is also there, which takes all political work off his hands; and there is the Supreme British Consular Court, so that he has no judicial work; he is therefore only concerned with actual consular work.

42,213. The post you held at Port Said was nominally that of Consul-General, and now, I understand it is reduced to the position of consul?—Yes.

42,214. To which the pay of 700*l.* is attached?—Yes.

42,215. In addition to the 700*l.* the incumbent of the office gets a free house?—Yes, he gets a free house.

42,216. Which is considered as equivalent to 100*l.* a year?—Yes.

42,217. In addition, he also gets, for special work which he does for the Admiralty, a further allowance of 200*l.* a year?—Yes, which, however, might cease at any time.

42,218. But the work which he does for the Admiralty, is over and above the work of the consul?—Quite.

42,219. Had you any diplomatic work to do at Port Said, or was it altogether consular work?—There was very little diplomatic work.

42,220. The work was mostly dealing with seamen?—The ordinary consular work. There was judicial work; in the east a consul has judicial functions.

42,221. Before you went to Port Said where were you stationed?—At Jerusalem.

42,222. Were you consul there or vice-consul?—Consul.

42,223. Were you drawing 700*l.* there?—I think I was drawing 700*l.* pay and 100*l.* personal allowance.

42,224. You got no free house there?—No.

42,225. Is the personal allowance a constant sum paid to every incumbent of the office?—No, it was special to myself. It was obtained for me when I was working at the embassy at Constantinople by the late Sir Nicholas O'Connor, and I was allowed to take it with me when I went from Constantinople to Jerusalem.

42,226. The scale of pay for the Levantine Consular Service begins, I understand, at 300*l.* for an assistant?—Yes.

42,227. When he becomes vice-consul his pay rises to 350*l.* and by degrees goes up to 450*l.* His next step is consul at 600*l.* to 800*l.*, and after that he may become Consul-General at 900*l.* to 1,200*l.* Do you consider that scale to be adequate to the work?—I think in the early stages of a man's career it is adequate. I think the young vice-consul, presumably unmarried, getting 400*l.* a year, is quite decently well paid. But after that it is practically a dead-level. You may have a post of 500*l.*, or 600*l.*, or 800*l.* a year, but you have to spend it all on living. By that time you are probably married and have a family, and even when you are drawing 1,000*l.* a year you are perhaps less well off than when getting 400*l.* a year. There are no prizes in the Service to look forward to. It really does not make much difference to a man—supposing he is Consul-General at Beirut he would have a post of nominally greater glory, so to speak, but he would not be much better off pecuniarily; his expenses would rise in proportion.

42,228. Is there any system of allowance to make up for the expensiveness of life in some of those places?—No, I do not think so, except that at a few posts local allowances are given.

42,229. There is no such thing in the Levantine Service?—One gets one's pay and, if there is one, an office allowance; that is all. The office allowance is usually only just enough to cover the office expenditure.

42,230. Is there any obligation imposed on, say, the consul at Beirut, to maintain a certain standard of living with reference to his colleagues of other nations?—There is no precise obligation, but he naturally feels it incumbent on him not to allow his position to fall below that of his foreign colleagues.

42,231. Do you think that the pay of the British consul is as good as that of the German or French consuls?—It is probably about the same as the French

in most places. I should think less than that of the Russian, and very often less than that of the German, and probably better than the others, although in most places we have far more shipping to attend to, and far more of our countrymen travelling than either of those countries.

42,232. Let us come now to the duties of a consul. Do you communicate in regard to trade matters directly with the Board of Trade, or do your reports go through the Foreign Office?—Through the Foreign Office.

42,233. May your reports be classified under these three heads? First, the general annual report; next a report on any special subject of wide importance that you are called upon to furnish; and, thirdly, reports in reply to applications for information from particular British traders?—Yes.

42,234. Would that cover the whole of the duties of reporting?—Yes; but one often does report on any subject that happens to crop up—public tenders for any manufactures or engines, and that sort of thing. One keeps one's eyes open and reports upon things which are likely to be of interest.

42,235. Say that the local government were calling for tenders and that applications were made by British firms, how far would it be possible for you to help those firms?—I do not think it would be possible to help them to get their tenders accepted. We can, and do, get the specifications and conditions of tender, and all that—several copies of those printed documents—and send them to the Foreign Office, by whom they are placed at the disposal of British traders in this country.

42,236. That would be possible for the Consul-General to do at Constantinople where the head of the Government is?—Yes.

42,237. But would the consul, say, at Beirut, or the consul at Jerusalem, or the consul at Salonica, have any means of learning about such a thing?—The municipality in those towns might have tenders for waterworks, or things of that kind, and he would be able then to assist to a certain extent.

42,238. In regard to trade generally, does the Levant consul help British traders?—I think to the utmost extent of his power.

42,239. For instance, if a British trader had a particular machine, the sale of which he wanted to push, would it be possible for him to send a specimen of the machine, if it were portable, to the British consul for him to see whether there would be a market for that sort of commodity in the particular town in which the consul was?—I do not think that is much done. The consul would be more likely to indicate to him a satisfactory and thoroughly trustworthy agent who perhaps would already understand that particular business and would be better able to deal with it than himself.

42,240. Are such applications as that often made to a British consul?—For agents, often.

42,241. Do British commercial travellers go much into the Levant?—I think they are beginning to be more frequent than they were. It used to be a standing reproach against British firms that they did not send commercial travellers. I think they are doing more in that line now.

42,242. Are these commercial travellers men of the country or Englishmen?—They are not men of the country. They are either Englishmen or Europeans who, perhaps, are chosen in preference to Englishmen, because they are more conversant with foreign languages. One of the last people who came to see me was a traveller, I think for the linotype people; a very intelligent Englishman, who, I think, did some business in Egypt.

42,243. I suppose when a traveller gets into the country he will employ an interpreter?—Not necessarily, because most business people know a certain amount of French. This man came to me to ask me the names of the principal newspapers in Port Said. There are none there likely to employ his machines; they are small newspapers. However, I gave him the information, and put him into communication with such people as I thought likely to be useful to him. I can give you an instance of what a consul



25 June 1914.]

Mr. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

can do. When I came to Jerusalem the Governor had recently built a clock-tower, and in this clock-tower he had placed what I believe to be a good French clock by a well-known Paris firm. One evening I happened to meet the Governor, and he complained to me of this French clock, saying, that although he had specially desired that the chimes should be very loud so that he could hear them at his house, which was some distance off, he could not do so, and he said: "I am thinking of applying to the German consul to get me a fresh clock from Germany." I said to him: "You know in the time of Queen Elizabeth Turkey bought all her clocks and watches in England, and we have not gone out of the business since." He said, "Of course, if you had been here when I first got the clock I should have got it through you in England." He let it drop for some time. However, shortly afterwards, he applied to me to get him tenders from England, with the result that there is now a clock in this tower in Jerusalem by Messrs. Dent, of Cockspur Street. I happened to pass their shop the other day and saw a photograph of it in the window. I am happy to think that I was instrumental in getting the order for a clock placed there. Anyhow 200*l.* or 300*l.* was spent for that clock in London instead of in Germany.

42,244. In Jerusalem had you much diplomatic work to do?—A certain amount.

42,245. Your diplomatic work and consular work (ordinary commercial work) is intermixed in the Levant Service?—Yes. There are a great many missionaries at Jerusalem. Some of the societies hold property there, and one is constantly dealing with the local authority in connection with the registration of their property and encroachments on their schools, and that kind of thing.

42,246. Did you come into contact with the Diplomatic Service?—Yes, I was for 12 years latterly at the Embassy at Constantinople.

42,247. Did you see any marked difference in the kind of work that consular officers do at other places than the ports from the kind of work which the diplomatic men do?—No. I do not know that I did. Of course a diplomatist is more likely to be charged with important negotiations with a foreign power than a consul, but in the Levant there is a great similarity between the Diplomatic Service and the Consular Service.

42,248. Was the kind of work you did in the embassy at Constantinople pretty much the kind of work that the secretaries did?—The secretaries used to do it before my appointment, or at least used to do a certain amount of it.

42,249. Did you succeed somebody else, or were you the first incumbent of the post you held?—Practically I was. Before my time at Constantinople for some years the work of archivist had been divided between two of the secretaries, one of whom was the senior and the other the junior archivist. They found, I dare say, that this system did not work very well because the secretaries do not remain at Constantinople permanently; and it occurred to the then ambassador that it would be better if there were a permanent archivist (which was reverting to a system followed in the past), and they thereupon took that course, suppressing the archivist allowance which was at that time paid to the two secretaries. The secretaries did not like that, of course, but I must say there was never any feeling in the matter.

42,250. Is the archivist the chief clerk of the office, in charge of all the papers?—Yes.

42,251. And he conducts the work of the chancery?—He is not the head of the chancery. The senior second secretary at that time was the head of the chancery.

42,252. Is the archivist next under the head of the chancery?—Not in hierarchical rank.

42,253. But as far as the work is concerned?—The archivist would not do much in the way of drafting letters and so on. He would find the previous papers, see what had been done, if necessary, in a former case, and do a variety of things.

42,254. He would make the first minute on the case—would he summarise the previous discussions, if any,

which had taken place on the particular subject?—If called upon to do so.

42,255. He would not do it in the ordinary course?—No; the papers would not come to him at all until done with.

42,256. His ordinary functions as archivist would be fulfilled if he brought all the papers together and submitted them to the officer at the head of the chancery?—No. The papers would not come into his hands at all until they have been dealt with as a rule.

42,257. I thought he would be in custody of the papers as archivist?—Not until they have been dealt with.

42,258. Who would have charge of the papers?—One of the secretaries or attaches would open them, register them, and place them on the table of the head of the chancery. The head of the chancery, if he finds it necessary, would call for the archivist and say: "Let me have the previous papers on this question," or "What did we do in a former instance?" The archivist would then supply him with that information and perhaps discuss the matter with him, and then the head of the chancery would minute the dispatch for the Ambassador.

42,259. Then is the archivist much more than the record keeper of the embassy?—Yes; there are a great many other things which the archivist may or may not do according to his position with the Ambassador. It may range up to the draft of a most important dispatch, or it may not, according as the Ambassador has confidence in him. The regular functions of an archivist are those I have just stated, and that is putting away the papers, being responsible for their custody, and producing any paper that may be called for.

42,260. Do I correctly understand you to say that there are certain records which remain with the secretaries, and these records, when a case comes up for consideration, are put together by the secretaries for the head of the chancery, and if he does not find sufficient details, he calls upon the archivist?—It is the current papers that are in the hands of the secretary. As soon as they are dealt with everything goes to the archivist.

42,261. Do you think any greater function might be conferred on the archivist, and that he might be called upon to take a wider part in the administration of the chancery?—I see no necessity for that. There are already sufficient people in the chancery.

42,262. But is it possible that the number of people in the chancery might be reduced if the functions of the archivist were enlarged?—I do not think you would gain much by that, because the secretaries are probably paid less than an archivist. Although I was under the orders of the head of the chancery at Constantinople, I should think I probably got more pay than he did. He would probably get 500*l.* a year and perhaps something additional at Constantinople; at all events there was not much difference in pay.

42,263. But apart from the question of economy, do you think that the number of secretaries might be reduced if the functions of the archivist were enlarged?—I do not think so. The secretaries deal with the ciphering and deciphering of telegrams, writing out dispatches, and copying documents.

42,264. Could not the copying of these documents, for instance, be carried out under the supervision of the archivist by typewriters?—I should not like to do that at a foreign capital, where you could not be sure of the trustworthiness of the men.

42,265. I am anxious to know whether there is any similarity between the work of the Consular Service and the work of the Diplomatic Service; I should like to know whether there could be closer connection established between them?—I do not know that that would rebound much to the advantage of the Consular Service, because the lower grades of the Diplomatic Service are not very well paid. Socially, of course, the position is a better one, but the pay is hardly adequate unless a man has private means of his own, which is not often the case in the Consular Service. As regards the higher grades in the Diplomatic Service, I really do not think that the Consular Service has much to complain of in that matter. There are a number of consular officers

25 June 1914.]

Mr. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

who have managed to reach high posts in the Diplomatic Service from time to time.

42,266. High posts restricted to the Levant area?—The present Minister at Peking entered the service as a student-interpreter.

42,267. But that was in the China Service?—Yes. I rather think there are one or two in South or Central America who are Ministers.

42,268. (*Sir Kenneth Muir-Mackenzie.*) I have a recollection that Mr. Alban Young at Guatemala had served in the Levant?—Yes, but as a diplomatist. He was secretary at Constantinople. Sir Lionel Carden, who is His Majesty's Minister in Rio now, was a consular officer in the general consular service. I think Mr. Gosling, Minister at La Paz in Bolivia, was also in the Consular Service. Your point, perhaps, is that no member of the Levant service has so risen.

42,269. (*Chairman.*) Yes. We are dealing with the Levant service?—I am not aware that any member of the Levant service has reached high rank.

42,270. Sir William White was one?—But he was a consul before the Levant service existed.

42,271. You do not think that under existing circumstances anything like an amalgamation between the two services would be beneficial to the Levant service?—Not unless the pay was increased.

42,272. Would it stimulate the Levant service to any greater exertion or any greater zeal than they now exhibit? Is it a subject of complaint with the Levant officers that they are excluded altogether from promotion to the diplomatic grades?—Not a serious complaint. One knows perfectly well when one enters the service that one is entering the Consular Service and not the Diplomatic Service. Perhaps at first one does not know much about these things, but it is later on when you do see that there is a difference. No doubt you may be disappointed, and say: "Why cannot I get such a position?"

42,273. Have you known instances where able men in the Levant service had reached positions in which they saw nothing further, and have retired from the service for that reason?—I do not think I have. There are not very many who have retired from the Levant service. One of the earlier members of the service retired to become a journalist. I think he is now correspondent of one of the papers in one of the principal capitals of Europe, and perhaps he is not much better off than if he had remained in the service. One or two young men have retired because they did not like their positions; but that is all.

42,274. Are you quite satisfied with the scheme of examination for entry to the Levant service?—Yes. It attributes considerable importance to languages, which, after all, are necessary. I think it quite a good entrance examination. Latin is one of the compulsory subjects, so that you have to have a liberal education.

42,275. You spent no time in this country after passing this examination, but went at once to Constantinople?—That was the case in my time, but not now. They go for two years to Cambridge now. That system was introduced some years after I entered the service. We went direct to Constantinople, where we had a house, and were provided with tuition by the Government; but now they go to Cambridge for two years.

42,276. Where they learn Oriental languages, among other things?—Yes.

42,277. Do you think that a better method of learning the Oriental languages than going out and learning them on the spot?—It is a question on which there are two opinions. For myself, I think you are not so likely to pick up Oriental languages at Cambridge as you are in the places where they are spoken.

42,278. But in Constantinople you had no opportunity of learning the other subjects in which they have instruction now at Cambridge?—I do not know what other subjects they do—perhaps law. We had law lectures at Constantinople in my time from the present Sir Edwin Pears. He used to give two lectures a week on English law and on international law.

42,279. He lives in Constantinople?—Yes.

42,280. And he is a barrister?—He is both a barrister and a solicitor as they are there.

42,281. Is Sir Edwin Pears an advocate of a closer union between the Diplomatic Service and the Consular Service?—I have reason to think he is. I am not sure that he did not write something on that subject lately, but I have not seen it myself.

42,282. Can you remember what his reasons were?—No. I did not see the article, but I suppose his ideas would probably be that there is no reason to make these social distinctions.

42,283. Mostly on the social side?—I should imagine so.

42,284. There is a very clearly marked distinction socially between the status of the consular officer and that of the diplomat?—Yes, which is more marked in the case of some countries than others.

42,285. More marked in the case of Great Britain than in the case of Germany or France? Is that what you mean?—No, I do not mean that. I think it is more marked in the case of Germany than Great Britain. Possibly it is not very strongly marked in the case of France. I do not think it is particularly strongly marked in our case either.

42,286. How does a Consul-General rank at an official function compared, say, to a third secretary?—Properly speaking, after the third secretary. At Constantinople, however, a special table of precedence is drawn up where, I think, the Consul-General ranks after the senior second secretary. I am not perfectly certain, but it is given in the Foreign Office list.

42,287. Is that table of precedence of recent origin?—The one in use in Constantinople is, perhaps, 20 or 30 years old.

42,288. Does it tend to depreciate the prestige of a consul in the minds of the natives of a country?—No, I think not, because as a rule the consul is in a provincial town, where he does not come into contact with any diplomatists. In Constantinople it has no importance.

42,289. (*Sir Donald MacAlister.*) Were you archivist the whole time at Constantinople?—I was called dragoman-archivist. I had a good deal of translation work to do, and also occasional dragoman's work, which in Constantinople consists in going to the different ministries and discussing the business in hand.

42,290. So that your position as dragoman-archivist was quite different from what we understand an archivist in a European embassy to be?—I had the functions of an ordinary archivist as well as those of dragoman. I did not do much dragoman work except translation.

42,291. But you ranked with the dragomans?—Yes, I was one of them.

42,292. So that a second division clerk in the Civil Service could not have held the position you held as archivist with this additional work?—No, certainly not. I did not gather that that was what was meant. He would have been useless without the special qualifications which I and the other dragomans have for the post.

42,293. (*Chairman.*) One of your chief qualifications being a knowledge of the language?—Yes.

42,294. (*Sir Donald MacAlister.*) That is a primary qualification?—Yes, not only knowledge of the language, but of the laws, treaties, and one thing and another.

42,295. So that it would be quite misleading to say that you were simply the keeper of the records with no initiative and no confidential work entrusted to you at all?—Certainly. I gave my previous answers purely in relation to the archivist work.

42,296. Your position was totally different to that of a mere clerk or keeper of records without initiative or confidential work?—Yes.

42,297. Although the position was called that of an archivist, what additional work had you to do as dragoman-archivist?—In the first place I should read the local press in the morning, and, if in that any article was worth translating, I would translate it and send it in.

42,298. Upon your own initiative?—Certainly. Sometimes it might happen that an article would be indicated to me. A newspaper correspondent might come in and say, "Did you see such and such an article" which might have escaped my notice, or it might not.

25 June 1914.]

MR. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

42,299. But it was your duty to supply the Minister on your own initiative with information which you acquired in that way?—Yes. Besides that there were translations from the Turkish or other languages to be made. I used also to translate the communications of the Sublime Porte into French.

42,300. You were a necessary intermediary in the official communications sent between the Porte and the Ambassador?—The Porte's communications are sent in French, but those we send are sent in English with a French translation. I usually prepared that French translation.

42,301. Which French translation was the actual communication to the Porte?—It accompanied the English communication to the Porte.

42,302. And with any communications with other Embassies I suppose the dragoman-archivist would have something to do?—Not much, except that I used to represent our Ambassador at dragomans' meetings. Meetings of the dragomans of the different embassies are constantly held at Constantinople to discuss new laws proposed by the Turks. Every embassy sends a delegate to these meetings, and at one period I was always sent by the British Embassy.

42,303. The result of that is that you were the intermediary between these dragoman meetings, for common discussion of new laws, and the Minister?—Certainly, I would return to the embassy and make my report, and that would go to the Minister.

42,304. So that to all intents and purposes you were a diplomatic officer, and not a consular officer, in your functions?—I had no consular work of any kind.

42,305. And yet you retained your status, and so on, as a consular officer?—Yes. I was given the rank of a consul at Constantinople while doing that work.

42,306. And no more?—And no more.

42,307. I can think of one predecessor and two successors who both thought it was a grievance that, although they were essentially diplomatic officers performing diplomatic functions which were essential to the success of the embassy, their rank was still consular and their promotion could only be consular. Have you not heard of such cases?—Yes, but I do not know that I share that feeling myself.

42,308. But you know it existed?—Yes. I suppose discontent exists in every branch of life. I see no grievance. I did not enter the Diplomatic Service, and I do not see why I should claim to be put into it. I know that the Diplomatic Service is a close service.

42,309. I merely want to know whether from your experience, although you do not feel the grievance personally, there is any reason in the nature of things why the closeness of the Diplomatic Service should be maintained. With your experience of 12 years at the embassy, do you see any reason why it is absolutely necessary to maintain the closeness of the Service?—It is not maintained in other services—for instance, in the Austrian Service. The moment a man is dragoman at an embassy, unless there is any reason to the contrary, he is almost certain to become Minister.

42,310. Does Austria suffer from that?—Not to my knowledge.

42,311. Do you think the British Service would suffer from it?—No, I do not suppose it would suffer from it.

42,312. Would it gain by keeping good men who had acquired experience?—The secretary is also acquiring actual experience, and the experience which the dragoman acquires is perhaps more valuable at Constantinople than elsewhere.

42,313. I am speaking only of Constantinople at present?—But the Austrians go elsewhere.

42,314. Speaking of the British Service, a secretary does not stay as long as a dragoman at an embassy?—No.

42,315. His experience, whatever it is, is lost to the Constantinople mission when he goes elsewhere?—Yes.

42,316. The dragoman's experience, which has been acquired in the Consular Service, is available in the Levant for a much longer time?—Yes.

42,317. And it becomes more valuable as time goes on?—Certainly.

42,318. Then if any scheme were devised by which he could be retained by being amalgamated or incorporated with the Diplomatic Service there would be at least no loss to the Diplomatic Service?—No, I can see none.

42,319. They have lost yourself, for example?—I should have been delighted to have had a diplomatic post at Constantinople, no doubt.

42,320. But by transfer your service at Constantinople would be lost?—Yes.

42,321. Is it not the case that Sir Adam Block also left the Service?—Sir Adam Block, while he was first dragoman, became a candidate for and eventually obtained the post of delegate at the Ottoman Public Debt at Constantinople, which, of course, is a highly paid post.

42,322. He was first dragoman performing similar functions to those you have described?—Quite so.

42,323. But there was no promotion for him in the Diplomatic Service; he had come to the top of the tree in the Consular Service and we lost him?—That is so.

42,324. Do you know Mr. Fitzmaurice?—Yes, very well.

42,325. Is he not in the same position?—Yes.

42,326. So that at least in three cases recently the fact that the first dragoman could get no further has involved retirement?—Only Sir Adam Block; I am not aware that Mr. Fitzmaurice has retired from the post of first dragoman.

42,327. And yourself?—I was not first dragoman.

42,328. No, but you were one of the dragomans?—I went on in the ordinary course. Having had enough of Constantinople I said I should like to go to Jerusalem, and so I went there. The Ambassador kindly recommended my application.

42,329. There was no great advance possible for you at the embassy?—No.

42,330. I will not press it, but you see what I mean?—Yes.

42,331. You get to a *cul-de-sac* when you get to the dragoman position?—Certainly. Sir Adam Block's post is quite as good as that of Minister.

42,332. But he had no chance of being Minister at the embassy?—No.

42,333. You mentioned Sir Edwin Pears. He is thoroughly familiar, from experience over a long series of years, with the whole working of the system in Constantinople?—Yes, but he does not know much of the inner arrangements of the work, and that sort of thing, at the embassy; the general results he knows.

42,334. But he is very likely to know the feeling of the Consular Service?—Yes. He sees a good many of the members.

42,335. Mr. Ayres also?—Yes.

42,336. He would be an authority on the feeling in the Consular Service?—Mr. Ayres is at Constantinople now.

42,337. Those two gentlemen would know thoroughly the feeling in the Levantine Service?—Certainly.

42,338. When they say that this artificial bar against promotion from the Consular Service to the Diplomatic Service is damaging the Consular Service, we should give some weight to their evidence?—Yes. I said that there was no particular plum in the Service, nothing special to look forward to, and that all the posts were on very much a dead level. It is not like the Indian Civil Service, for instance, where, I think, you can look forward quite legitimately to becoming a Lieutenant-Governor or a judge.

42,339. Is it good for the Service that there should be a dead level?—It is a small Service, and undoubtedly it is not good for the Service.

42,340. (*Mr. Matheson.*) I suppose the number of diplomatic posts in the East is not very large?—Do you mean of separate diplomatic missions?

42,341. Taking the diplomatic missions generally, the number of possible promotions on the lines that Sir Donald MacAlister was speaking of, would not be very large in the area of the East served by the Levantine Consular Service?—No; but I suppose you would include Bulgaria, Servia, Rumania, Albania, Greece, and Egypt.

42,342. I did not realise that Bulgaria and Rumania would come into that area?—I think they do.

25 June 1914.]

MR. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

Although they have been made independent kingdoms they still form part of the area of the Levant Service.

42,343. I suppose it is true that it would not be good economy to bring members of the Consular Service into the general Diplomatic Service outside the East?—No, I suppose not. As I said, the junior posts in the Diplomatic Service are not well paid.

42,344. When you were appointed there was not the preliminary training in this country?—No, we had it at Constantinople.

42,345. Who were the teachers of languages there? Were they natives?—They were natives. The gentleman who taught us Turkish was one of the Sultan's aides-de-camp—an exceedingly able young man, who afterwards entered the Turkish Diplomatic Service and died. He was specially delegated by the Sultan to teach us Turkish. We had a Greek to teach us Greek, and an Arab to teach us Arabic; and we had law lectures.

42,346. Had the teachers any knowledge of English?—The man who taught us Turkish had a very good knowledge of English. The others used to speak in French.

42,347. On the whole you thought the teaching was satisfactory?—I think so, to a certain extent. Sometimes they did not turn up, and we had the strange anomaly of the pupils complaining of their teachers more than once; but otherwise they were excellent, I think, in their methods.

42,348. How long were you engaged in learning the languages?—Two years.

42,349. And during that time were you doing any other work in the consular office?—No.

42,350. It was entirely instruction?—We lived outside Constantinople in a house provided for us, and did nothing but receive instruction.

42,351. (*Mr. Holt.*) What exactly were your duties at Port Said? Were they all with regard to shipping?—The duties were very varied. There was shipping, and a little criminal correctional work—cases of rows between Maltese or other British subjects, or police cases.

42,352. What we may call police-court cases?—Yes, or even more than that; you can give up to two years' imprisonment.

42,353. Purely criminal cases?—Civil also, between British subjects.

42,354. Up to what amount?—I think it has been recently limited. There used to be no limitation. I think if it exceeds 500*l.* you have to report the case to the Supreme Court.

42,355. Have we got a Supreme Court in Egypt, or what happens there?—By the Ottoman Order in Council there are British Courts which are held by the Consul. If any British subject is the accused person in a criminal case the case goes to the British Consular Court. If there is any civil action between British subjects then it goes to the British Consular Court; but civil actions between foreigners of mixed nationality go to what are called the Mixed Courts, which are special courts in Egypt.

42,356. You tried these cases, but had you had any legal training whatever?—Except these law lectures which I had from Sir Edwin Pears, no.

42,357. Was there some British judge attached to the Consular Service in Egypt?—There is a judge, and an assistant judge, at the Supreme Consular Court, who live in Constantinople; one of these goes to Egypt twice a year on circuit, so to speak.

42,358. I see, according to a statement which was given to us, that the fees received in Port Said in the year 1910-11 (when you were there) were 1,150*l.*; in 1911-12 they were 498*l.*, and in 1912-13 they were 889*l.* Can you give me any explanation as to why they should differ so much?—Yes, it is quite simple. It is probate and estate duties. If a man dies leaving 10,000*l.*, as happens occasionally, we charge a fee of 300*l.* on that. If there happens to be no such death in a year the fees are much less.

42,359. The figures I have given are the net fees. Perhaps you can explain that?—498*l.* seems very small indeed for 1911-12. I can hardly imagine that that is correct.

42,360. Do you collect something in the nature of death duties there as well?—Yes; it is 3 per cent. if the estate exceeds 100*l.*

42,361. Three per cent. from any British subject who dies in Port Said?—Yes.

42,362. Does that apply to the whole of Egypt?—The whole of Egypt and Turkey.

42,363. (*Chairman.*) Three per cent. on all his property?—All his personal property within the jurisdiction.

42,364. (*Mr. Holt.*) That is included in the fees?—Yes. I think 498*l.* must be a misprint. I am almost certain that the fees have never been so little as that.

42,365. You would not get much in fees from shipping at Port Said, would you?—About 2*l.* a day.

42,366. About 300*l.* a year?—Perhaps 2*l.* a day. For every seaman who is discharged or engaged a fee of 2*s.* has to be paid.

42,367. You say the average of fees from shipping comes to 2*l.* a day?—The average total fees.

42,368. Does that include these death duties?—They are something which happens rarely—once or twice a year.

42,369. Do you know what this return means by the expression "net fees." What are the deductions?—There are certain fees of which a consul is allowed to retain a portion. There is what is called the Consular Fee Table, which is published, and which is in four parts. Of the first two parts the consul retains no portion for himself. Of the third part, which is for certain attendances outside office hours but during the day, and things like that, the consul is allowed to retain half; and for certain attendances during the night he is allowed to retain four-fifths of the fee.

42,370. Can you give me any rough estimate of how much you retained at Port Said in addition to your salary?—Yes, about 80*l.* a year, I should think.

42,371. So that you actually got about 80*l.* a year more than the figure of the salary you indicated?—Yes, I should think so.

42,372. Therefore I should imagine that at some other places it would come to more?—No, I do not think it is likely to come to much more anywhere else; for this reason, that there is more night work at Port Said than in most places that I know of. Ships are going through all the time and have to be attended to at once. It is a port of passage, and not so much a port of call.

42,373. I see you got an allowance of 850*l.* for office expenses?—Yes.

42,374. In that case does that pay the exact amount of the office expenses, or may the office expenses come to a little more or a little less?—They may come to more or less. I have known both happen, even at Port Said. You are given that sum and have to keep up the office properly. Out of this 850*l.* I had to provide a consular office at Suez, at the other end of the Canal. I used to have a pro-consul there. I gave him when I started (but I reduced it just before I left) 22*l.* a month out of this 850*l.*—that is 26*l.* a year.

42,375. Was the office rent in addition to that at Suez?—No, he provided everything.

42,376. 22*l.* a month covered the whole thing at Suez?—Yes.

42,377. Did you have to provide an office at Port Said?—No, an office was provided for me. The office allowance used to be 900*l.*, and when they gave me the office they reduced it by 50*l.*

42,378. Was the office and the house the same place?—Yes.

42,379. Had you to provide assistants out of the 600*l.* left?—Yes. I had two clerks and three cavasses (messengers and porters), and a door-keeper.

42,380. (*Sir Donald MacAlister.*) Cavasses are a sort of janitors?—Janissaries is another name for them.

42,381. (*Mr. Holt.*) What were the clerks—natives?—Maltese. One of them practically exclusively did the shipping work and also acted as clerk in court to administer the oath to witnesses, and that sort of thing.

42,382. Had he any legal training?—No.

42,383. And the 600*l.* was sufficient, as a general rule, to pay for this assistance?—Yes, and to provide electric light, water, stationery, and so on.

25 June 1914.]

Mr. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

42,384. Was there any supervision whatever as to the class of persons you engaged for this work?—We have to send in a return of them to the Foreign Office once a year.

42,385. You did not send your return to the Agent and Consul-General?—No.

42,386. You communicated direct with the Foreign Office?—Yes.

42,387. Had the Agent and Consul-General any supervision over you whatever?—He did not exercise it, at all events. I was under his orders, of course, and used to report to him in the first instance if there was such a thing as a political matter to report about.

42,388. He was a political officer entirely?—Yes.

42,389. And he in no way whatever supervised your office?—He had every right to do so if he wanted to. He was my chief. The agency at Cairo exercised the ordinary right of supervision which the diplomatic representative has over consuls under him, but no inspection of the Consulate-General at Port Said by the agency at Cairo took place during my tenure of office. I was in the habit of consulting the agency either officially or informally before taking any decision of importance.

42,390. He was so satisfied that he did not, in fact; he did not bother about it. That is what really happened?—It never happened during the time I was at Port Said that any supervision was exercised.

42,391. But all these returns about what you were doing as to clerks, and things of that sort, were directed to the Foreign Office and in no way to the office at Cairo?—I do not think we have to send a return of that to Cairo.

42,392. Was this pro-consul at Suez a man appointed by yourself?—Yes, after having asked for sanction for his appointment.

42,393. What do you mean by asking for sanction?—I would report to the Foreign Office and say this post was vacant, and I would recommend such and such a person, saying: "Have I your authority to appoint him?" and they would answer, "Yes, you can." I would then give the pro-consul a letter of appointment.

42,394. Was the pro-consul your deputy, and did he lose his office when you went, or was he the permanent deputy of the consul, whoever he might be?—He would not lose his office when I went. I found him there when I went to Port Said. Afterwards I appointed another man who has died since I left.

42,395. Does the appointment, formally, at any rate, terminate when the consul at Port Said is changed?—No.

42,396. (*Mr. Boutwood.*) I am afraid I misunderstood or did not quite catch what you said about local allowances. I understood you to say that there were not any in the Levant Service; but in this paper which has been supplied to us by the Foreign Office it says this under the head of "Levant Service": "11 Consuls—General 800*l.* to 1,100*l.* Local allowances at certain posts 100*l.* to 300*l.*"?—That is so; I was not thinking of that. Certain consuls have a local allowance.

42,397. I suppose that local allowance is given in the Levant Service, as it is elsewhere, on the ground of the expensiveness of the place?—Precisely.

42,398. So that you had in mind the greater expense in living when you spoke of a man's increased salary being swallowed up by increased expenses, or were you thinking of increased social duties, and things of that kind?—Both. The cost of living has risen very much everywhere of late years, as you probably know.

42,399. And also, I suppose, when a man becomes a Consul-General he is expected or has to do more in the way of social hospitality, and such things, than he had before?—Quite so.

42,400. Have you had anything to do with unpaid consuls?—Yes. Practically this man at Suez you may call an unpaid consul, because he does not make much out of it, and I had a man under me at Gaza, when I was at Jerusalem, who was unpaid.

42,401. Was he a British subject?—I am not sure that he was. I think he was an Austrian subject.

42,402. On the whole, what do you think of the system of unpaid consuls? Are they really an efficient

part of the Consular Service?—I think some of them render excellent services. This man at Gaza has been very useful to us, and so have others.

42,403. He is a man in business, I suppose?—Yes, but has not much business.

42,404. Can you explain this? I remember some time ago—before this Commission was dreamt of—a friend of mine who has a considerable foreign business, was referring to unpaid consuls, and he said: "I strongly object to having to disclose my business to a man who 'is my competitor in trade'?"—Yes, I saw that in the printed Report of the Commission.

42,405. What did he mean?—I do not quite understand it, unless an unpaid consul had gone and asked him for statistics. Perhaps he was an export or an import man and the consul had asked him how much stuff he exported or imported, and he objected to telling him. Otherwise, I fail to understand it.

42,406. (*Mr. Graham Wallas.*) You have a commercial attaché now at Constantinople?—Yes.

42,407. Have you had other experience of the working of the commercial attaché system?—He and I used to share a room for some years, and I think I know a good deal about his work.

42,408. The commercial attaché is not nominally a man who has had experience as a consul?—No, this man had none.

42,409. Speaking generally, do you think it makes for the strength and efficiency of the whole work that the commercial attaché should not be a man with consular experience?—I do not think it has any bearing on the subject at all. No man could be more efficient than Mr. Weakley, the present commercial attaché, although he had nothing to do with the Consular Service before he was appointed.

42,410. (*Chairman.*) What was he before he was appointed?—He was in the service of the Ottoman public debt. On the other hand, his predecessor, the late Mr. Wrench, had been for many years a consul, and was equally efficient.

42,411. (*Mr. Graham Wallas.*) But in some cases men are appointed commercial attachés simply as one step for a short period in an essentially diplomatic career?—Yes.

42,412. Does not that strike you as being less likely to lead to high efficiency than if the man is appointed after considerable consular or commercial experience?—I do not think a man would be appointed unless he had shown considerable aptitude for the post. There is a man who entered the Consular Service—where, I think, he did very well—who became commercial attaché at Berlin, and who is now Consul-General in Paris; so that he has gone from the Consular Service to be a commercial attaché, and has now returned to the Consular Service. That, I take it, is what you think is a good course.

42,413. If the commercial attachéship could be treated simply as a step in the career of an ordinary young diplomat, it is not likely to lead to high efficiency?—I think a good deal is expected of a commercial attaché, and if he failed to come up to the level it would pretty soon be found out.

42,414. I understand the capitulations with the Ottoman Empire only apply to those places which are, in fact, at the time Turkish territory or under Turkish sovereignty?—That is a rather far-reaching question.

42,415. I will put it in another way. Have you, during your official career, known of any territory which has been in fact removed from the effect of the capitulations?—We know Japan has freed herself from similar restrictions.

42,416. (*Sir Donald MacAlister.*) Cyprus and Crete?—Yes, Cyprus; but that was before my official career. In Cyprus there are no capitulations. I think they have been abolished in Tunis, and, I think, in Tripoli by the Italians.

42,417. (*Mr. Graham Wallas.*) And the effect of the late war will be to remove a great deal of territory from the effect of the capitulations?—Yes, I do not know what the international agreements are on that point as yet.



25 June 1914.]

Mr. EDWARD CHARLES BLECH, C.M.G.

[Continued.]

42,418. Would you say that if a consul was stationed in a town affected by the capitulations his position would be quite seriously influenced by the removal of them?—He would lose in importance undoubtedly.

42,419. Whereas if his future was to be found in the Diplomatic Service that would not apply. His position in the Diplomatic Service would be equally as good before as after?—Yes, on broad lines at all events. A consul in Turkey, for instance, enjoys exemption

from customs duties. But it is not so in the Kingdom of Greece, at all events.

42,420. Have you ever heard it said that the effect of that is to produce a certain feeling in the Levantine Service against any political changes which are likely to diminish the extent of the capitulations?—No, I have never heard of anything of the kind. A consul does not enjoy sufficient influence to be able to oppose changes of that kind. I have never even heard it mentioned.

Mr. IAN MALCOLM, M.P., called and examined.

42,421. (Chairman.) You are a member of the House of Commons?—I am.

42,422. For some time you were in the Diplomatic Service as an unpaid attaché?—Yes.

42,423. Will you kindly tell us what embassies you were at?—I was at the embassy as honorary attaché first of all in Berlin, and private secretary to Sir Edward Malet. From there I went once to do a little work at the legation at Munich. After that I went as assistant private secretary and honorary attaché to Lord Dufferin in Paris. I think that was the whole of my connection with the Diplomatic Service in that way. Then I got into Parliament in 1895, and Lord Salisbury made me assistant private secretary in the Foreign Office, and I was there, I think, about five years.

42,424. Then you have had considerable experience of the Foreign Office?—It is a little while ago.

42,425. Were you in a position to form a judgment as to whether it is better to begin official work in the Foreign Office or in the Diplomatic Service—that is to say, better to begin in the Foreign Office and then pass on into the Diplomatic Service, or whether it is better to begin with the Diplomatic Service?—I should say that on the whole it was better to begin in the Foreign Office for a short period. Of course, under present circumstances, when the attachés are not paid anything for their first two years, it puts a considerable strain on them sending them abroad.

42,426. But apart from the money consideration and having regard to the interests of the public service and greater efficiency, which course would you prefer?—I should like to see them start in the Foreign Office and learn a little of the ropes.

42,427. You have been good enough to send me a paper which you desire to make the basis of your evidence, and I shall be glad if you will proceed with your evidence in your own way?—I am afraid I shall have little or nothing to say which will make for retrenchment in the Estimates for either the Foreign Office, or Diplomatic or Consular Service, my impression being that the whole scale of these salaries requires revising to adjust them to the general advance in prices and the cost of living in all the great cities of the world. I hope, however, that one or two suggestions which I make will, if acted upon, increase the efficiency of the public service and so justify the slightly increased total levied upon the public purse. My chief object in offering to give evidence is in regard to two matters:—(1) to obtain from the Diplomatic and Consular Service better value for the taxpayers' money; and (2) to indicate certain hardships under which members of the Service lie, and which would, I think, long since have been removed if they had been brought to the notice of Parliament, and of the public, through the customary channels. My first point is in regard to over-staffing. It has always struck me that our embassies, and perhaps the principal legations, are over-staffed with secretaries considering the daily average amount of work that has to be got through in the course of the year. It is, of course, quite true that, if the establishment of embassies was reduced by two, and that of legations by one secretary or attaché, in weeks of crisis they might be hard put to it to get through the extraordinary business in addition to their current work. But in ordinary times I think the staff would be quite sufficient.

42,428. Did it ever occur to you that the work done by these surplus secretaries (shall I call them?) could be done by a less highly paid agency?—I will come to that. This brings me to my second point. I am quite

clear that you will never get the best work out of the young men who enter the Service after an expensive training and a difficult examination (to pass which denotes exceptional intellectual attainments) if you set them down for days and weeks and months, and perhaps years, to do practically nothing but copy the despatches and letters and correspondence and reports which form the staple daily work of the chanceries of Europe—I say Europe, but I mean the chanceries all over the world.

42,429. You have had experience, and you say from experience that that is the kind of work which the secretaries are now engaged upon?—Yes. The archives of any chancery would show you that nine despatches out of ten are the merest routine work. It is soul-breaking work; it saps the heart interest of a young man at the outset of his career, and—worst of all—it rusts his higher intellectual machinery by long disuse. All this copying work, of course, has to be done, but not, I think, at so great a cost. I strongly advise, therefore, the attention of this Commission to what I know as the "Kanzlei" system which obtains among many of the Great Powers, and the advantages of which we are beginning to recognise. I understand in one or two of the embassies—for instance, Paris—they have taken on an archivist, and there are one or two indications that the Kanzlei system is beginning to be adopted. By adopting this system it would free our young diplomatists from a mass of routine business—not because it is dull, but because it can be done more economically—to enable them to use their highly-trained intellects (for which the public pays) in the higher branches of politics and social systems existing in the countries to which they are accredited.

42,430. What is the character of the work that you would transfer from the secretaries to the archivists? Am I to understand that by the "Kanzlei" system you mean the employment of archivists?—No. I use the term "archivist" because I was in the embassy at Paris the other day, and Sir Henry Austin Lee told me they had employed an archivist and found that he was able to take over a certain amount of the routine work. I think what I mean is something in the nature of what we call second class clerks, who would do the typing, and who would look into such questions as whether some foreigner was to be given binoculars by the Board of Trade—those are the kind of things.

42,431. Do you think there is much in the objection that the work is of a confidential character which should not be entrusted to foreigners?—I would not give any of it to a foreigner.

42,432. Would you employ second class clerks?—That is the Kanzlei system.

42,433. You would staff the Chancery with second division clerks taken from this country?—I would have a Chancery—it might not be the Chancery in which the secretaries are—staffed with second division clerks. It would mean a couple of them.

42,434. We have made inquiries upon that point. It would be difficult to get second division clerks to go abroad. If they are to be effective they should have a knowledge of the language of the country to which they were sent?—I do not see why they should not have some knowledge of the language of the country. I believe in many of the foreign embassies they have what corresponds to second division clerks. The Germans, I know, have them in London. Those men make London their home, and they are second division clerks of their own country stationed here practically for ever, and they do all this routine copying work. I



25 June 1914.]

Mr. IAN MALCOLM, M.P.

[Continued.]

would not give them for a moment the ciphers to decipher, but all the other general routine work they could do. It need be nothing of a confidential character. Seven-tenths of the work in a chancery is not confidential at all.

42,435. In that way you think you would effect economy by saving the work of the more expensive diplomatic agency for duties more of the kind to be expected from him?—Yes, and I think you would have a brain asset which you would be using instead of leaving it to rust.

42,436. And in that way you might probably reduce the number of diplomatic officers abroad?—Certainly. Then I come to the co-relation of posts. I wish to speak of this matter, to which, from time to time, I have given some thought. It is, in a sense, a new idea as applied to the Diplomatic Service; but I hope you will not dismiss it as visionary because it is not antique. If you look through the statement of services of diplomatists in the Foreign Office list, you will note that, roughly speaking, a young man is never more than two years at the same post—often less. It is by no means uncommon to see, in a career of say 20 years, a statement of services in 9, 10, or 11 posts. It is to be observed that these constant changes are extremely expensive in travelling allowances, either to the public servant or to the public purse. I want to speak about these expenses under another heading, so I need only say here that it stands to reason that it is cheaper for two men of equal standing to remain in their respective posts at opposite ends of the world for four or five years, than for them to exchange posts at the end of two years. Further, it seems very plain to me that, when a young man goes to a foreign post for the first time, and is paid by the public, he is not really "earning his corn," if I may use the expression, except perhaps as a copying machine for at least a year or more, generally more. I mean by that, of course, that until then he has not got the intimate knowledge of the political situation, the friendship of diplomatic colleagues, the confidence of the authorities to whom he is accredited, the facility of the native language of the country, which will enable him to give a full return to the taxpayer for his salary—small though that salary is. The young man is willing and he works; but just as he is beginning to acquire all or some of the advantages which I have named, he is whisked off by the private secretary at the Foreign Office to some other post, and the whole business of making friends, studying politics, learning languages, and so on, has to begin again—and once more the public has to wait for its money's worth. My advice, therefore, respectfully, is to keep your junior secretaries and attachés longer than at present in their posts. If you, as a public employer, have to be paying them for learning their business for a year in a post, it is not extravagant to expect them to serve for at least two years after that without desiring a change.

42,437. We have been told that it is desirable that a member of the Diplomatic Service should have experience of several countries, and that the more countries he has experience of the more efficient he would be. Do you attach importance to the idea that a diplomatist should possess a knowledge of many countries rather than be a man well acquainted with one or two countries. Would he not be likely to be a more efficient officer if he had acquired a wide knowledge of men and affairs in many countries than if he were kept for a number of years in a particular country and had completely mastered the politics of that country alone?—As near as possible mastered them. My point of view all through my evidence is rather specialising. I think, although a man, perhaps for his own individual culture, enjoyment, and all the rest of it, might be better off by constantly changing, that the taxpayer is not so well served by that man as by a man who is really competent to deal with and to know more about one particular post than he knows rather superficially about three posts.

42,438. You mentioned the cost of transfers. That is considerable now?—Yes; I will come to that rather more in detail later. It is considerable, and it is mostly paid by the man himself at present.

42,439. You speak of his being "whisked off by the private secretary at the Foreign Office." A good deal of authority rests with the private secretary in making transfers?—In my time it all rested with him.

42,440. Was it *ad referendum*? Used the private secretary to refer these things to his chief for orders, or used he to assume his chief's acquiescence in his orders?—No; *pro forma*, he always submitted them to his chief.

42,441. But it was generally understood that it was the work of the private secretary?—Yes; he was practically to all intents and purposes the principal official.

42,442. Did you ever find in your experience that there was dissatisfaction with the concentration in the hands of the private secretary of such great power?—Yes, I suppose I did; but I do not think it amounted to much. It was generally the dissatisfaction of a man who was sent to a post that he did not want to go to. There was no appeal.

42,443. Did you think that the Service would have been better pleased if this question of promotion and transfers had been placed in the hands of a committee?—No, I never heard that.

42,444. You never heard that mooted or discussed?—No, never. I come now to my next proposition, which is clearly connected with what I have just said about lengthening the term of appointment. I complain that a great deal of public money as well as talent is exhausted by this unscientific method of hustling a man from one post to another, without (so far as I can see) giving a thought to whether what I have learned in post A will be of use to me or to my employers in post B. I go from St. Petersburg to Cairo, from Vienna to Japan, from Constantinople to Buenos Ayres; if I only stay two years at each place I may enjoy myself, but I shall be practically useless in both. Cannot this be avoided? First, by a strong recommendation that men shall stay longer in their posts than they do at present, and then by developing my idea of dividing up the Service into political groups, on something like the Foreign Office plan of departments. You know they have an Eastern department, a Western department, an American department, and so on. I come, then, to the group system, which I should like to explain as shortly as possible. Under my plan countries with similar political systems or affinities or interests would be grouped together within an imaginary circle; to each circle would be attached a division of your diplomatic army, and its personnel would make their careers within that particular circle—not absolutely rigidly, but as a general scheme. You might in Circle A—call it Asiatic—include Russia, Persia, China, Japan. In Circle E, or European, you would have the other European countries—with the possible exception of Spain and Portugal, whose people and languages and history are so much allied with the South American Continent that perhaps they ought to be included in Circle I, embracing Brazil, Argentina, Chile, Peru, Mexico, and other countries of the South American Continent. You would, of course, have to consider whether Turkey and Egypt should be in the European or the Asiatic group; and you might find that the United States, not fitting into any particular group in the system on historical, political, or ethnological grounds should be served—and I think this would be the way out of it—by a special division from the ranks of the Foreign Office. I do not for a moment claim to have worked out the system in detail; it would require far more minute knowledge than I can pretend to. But I hope you see the drift of the advantages which I claim for the system—that it would give you, in each division or group, a number of public servants intimately acquainted and continuously dealing with and reporting upon political and commercial situations which are inextricably entwined one with the other; in fact, you would have, I hope, after the plan had been in operation for a few years, a class of men able to teach with authority in their respective spheres instead of being willing learners in all spheres from the start to the close of their secretarial careers. I have talked over this scheme at intervals for a good many years past. I have talked about it to quite a number of Foreign Secretaries and people, and only two

25 June 1914.]

MR. IAN MALCOLM, M.P.

[Continued.]

big objections are raised. One is, that by it you rear up a race of Ambassadors who are specialists instead of, as at present, having men with wide experience, broad horizons, and all the rest of it. I am afraid my answer to that is that we live, after all, in the days of specialisation in every department of life; and, moreover, it is my impression that in recent diplomatic history the ambassadors who have conspicuously succeeded have been those who by special knowledge have made themselves masters of the political conditions of the country to which they are accredited, and have been admitted by length of residence to the franchise of intimate friendship with the rulers and high officers of the land. In a word, I set no particular store by any experience wider, or horizon broader, than that of any cultivated man travelling and working for a number of years within the limits of one of my proposed groups. There is the second objection, which is an obvious one. People say, "Your European circle will be full to overflowing, but nobody will dream of voluntarily exiling himself for life in Asia or South America." I think that is quite a reasonable and a most human objection; but if it was quite valid we should find (by analogy) that the Home Civil Service was always overcrowded, whilst the Colonial and Indian Civil Services had to advertise for men. But that, of course, is not so.

42,445. Would you recruit for one foreign service as a whole and allocate the men after recruitment, or would you recruit for each of those different territorial groups and restrict the men to the group for which they were recruited for ever afterwards?—I do not like to say for ever afterwards. I think that would be too rigid, and I hate great rigidity in all services. I should not like that. I think the way would be to get your men as you do for the Service as a whole, and draft them off to the different circles according to their proclivities. I would go on to say that I think there ought to be certain preferences given to those who serve far abroad, in the way of leave and pay.

42,446. India is a very big country with many provinces. We recruit for the Service as a whole and allocate the recruits afterwards to the various provinces. On occasions of emergency the Government of India may, I think, afterwards transfer men between the provinces?—Yes.

42,447. But there is probably less difference between Indian provinces than there is between Europe and, say, South America, in the matter of climate, expense, and so on?—That, of course, is a matter of opinion.

42,448. However that may be you would recruit for the Foreign Service as a whole?—As at present; but, I think, the European circle has amenities which the others would not have, and therefore these latter must be made more attractive by advantages in pay and longer leave of absence than would be permitted nearer home. In this way the balance would be substantially righted, and I should be much surprised if keen men were not forthcoming to fill up each group.

42,449. You have considered that in the European group, for instance, ways of thought and methods of life are such as to help one who was transferred, say, to the South American, where civilisation is in a less advanced state is yet of the European type?—I should suggest that Germany, Denmark, Switzerland, and Austria have all got the same problems to deal with, and therefore a man who has been dealing with them, say, for two or three years in Berlin, would go to Vienna, and he would not then have to begin *de novo* as he would have to do if he were sent off to Buenos Aires or to Japan; he would have so much to "put in the pool" the moment he got there, and would not have to begin afresh. That is the kind of idea I have, so that men are not always having to begin again. Now on the general question of pay in the Diplomatic Service, you have, I understand, already heard a good deal, so I will just make this general criticism in support, that I certainly think it requires the most careful over-hauling from top to bottom—with special reference to two considerations: (1) The great discrepancy between the salaries of heads of missions and their counsellors or first secretaries, and also the necessity—this is rather

a truism, I am afraid—for a more scientific regulation of salaries in accordance with the cost of life and living in the various countries in which our men are stationed.

42,450. I would like you to look at that matter from a rather more fundamental point of view. Putting out of consideration for a moment the question of pay, do you think it is desirable to amalgamate the Foreign Office and the Diplomatic Service?—I like the idea of quite a free interchange better than what I think would technically be called an amalgamation.

42,451. Do you think that there should be a perfectly free interchange between the Foreign Office and the Diplomatic Service throughout all its grades?—Does that mean from an attaché to an ambassador?

42,452. Yes. Are you in favour of complete amalgamation between the Foreign Office and the Diplomatic Service throughout all its grades, or would you restrict the interchangeability to certain grades; for instance, limit it up to the position of councillor?—Does that mean that you should cease the interchange below a councillor?

42,453. Have free interchange up to the position of councillor?—I like that.

42,454. One proposition is that there should be free interchange between the Foreign Office and the Diplomatic Service according to grades throughout; and the second proposition is that there should be free interchange until the man reaches the position of councillor. Which of those two propositions, if you are in favour of free interchange, as I understand you are, would you prefer?—I should prefer to stop at the councillor. There are so few plums in the Diplomatic Service.

42,455. As matters at present stand you could not have such free interchangeability, owing to the fact that a man must have a certain income of 400*l.* a year before he enters the Diplomatic Service. You would, to secure such interchangeability, have to provide that the salary drawn by a Foreign Office clerk and by the attaché be on an equality?—Certainly.

42,456. Do you also think that living abroad is more expensive than living here in the Foreign Office in London?—Yes, I have had experience of both.

42,457. Then in addition to equalising the pay of the Foreign Office clerks and attachés, you would also have to give the attaché a certain allowance for living abroad?—Certainly.

42,458. Such an allowance probably would be regulated with regard to the expensiveness of the particular place to which he was posted?—I should hope so.

42,459. It would be possible to make out a list after due inquiry of what would be a fair allowance to add to his pay in the various places in which he is posted?—That is as simple as possible.

42,460. By that means you would place the Foreign Office clerk and the diplomat on the same level so far as pay is concerned, and you would then have removed one strong objection to free interchangeability as it exists now?—Certainly.

42,461. Having reached that position of equality, do you not think the Secretary of State ought to be free to say to the Foreign Office clerk, "You shall go to Vienna," and to his contemporary in Vienna "You shall come to the Foreign Office"?—I see no objection to that at all.

42,462. Then would you think that the Foreign Office clerks and the diplomats should be brought on the same list for promotion up to the grade of councillor?—Yes, I think so, as far as I understand; but my memory is a little rusty about the administration, I should hope that the Foreign Office clerk, if there is going to be this free interchange, would come under the Board of Selection just as much as a diplomatist.

42,463. Certainly, he does now. Do you mention the Board of Selection in your paper?—No, because it is a good deal since my time.

42,464. We will deal with that later. But assuming that the Foreign Office clerk and the diplomat are recruited under precisely the same conditions, and provided that the pay is equalised, you see no objection to bringing them on the same list for promotion?—No, always remembering that the continental training a man has had in one post belongs to the taxpayer, and

25 June 1914.]

MR. IAN MALCOLM, M.P.

[Continued.]

it is therefore more valuable to the taxpayer that that man should go to another continental post, looking at it from one point of view, than that he should come home where his continental training is of less value.

42,465. That is to say, that the head of a department will utilise his men to the best advantage. You must trust him to do that?—Certainly.

42,466. But at the same time you free his hands and place him in a position to be able to employ the agent in a place where he can render the most efficient service?—I think there is a great deal to be said for that.

42,467. It has been suggested by some witnesses that there might be difficulty in bringing the Foreign Office clerk and the diplomat on the same list for promotion?—Financial reasons largely.

42,468. No, I assume that the financial reasons were removed; the work of the diplomat, it is said, is somewhat different from the Foreign Office work, and there might be difficulty in comparing claims for promotion. But if merit is made the standard of promotion there ought not to be much difficulty?—No, although I do admit that their duties are different in quality, quite.

42,469. But although there may be a little difficulty, at all events you regard with approval the general principle that it should be open to the Secretary of State to change them about as he thinks right?—Yes. I would rather not go further than the general principle. I wanted to go on to say that unless things are very much altered the same careful examination should be made of our consuls' salaries. I remember that whilst I was serving with the late Lord Salisbury at the Foreign Office, I made a tour through all the principle cities of the United States, and there I made the rough computation that our consuls were badly paid compared to those of the other great Powers. At that time Russia, Germany, and France were all paying their consuls better than Great Britain paid hers, and the result was apparent both in the status held by the consul in the United States and in his own dissatisfaction.

42,470. Do you mean that the status of our consul was depreciated in comparison with the consuls of other nations because of his smaller pay, or do you mean that our consul suffered in the estimation of the American people?—The latter is what I mean by status. They thought, to put it in common parlance: "this consul cannot be much of a man; his colleagues of France, Germany, and elsewhere are paid more than he is, and we know it."

42,471. Was that due to the fact of our consul being unable to entertain, or generally maintain a social position on the same level as the consul of Germany or France?—I do not know that I was in any place quite long enough to ascertain that, but I did ascertain this, that the consuls of those other countries—Russia, Germany, and France—and, I think, Italy was another, because I know we came fifth—made no secret of what they got, and they knew pretty well what our men got, and they made no secret of that in the town in which they were situated.

42,472. Unless the Frenchman spent his money more freely would the Americans think more of him than of our consul?—No, I do not think they would, but I think those people knew their places and did spend their money. Their money was given them to spend and their Foreign Office at home took good care that they spent it.

42,473. We are anxious to hear what you think about unpaid consuls. Is the system a good one?—This same journey of which I have spoken, and many subsequent ones, have left on my mind the firm impression that this country should have far fewer consuls and vice-consuls unpaid and far more who are what is called *de carrières*. At present there is in the Foreign Office list a very large number of foreign gentlemen, most of them engaged in trade of their own, who officiate for Great Britain as consular officers in an honorary capacity. I think it stands to reason that these men who are after all nearly all of them our rivals in trade, cannot be expected to assist our commerce and our traders as though they were of the same nationality as their competitors; they cannot have the same ambition for and interest in the advancement of British commerce as a British subject would naturally feel. Moreover, I state

my own experience for what it is worth, and I do not bring a general indictment against the whole of the unpaid service—these men are often very difficult to find, they keep quite casual office hours and their interest in our affairs, once they have received whatever social advantages there are in connection with the posts, is often of the most superficial character. Instances have occurred of neglect of our interests; but I think it quite a natural result of the very imperfect and unbusiness-like system of expecting men to do something for nothing.

42,474. Your opinion is that a paid consul should be appointed wherever possible; and, that the unpaid consul's place is only where trade is little and does not justify the appointment of a paid consul—there an unpaid man may do good service. But you are not prepared to go so far as to condemn the whole system of unpaid consuls?—I cannot do that, because my experience is not sufficient. There are three or four pages of unpaid consuls in the Foreign Office list. I do not know all of them, and I do not know half of them, but they have not impressed me. Perhaps the Commission will now let me glance at a few of the imperfections—I should call them "grievances," but our diplomatists are too loyal to use that word—upon which I have heard some criticism. You know, of course, that when an Ambassador or Minister goes on leave his place as head of the mission is taken, for the time being, by his first secretary, and to him the Ambassador pays so much a day out of his salary during the weeks or months that he is absent from his post. Now, this regular long leave of absence has in the past always been taken advantage of by the *chef de mission*, and consequently the councillor has always computed his own income on the assumption of 200*l.* to 300*l.* a year out of the Ambassador's pocket going into his own; and the poor man budgets for his annual expenditure accordingly. When, therefore, it suits the Ambassador, as it might very easily suit his country in critical years, not to take leave, or to take it within the jurisdiction of the Court to which he is accredited, the unfortunate councillor is deprived of his extra salary upon which he, quite naturally, counted as the normal thing—and you will immediately see the possibilities of suppressed friction in such an altogether unwholesome arrangement. It is not, in my view, the business of an Ambassador or Minister to contribute to the salary of his *locum tenens*—another member of the Service. Private secretaries are, of course, on a different footing, their service being personal to the chief. To reduce the salaries of the various Ambassadors, etc., by the equivalent of two months' *chargé-ship*, and then tell them that, provided they did not take more than their regulation leave, there would be no deductions, is no remedy, for it is common knowledge to those in the Service that, if the salaries of the heads of missions are to be revised, the revision should be in an upward direction. I have heard it said often that the salary attached to the Paris Embassy, for instance, was raised because, amongst other reasons, the Ambassador declared that he would be unable to pay the allowance to his *locum tenens* out of the original salary; in other words, that he would be unable to take leave. When the public read that such and such an Ambassador is receiving a salary of 8,000*l.* a year and a house, they think this a "fine proposition." They do not work out, because they do not know, the deductions to which this salary is liable; that is, 300*l.* a year or so to the *chargé d'affaires* and the amount of the super-tax. These two items reduce the salary to 7,300*l.* The remedy, which means an increase in the estimates, is to relieve the head of the mission of deductions on account of his *locum tenens* and to put a sum of money at the disposal of the Foreign Office for the express payment of *chargés d'affaires*. On the assumption that all the Ambassadors and Ministers took two months' leave of absence every year, payments to *chargés d'affaires* would total approximately 6,000*l.* a year. In practice the amount would not be quite so great. These payments are worked out on the basis of the present scale of allowances to *chargés d'affaires*. At present the Foreign Office, I believe, like their agents to go home on leave in order to remain in touch with native feeling, but I do not think they ought to penalise them for doing so.

25 June 1914.]

Mr. IAN MALCOLM, M.P.

[Continued.]

42,475. Do the Foreign Office prefer that they should not go on leave?—On the contrary, they want them to come home, but they penalise them for coming. Then on outfit allowances—and this and travelling expenses are real grievances in the Service—I want to speak from the point of view of a councillor, because I think I am right in saying that below the rank of councillor there is no outfit allowance.

42,476. Is super-tax paid on the whole of the salary of Ambassadors?—I should not like to answer that.

42,477. That is a matter of detail on which you do not speak?—I do not know. The outfit allowances vary with the post and are so far logical that they are as a rule, highest in the case of distant posts such as Tokio, Peking, and Teheran. But the logic ends there. Take two men, both of them councillors, who are being transferred to other embassies, the one is sent from Peking to Paris, the other from Rome to Vienna. Both receive 100% on transfer. But there is no comparison in the expense to which they have been put. The man from China is a very heavy loser. There should be far more elasticity about these allowances. The same remark applies to the rule as to payment of expenses from one post to another. This rule is, if I remember right, that if, while you are serving at one post you are transferred to another, and go from one to another, your expenses (if a councillor) and those of a servant are paid from post to post. If, however, you are transferred while you are on leave, your expenses are only paid from London to your new post. The result is to put temptation in the way of the Foreign Office to keep a man at a distant post so long that he finally decides to come home at his own expense; and take the chance of being transferred.

42,478. The Foreign Office has many charges made against it, but I can hardly believe that to be seriously made?—I cannot call it a serious temptation, but there it is, and you save money by doing it. I am bound to say that it has been done more than once, but certainly not of *malice prepense*. I say I do not accuse the Foreign Office of pursuing this policy, but undoubtedly the temptation is there. You see it would be quite easy, nor would it prove expensive, to pass a rule that if, from force of circumstances, a councillor or first secretary is obliged actually to reside for more than two and a half years at a distant post, he should then, failing a transfer, be able to come on leave at the public expense. As things are at present, councillors in the distant posts are at a disadvantage as compared with their *confrères* in Europe. The above remarks apply only to a certain extent to first and second secretaries. These get no outfit allowance at all, and yet their expenses in connection with moves are practically as great as those of a councillor. They are paid their actual travelling expenses from post to post, one third of the expenses of a wife and children, and the expenses of a servant. I hope very much that this Commission will consider the advantages and the justice of the German system of paying the whole of the expenses of a man's move of his furniture, and so on, from one post to another. That is not only just, but I think it is an economic stimulus to my idea of keeping men longer at their posts. I have known several men, whose names it is not necessary to give, really hampered for years as young men by having to pay the whole cost of their transfer from post to post, with the constant moves that have been so frequently dictated by the Foreign Office. Another way in which I think you might help the diplomatists if you are thinking of increasing their pay, is giving them what I believe a good many foreign nations do, that is house rent. I should like to make that suggestion though no doubt it has been made before.

42,479. No doubt if you want to equalise their pay that is one way in which it might be done to some extent. I do not mean to say that paying the house rent would be a complete equivalent, but at all events it would go in that direction?—Yes, and the taxpayer would then know where the money went to.

42,480. That would be susceptible of auditing and checking?—Quite so.

42,481. (Sir Kenneth Muir-Mackenzie.) Would you pay the same amount of rent whether he was married

or unmarried?—If the secretary is not a married man, but in an expensive post, I do not see why the man should be mulcted, and I should be inclined to pay the same. Here is another matter which has to do in a way with this question of houses. It sometimes happens that a councillor or secretary cannot obtain the inclusion of the diplomatic clause in his lease of the house he takes abroad. This clause allows of three months' notice of the termination of the lease or transfer, when sent away to another post. A secretary may therefore find his flat or house on his hands for six months or a year, supposing he is transferred at the beginning of a fresh year's tenancy. I understand that in such cases the German and Belgian Governments pay what is due under the remainder of the lease. Other governments may do the same for all I know, but if the German and Belgian system were to prevail, our secretaries would be protected from the consequences of sudden and unexpected transfer. I think that is quite a reasonable grievance that we have. Speaking generally, the Service is expensive enough without its members being subjected to avoidable expenditure. I find there is still one point I have not touched—it is a small point, but I think it ought to be put before you, if it has not been. Heads of missions have to pay for the firing and lighting of the chanceries. This expenditure ought to be borne by Government in the same way as the salaries of the chancery servants are paid by Government.

42,482. (Sir Donald MacAlister.) Has an ambassador, for chancery purposes, an office allowance?—Not for chancery purposes, I think. In most of the embassies I know, the chancery is in the embassy itself.

42,483. Does it come out of his salary?—No, it does not come out of his salary. He does not pay any rent for his embassy, and the chancery is under the same roof.

42,484. (Chairman.) The lighting and heating of the chancery, which is a public office, is not paid for by the Government?—It is not paid for by the Government. On the question of attachés, the attachés, as you know, receive no pay during the whole period of their attachéship, that is, two years. Up till quite recently attachés were kept for a year or so at the Foreign Office in order to learn their work. During this time many of them, presumably, had the advantage of living at home, or at all events, living less expensively in England than is possible at a big embassy abroad. Now, however, they are sent straight out to the embassies, and are put to considerable initial expense during their first year. I submit that they ought under those circumstances to be paid 100% or 200% a year. It may be objected that they are on probation during their two years, and therefore cannot logically receive a salary. That might avail as a criticism if one could recall a single instance of an attaché having been refused his commission as third secretary.

42,485. All public officers in this country very nearly, even though they get their pay, are on probation for a time. A second division clerk draws pay from the first moment he enters the office, but he is on probation for a year, or whatever the period may be. Why should not the same rule be applied to an attaché?—Quite so. Finally I would like to say a word about honorary attachés. I speak feelingly on the subject of honorary attachés, having been one of them, but quite candidly. I think, first of all that, they may be most useful supernumerary members of a mission, but at the same time it would not be a bad thing if, before their appointment, they too had to submit themselves to the Board of Selection at the Foreign Office. If you ask me why, I will just indicate that occasionally there is put upon an Ambassador or Minister certain private pressure which he cannot easily resist, to take a young man as an honorary attaché whom he may not consider quite suitable. The Board of Selection in such cases would probably find reasons for not submitting his name for appointment. I would add that, in the case of those selected, it might not be a bad plan to take nobody who was not prepared to work in the Service for a minimum period of three years. This would avoid the appearance of employing "loafers," or those whose parents might desire their

25 June 1914.]

Mr. IAN MALCOLM, M.P.

[Continued.]

sons to be out of harm's way in London for a short space of time. But I am bound to say that, having known a good many honorary attachés, I think that, as a rule, they are a distinct help to their embassies; they take the work seriously and take their share of it, and, when they resign, men like Sir Mark Sykes, Mr. George Lloyd, Mr. Aubrey Herbert, and others, come into public life with a distinct asset in their first-hand knowledge of certain branches of foreign affairs: That is all I specially want to lay, with great respect, before you.

42,486. (*Mr. Graham Wallas.*) At what date was your long visit to the United States when you inquired into the Consular Service?—I think it was about 1899.

42,487. You know that the Walrond Committee, which sat in 1903, made certain alterations in the salaries of consuls?—No; I am afraid I do not know of the Walrond Committee.

42,488. You said that an arrangement might be made by which the staff of diplomatists at certain particular missions might be kept lower, and special arrangements made in times of crises. Do you think it would be possible in times of crises sometimes to shift men from the other embassies—say, a third secretary or a man from the Foreign Office?—Quite easily.

42,489. Travelling now is easy?—Yes, I have known it done already.

42,490. If we staffed the whole Service so as to have a little ease somewhere in the Service, you could have a body which it would be easy to send?—Yes, emergency men.

42,491. To any place where there was a sudden demand?—I think it is quite easy.

42,492. And now that communication is quite easy it is uneconomical to staff every embassy up to the crisis point?—I think so—that is, up to "war footing."

42,493. It was in our minds whether it would be better to leave the shifting of diplomats from one post to another to be managed by a single official or by an official board. Have you yourself any opinion on the point as to which would be better?—No. My recollection of the Foreign Office is that although the private secretary was really responsible under the Secretary of State, he consulted two or three men, who would be the men you would choose for a board if you had one.

42,494. (*Chairman.*) Would you see any objection to constituting these gentlemen whom he consults into a recognised board for the purpose of dealing with transfers and appointments under the orders of the Secretary of State?—No, I do not see any objection. I have never heard anything like a serious complaint.

42,495. (*Mr. Graham Wallas.*) But it would check the rise in any particular case, from the personal point of view, or personal policy, of a particular man?—Yes, it would protect the private secretary, certainly.

42,496. You know that in the Home Civil Service and in the Indian Civil Service the salaries are based upon the idea that the kind of man the State wants is a man who ought to be able to live on his pay. Would you accept the same idea in the Diplomatic Service?—No, I do not think I would.

42,497. Why?—I am not perfectly sure that I understand the question.

42,498. The pay in the Home and Indian Civil Services is calculated so that the person receiving it can live on his pay?—Yes. I suppose technically one ought to accept that, but I think in practice in foreign countries you want the man to have more than his pay, because I should not like to think, as a taxpayer, that public servants abroad were spending money in entertaining their colleagues and friends, quite properly, and were being paid by me to do that.

42,499. But if I, as a taxpayer, desired that this particular diplomat should live in a particular way, why should not I, as a taxpayer, having that desire, also desire to pay for it?—If you can get all the other taxpayers to agree with you I think you are quite right.

42,500. Then your only objection to enabling a man to live the kind of life we want him to live on his pay is, that you do not think you can persuade your fellow taxpayers in the country to adopt it?—Yes.

42,501. But if you had any hope of persuading them to adopt that policy, you would advise them to do so?—Yes, I think so.

42,502. (*Sir Kenneth Muir-Mackenzie.*) I think you said that you had not had personal experience of the Board of Selection at the Foreign Office?—No; I think it was started about 1910.

42,503. We have had a good deal of discussion here about it because, unlike the rest of the Civil Service, for the Diplomatic Service it is necessary for a man to be passed by the Board of Selection at the Foreign Office. Can you give us any opinion as to whether you think that is a desirable distinction to be maintained between the Foreign Office and the rest of the Civil Service?—Yes, I think it is. I do not like the idea of open competition without a Board of Selection. I think competitive examination does enough harm already, and you very often get really the second best diplomatist who comes out first in the examination.

42,504. Then probably it is not of any interest to you whether the operation of the Board of Selection should be before or after the Civil Service examination?—I think it would be only fair to have it before, because, if held after, it might be a great disappointment to many who have passed the examination.

42,505. You would not allow a man to go into the Civil Service examination unless he had passed the Board of Selection, and that is the present system?—No, I would not, for the Diplomatic Service.

42,506. (*Chairman.*) Here we have a public examination—the Class I. examination—for the Civil Service. A man goes in for this examination and if he desires to compete for the Home Service he puts down H; if for the Indian Service, I; and if for the Colonial Service, C—he generally puts in all three. If a man wants to compete for the Foreign Office he might add an F, and will then go in for the examination for all four. But, for the reasons you have indicated—he would have to go before the Board of Selection prior to going in for his examination. If the Board of Selection passed him, and if in the examination he passed sufficiently high for the Foreign Office he would be appointed to the Foreign Office. If the Board of Selection did not pass him his chance of getting an appointment in some other department would be unaffected; he would be judged by the number of marks he obtained, so his chances in no departments except the Foreign department would be affected by the sitting of the Board of Selection?—I understand it now.

42,507. (*Sir Kenneth Muir-Mackenzie.*) Do you think under the existing system the Service gets as good men as it wants, and as good men as you wish to get?—I think so.

42,508. You have no suggestion to make as to an alteration in the system of recruitment for the Service?—No. They seem to me very good men all through Europe, judging from those I have seen during the last two years—extremely good men.

42,509. (*Chairman.*) It has been suggested to us that an insistence upon a high standard in modern languages acts in an exclusive way; that is to say, it excludes those members of the general community who wish to go in for the Foreign Office but who cannot afford the money to go abroad in their early years and learn French and German?—I suppose it may have that effect to some extent—I suppose it must have.

42,510. But still, the necessity of a full knowledge of French and German, or as nearly a full knowledge as can be acquired at that age, is essential for the Foreign Office?—Quite essential.

42,511. You cannot get your efficient diplomatic officer unless he knows the languages?—You have no other means of communication really in anything except the purely official work. If I had my way I should put on more languages as optional subjects than they do now.

42,512. There are Spanish and Italian as optional subjects, but not Russian, I think?—Not Russian nor the Oriental languages. I should like to see Turkish or a Scandinavian language put on as an optional subject, or Arabic, if you like.



25 June 1914.]

Mr. IAN MALCOLM, M.P.

[Continued.]

42,513. They can get grants for languages afterwards?—Yes, for some.

42,514. (*Sir Kenneth Muir-Mackenzie.*) Some of those objections with regard to the expense of living, and still more the expense of moving, I suppose, arise with regard to the Army also?—I have several brothers in the Army, and I am always hearing them grumbling at the expense of moving, but I do not know any details about that.

42,515. You do not know if the subject has been much discussed in a way that might be of assistance to us?—In Army circles I have heard it discussed.

42,516. The question arises on the change of quarters in England and in our foreign service in India, and in former days when we had soldiers in the Colonies. I thought perhaps the principles laid down about that might be useful to us here?—I am afraid I should not be a good source of information.

42,517. (*Mr. Matheson.*) It has been urged as an argument for paying the Diplomatic Service better, that it is desirable to draw from a rather wider circle than is drawn upon at present. Would you at all agree with that point of view? Should you say from your experience of the staffs of missions that you have seen, that they would gain by having men drawn from a rather wider circle of education and interest?—It is a delicate thing. Do you mean the type of the secondary schools rather than the public schools?

42,518. It is partly that, but the statistics we have show that even taking the public schools there is a very narrow range at present in recruitment. For instance, something over 60 per cent. are drawn from Eton, and only a few from Winchester or Rugby, or other public schools?—Before that basis of proportion is worth anything, may I ask how many apply? Do 50 per cent. of the applicants, or only 50 per cent. of those that are taken, come from Eton?

42,519. I think it is quite true that the percentage of the candidates from Eton is very large, too. It is not a question of rejection, but the question is whether the present system encourages men to present themselves from a great variety of schools?—If you have your Board of Selection, and it is working to your satisfaction, I do not think it matters from what school they come, or how many people apply from the different classes of life that go to make up the British public: but I think your Board of Selection will generally take what we may call perhaps one type of man, because he is the type of man who is fit for this international career called diplomacy. All of this type of men, speaking metaphorically, speak the same language; they have the same habits of thought, and more or less the same points of view, and if anybody with a different language and, roughly speaking, a different point of view, came in, I think he would be treated by the whole diplomatic circle more or less with suspicion—more or less with lack of confidence, perhaps.

42,520. (*Chairman.*) We are talking in vague terms. We know what we mean, and I think we had better speak more plainly. Is it or is not desirable that you should recruit for the British Diplomatic Service men who come from the ranks of the people. It has been put to us in this way: Our general politics at the present time are growing more democratic; but we have been told that our diplomacy abroad is not as democratic as the general state of thought in this country is, but, on the contrary, is more conservative. It is alleged that the true opinion of this country will not be expressed, will not be reflected in its diplomacy abroad unless our Diplomatic Service reflects to a greater degree than it does at present the democratic spirit and tendency of this country, assuming for the moment that the description of popular feeling in Great Britain is as I have stated. Do you think that it is desirable to throw the net of recruitment for the Diplomatic Service and the Foreign Office more widely than at present with the object of getting into the Service men who come from the secondary schools, get scholarships and go to the university; and not recruiting so largely as at present from the classes whose sons go to Eton and Oxford. It is to be assumed that the man secured for the Service by this wider throwing of the recruitment net should in personal demeanour, address, temper, and so on, be

such as would fit him for the society in which he would have to mix, the society of his other diplomatic colleagues in the particular embassy to which he may be sent. It has been suggested also that if you could recruit your diplomats from a broader social strata, they would be better able to get into touch with the democracies of the countries to which they may be accredited?—In answer to that I should be inclined to say that if this gentleman under a system of open competition could be found with all the qualifications you speak of—personal address, and all the rest of it—he would be a most valuable member of the Service; but I would stick to the Board of Selection.

42,521. With a view of securing that these qualities shall exist in our recruit?—Yes, to be quite sure that they are there, because otherwise he might even be a danger perhaps to his mission. As I tried to say, more or less in metaphorical language, these people are more or less a close corporation all over the world, all drawn from the same class in all the different countries.

42,522. (*Mr. Graham Wallas.*) There is an existing rule that no one may go into the Diplomatic Service unless he has either an income or an allowance of 400*l.* a year. Would you keep up that rule?—Not necessarily personal income, if the State gives it to him. I think it is absolutely necessary for him to have it, or he would be quite miserable abroad.

42,523. Would you be prepared to contemplate the State giving 400*l.* a year and the abolition of that rule?—With a Board of Selection.

42,524. I am assuming that it stood for the moment alone?—Without the Board of Selection I would not.

42,525. But the Board of Selection exists?—I would like a little more time to think over it. I do not think I would go quite the full length of open competition.

42,526. I am assuming that there is a Board of Selection existing. The question is, other things remaining the same, except that an allowance of 400*l.* a year is substituted for the requirement of a private income of 400*l.* a year, would you abolish that 400*l.* a year private income.

(*Chairman.*) I think you have, in substance, answered that question. Assuming the existence of a Board of Selection to judge of the personal qualities, then you would be prepared to abolish the rule prescribing that a man shall have 400*l.* a year private income; provided in place of that rule the grant to him by the State of 400*l.* a year is made?—If you would make it not actually 400*l.* a year, but something such as he can live upon.

42,527. I will put it in this way—that the diplomat shall, so far as pay is concerned, be put upon precisely the same footing as a Foreign Office clerk, and that he shall be given in addition an allowance to be fixed by the Government, as representing the extra expense of living in the way in which, in the opinion of the Foreign Office and the Government, he should live if he is to be an efficient diplomat?—I know other people see very strong objections to it. I do not see anything like so strong an objection myself, but I do think the present a better system.

42,528. (*Mr. Matheson.*) With regard to the position of the junior members of a mission, is it your experience of them that they move pretty freely in the various regions of society in the countries where they are?—Yes.

42,529. Would they get to know something about all classes, do you think?—That depends very much on the man nowadays, much more than when I was in the Service.

42,530. On the whole you think there is a good tradition growing up in regard to that?—Very good. It is much wider. I think their reports are very much better than they used to be.

42,531. To what extent do you think entertaining is a necessary part of the junior members' business? Do they have to do much in the way of entertaining?—Not what would be called entertaining on the grand scale, but constantly in a small way, and, as you know, much more store is set upon that sort of friendliness and hospitality in foreign countries than is the case here.



25 June 1914.]

Mr. IAN MALCOLM, M.P.

[Continued.]

42,532. Then you spoke—and I think we should all agree with you—as to the desirability of moving the mechanical work down, and you said that they ought to have more time to devote themselves to the higher branches of their work. What do you consider to be the natural and proper employment of the secretary in a mission when he is freed from these more mechanical tasks?—There might be quite a lot of things. It would depend on what were the questions agitating the country at the moment. Those questions he might go into a great deal more profoundly than he has time to do now—they might be political questions, or social questions, or others.

42,533. With regard to moving, do you think that moving is more frequent with us than with the staffs of other countries?—I have not made any comparison, but I should say it was.

42,534. Your group system sounds very interesting, and from many points of view good; but do you think it would make recruitment more difficult if a man knew that possibly when he entered the Service he might be put in a group which did not appeal to him and be for life in that. One of the attractions of the Service at present, I suppose, is that a man, even if he is in a dull place, knows that some day he may go to a much more interesting one?—I think there are drawbacks to it, but I am under the impression, having seen a good deal of the Colonial Service, and of the Indian Civil Service and other Services, that distance from home, somehow or other, to Englishmen is not always a drawback. Long leave of absence, and the advantages of higher pay *pro rata* when far away instead of being close at hand, seem to equalise it.

42,535. (*Sir Donald MacAlister.*) Do you think that the 400*l.* a year limit serves any other purpose than merely that of providing that a young diplomat shall be unembarrassed in his life abroad. Does it hamper the selection you are desirous of maintaining?—No. I know of lots of people I should be very sorry to see in the Diplomatic Service who have 4,000*l.* a year.

42,536. Then apart simply from the fact that it makes for him the private life, or the life he is expected to live, easy, you see no value in the 400*l.* a year limit by itself at all?—No, I think that is the only reason.

42,537. Then efficient selection would, from your point of view, serve all the purposes you have in view?—Yes, efficient selection on certain grounds.

42,538. It has been alleged, as you would naturally expect, that the 400*l.* a year limit is meant to exclude particular people?—I think we are at cross purposes. The Board of Selection, I think, exists to exclude the people I want to see excluded.

42,539. But the 400*l.* a year limit also excludes others that you would like to see included?—Very often. On page 64 of the Foreign Office List you will observe paragraph seven, which says, "Certificates may be granted without examination." It looks to me by that that where the Civil Service Commissioners, helped, I suppose, by this Board of Selection though it is not mentioned here, come across what Lord Rosebery used to call an "Eagle" they could perfectly well put that man in now without an examination.

42,540. (*Chairman.*) Yes, that is a general Order in Council which is maintained applying to the whole Civil Service of the Crown and not specially the

Diplomatic Service?—Quite so, so if the gentleman could not afford to have that particular training and was still a very desirable person to have in the Diplomatic Service, I suppose it would be possible to get him in under paragraph 7.

42,541. That is appointment by patronage; this Commission would be better pleased if a man were able to get in on his merits alone. But we recognise that the Diplomatic Service of the State does require in its efficient agents qualities which cannot be tested by examination, and we have been endeavouring to see how they can be secured. This Board of Selection holds the field at the present time?—It seems to me to be admirable.

42,542. But I do not suppose you are quite wedded to the Board of Selection as it at present exists, you would like to see it made more effective for its object if that be possible?—If you are going to change the *personnel* of the Board, it might not be exactly the same Board.

42,543. It might not, exactly, be the same Board, but if altered, the alteration would aim at making it more effective for the purpose in view, such as strengthening public confidence, that candidates really fit for diplomatic work would not be rejected for inadequate reasons, and that the Foreign Service of the State should be as freely open as the interests of the department permit?—Of course I should always like to see men on that Board who know what is required when the people get abroad.

42,544. That, of course, would be the main object in the selection?—Others with theories of what might be required would not be so satisfactory.

42,545. (*Mr. Graham Wallas.*) You once or twice used an expression about "excluding the kind of man you want to exclude and getting the kind of man you want to get." I understand you are referring to the description of the diplomatic family?—I think the people I want to exclude are people who are plutocrats and nothing else.

42,546. You speak of them as being of one group who all see things from one point of view and understand each other's language?—The whole diplomatic career of all countries.

42,547. And unless a man belongs to that particular type and sees things from one point of view you desire to exclude him?—I think it is better to, because he would not have the confidence of the rest of the group and he would not be earning his corn from the taxpayer's point of view.

42,548. (*Chairman.*) But you would not stereotype that particular form of diplomatic family life in Europe—if I may so express myself. You would not prevent the diplomacy of England being represented abroad by people who would really reflect the character of the democratic mind at home?—No, of course not, but I tried to make plain—and I am afraid I quite failed—that I do not think those people would carry guns.

42,549. They might not perhaps at the outset, but I think I understand what you mean. You are not an advocate for absolute immovability?—No, I only feel that if you get them you would be disappointed in them. For at any rate quite a long time, they would be working in a machine of which they did not quite form a part.

---

 APPENDIX LXXXII.
 

---

Vide Q. 41,615 .

## UNIVERSITY OF CAMBRIDGE,

 SYLLABUS OF LECTURES IN LAW GIVEN TO THE STUDENT INTERPRETERS FOR THE NEAR  
 EASTERN SERVICES.

## FIRST YEAR.

*English Law.*—Personal rights, liberty, etc. Rights of property. Gift. Assignment. Contracts (generally), including bills of exchange, sale, shipping contracts, Insurance, etc. Law relating to master and servant, husband and wife, parent and child. Laws relating to navigation, ownership, and transfer of British ships. Merchant seamen, liability of shipowners for loss or damage. Civil injuries and their remedies. Outline of substantive law of crimes against the person, reputation, and property.

Text Book: Stephen's "Commentaries on the Laws of England."

## SECOND YEAR.

*Hall's Foreign Jurisdiction of the Crown*, particularly Part II., Chapters 1 and 2 (Agents through whom power and jurisdiction is exercised, British nationality. Functions of British agents in foreign countries).

Part III., Chapters 1 and 2 (Powers and jurisdiction of the Crown in Eastern States).

*Orders in Council*, according to destinations of student interpreters.

*English Law.*—Civil procedure (outline.) Criminal procedure and evidence (outline).

Text Book: Stephen's "Commentaries."

---