

sent session to introduce a bill for the removal from the revenue departments of several charges which are not properly expenses of collection, and for transferring some of these to the Consolidated Fund. Other charges now defrayed from the Consolidated Fund will be defrayed from annual votes in supply. This arrangement will assist in simplifying the accounts.

My experience in the Financial Department is not sufficient to allow of my proceeding further with these subjects at present; but my present impression is, as I have before stated, that much information is already furnished which may, with little additional trouble, be converted to useful purposes; and I shall not fail, in conformity with Sir Charles Trevelyan's direction, to pay every possible attention to this branch. For the present session I cannot be relieved entirely from the business connected with the Parliamentary Department, and must request to be allowed a reasonable time to make myself acquainted with the subject in all its bearings before I can pretend to give a correct opinion upon the alterations or improvements that may be required to give effect to the several proposals contained in these papers. I may, however, observe, that the expenditure connected with County Rates requires control by a person conversant with professional details, and is, I believe, in very good hands with Mr. Hankins.

The fees received in courts of justice cannot, according to the present system, be brought under the control of the Treasury. A Committee of the House of Commons has been recently appointed to inquire into this subject; and ultimately the power of interfering with these fees, which the Treasury does not at present possess, may be conferred upon this or some other efficient department of the Government; but this also would require the superintendence of a person well acquainted with the details of the profession, and cannot properly form part of the ordinary business of the Financial Department.

The expense of criminal prosecutions in Scotland is very strictly and efficiently controlled by the Queen's Remembrancer in Scotland; indeed, far better than it could be by any person at this office, who would have less accurate means of information upon the details of the several charges; and similar observations will probably apply to other branches of the public expenditure.

April 13, 1850.

C. L. CRAFER.

A P P E N D I X.

APPENDIX, No. 1.

CENSUS 1851.—SUPPLEMENTARY TABLES.

CIVIL SERVICE.

TABLES RELATING TO THE PRINCIPAL DEPARTMENTS OF THE CIVIL SERVICE IN GREAT BRITAIN  
(From Returns furnished by the respective Offices, &c.)\*  
PERSONS serving in PUBLIC DEPARTMENTS on March 31st 1851.

	Persons (exclusive of Females).	Persons (exclusive of Females).
Heads of Public Departments	105	17815
Secretaries and Chief Clerks	180	
Officers employed in Special Capacities, Inspectors, Professional Advisers, &c.	378	
Heads of Subordinate Divisions or Branches of Establishments, Accountants, Librarians, &c.	1863	
Clerks, on the Establishment	3476	
—, Extra or Temporary	506	
Others, not being Clerks, employed on some Special Duty	11907	
	17815	
Brought forward		17815
Office-keepers, Messengers, and Porters		3807
Inferior Revenue Officers, Postmen, and Letter-carriers		17405
Artificers and Labourers in the Dockyards, Naval Armaments, &c.		39147
		14531
		53078†
Returned as Superannuated, or on the Retired List of the same Departments		10540

\* Returns were obtained only from the Departments with Boards or head quarters in London; several public offices in Edinburgh, containing a small number of Civil Servants, are therefore omitted. In some instances the returns of the Revenue and other Departments include officers serving in Ireland; but as their precise numbers are not stated, it has been thought better to give the statements as furnished. Functionaries of the Law and Ecclesiastical Courts, and persons employed in the offices connected with them, are not comprised in the Table.  
† This number includes officers of the Revenue and Post Office serving in Ireland; viz. in the Customs, 2,341 persons; in the Excise branch of the Inland Revenue, 1,246 persons (Revenue Police Force), besides others whose number is not specified; and in the Dublin Post Office 376 persons. Females acting as Housekeepers and Charwomen were returned by several of the Departments, but they are not here included. 454 are noticed in the Returns.



NUMBER OF PERSONS ATTACHED TO THE UNDER-MENTIONED PRINCIPAL DEPARTMENTS OF THE CIVIL SERVICE—continued.

Name of Department.	Heads of Department or Establishment.	Secretaries and Chief Clerks.	Officers employed in Special Capacities, Inspectors, Professional Advisers, &c.	Heads of Subdivisions or Branches of Establishments, Accountants, and Librarians, &c.	Clerks.		Others, not being Clerks, employed on some special Duty.	Office-keepers, Messengers, and Porters.	Interior Revenue Officers, Postmen, and Letter-carriers.	Artificers and Labourers.	TOTAL.	
					On the Establishment.	Extr. or Temporary.						
<b>III.—CIVIL DEPARTMENTS OF THE EXECUTIVE GOVERNMENT—cont. For Administrative or Special Purposes—cont.</b>												
Privy Seal Office	1	2		1	1	1		1			5	
Duchy of Lancaster	(a) 1	1	(b) 9	2	4	4		2			15	
Board of Control	(c) 1	1	1	3	1	25		2			30	
Irish Office in London		1	1		1	1		1			5	
Woods, Forests, Works, and Land Revenues (d)	3	4	11	10	34	34	(e) 20	8			86	
Geological Survey (f)	1		7		4	4	11	7			30	
Land Revenue Record Office	1		12		1	1	12	1			26	
Registrar General of Births, &c.	1		15	4	37	45	(h) 10	8			84	
The Commission	(i) 1		13	1	31	31					66	
General Board of Health	(a) 3		7	8	20	27					79	
Public Record Office	(a) 3		1	8	20	20					50	
State Paper Office	1		6	1	22	22	(m) 14	14			59	
Stationery Office	1		1	1	2	2					5	
London Gazette Office	1		1	1	1	1					4	
Metropolitan Police Commissioners	(a) 1		23	2	8	8	6	1			40	
Sevens Commissioners Buildings Office	1		3	2	2	2					10	
Registrar of Friendly Societies	1		3		3	3					10	
Royal Mint	2			8	28	28	(p) 80	6		(q) 57	114	
British Museum	1			15	11	11					26	
<b>Finance and Account.</b>												
Comptroller of the Exchequer	2		2	4	10	10					18	
National Debt Office	1		2	4	23	23					30	
Public Works Loan Office	(a) 4		1	1	166	166					182	
Audit Office	1		1	4	52	52					60	
Paymaster General's Office												
<b>Revenue and Post Office.</b>												
Customs - { in Great Britain	8	2			682	682	(r) 823	113	(s) 6976		9462	
- { in Ireland					53	53	(r) 68	3	(s) 2007		2241	
Inland Revenue - { in Great Britain	3	4			215	215	(t) 18	49	(t) 4573	9	5486	
- { in Ireland												
Excise Branch (in the United Kingdom)	4	10			104	104	(u) 97	25	(u) 120		224	
Stamp and Tax Branch (in Great Britain)	1	22			689	689	(v) 7892	3074	(v) 9623	28	15396	
Post Office - { in Great Britain	1	9			113	113	(w) 52	13	(w) 166	4	270	
- { in Ireland												

IV.—MILITARY AND NAVAL DEPARTMENTS.

Name of Department.	Heads of Department or Establishment.	Secretaries and Chief Clerks.	Officers employed in Special Capacities, Inspectors, Professional Advisers, &c.	Heads of Subdivisions or Branches of Establishments, Accountants, and Librarians, &c.	Clerks.		Others, not being Clerks, employed on some special Duty.	Office-keepers, Messengers, and Porters.	Interior Revenue Officers, Postmen, and Letter-carriers.	Artificers and Labourers.	TOTAL.	
					On the Establishment.	Extr. or Temporary.						
<b>Army.</b>												
Commander-in-Chief's Office	1	4			12	12		7			24	
Adjutant-General's Office	1	4			12	12		4			24	
Quartermaster-General's Office	1	3			72	72		16			102	
War Office	1	3	2		5	5		2			10	
Army Medical Department	1	1	1		3	3		2			8	
Recruiting Department	1	1			3	3		2			8	
Chaplain General to the Forces	1	1			3	3		2			8	
Judge Advocate General's Office	1	1	3		6	6		3			17	
Chelsea Hospital	(a) 1	1			4	4		3		(ad) 34	53	
<b>Ordnance.</b>												
Ordnance Office { in Great Britain-	4	10		24	218	218	(ce) 3314	79		1788	3431	
- { in Ireland					13	13	(ce) 379	12		99	503	
<b>Naval.</b>												
Admiralty	6	4	(g) 114	15	382	382	(gg) 345	139		12399	13284	
Registrar Office for Seamen (hh)	1				36	36	7	5			61	
Greenwich Hospital (Civil Branch) (ii)	(a) 3	3	2	2	73	73	(kk) 13			265	343	

(a) Unpaid and *ex-officio* Commissioners are not returned as Heads of Departments; those holding salaries in other branches of the service are included in the numbers given for their own Departments.  
 (b) Including Stewards of Estates and Revenues, and Deputy Foresters.  
 (c) The Chief Secretary for Ireland is borne on the Dublin Establishment, not included in this Table.  
 (d) The return for this Department is incomplete, and does not include the Receivers of Crown Lands, Stewards of Crown Mansions, and Deputy Managers of the Royal Parks and Forests, Park-keepers, Verderers, and many subordinate officers and labourers. Two distinct Departments—namely, the Office of Woods, Forests, and Land Revenues, and the Office of Works and Public Buildings—have been formed out of the Office of Woods, &c., as it existed at the period of the Census.  
 (e) Including Clerks of the Works, Deputy Surveyors of Forests, &c.  
 (f) The Geological Museum and Survey have been made subordinate to the Board of Trade since 1921.  
 (g) Twelve Clerks to the Twelve Poor Law Inspectors are included in this number. To the Registers.  
 (h) Besides these persons engaged at the central office, there are 624 Superintendent Registrars and 2,196 District Registrars in England and Wales. Most of them, however, are engaged in and hold their offices in combination with other pursuits, and the Registers are paid out of local rates; they are therefore not included as Civil Servants in this Table.  
 (i) One of the Fifteenth Commissioners acted also as an Inclusion Commissioner, but the two Commissioners are now unappointed.  
 (ii) Assistant Enclosure Commissioners and Inspectors of Drainage.  
 (iii) Warehousemen and Sub-warehousemen.  
 (iv) The Metropolitan Police Force consists of 18 Superintendents, 127 Inspectors, 592 Sergeants, 5,512 Constables; total of all ranks, 6,249. The City Police Force, which is under distinct management, consists of 507 persons.  
 (v) Of these, 69 are employed only temporarily by the municipalities and neither whilst the exchange is in operation, and most of them have other occupations when not required at the Mint.  
 (vi) Attendants, &c.  
 (vii) Including Collectors and Comptrollers at the out-ports, Inspecting Commanders and Officers of Stations in the Coastguard, &c. The Coastguard officers are usually of the rank of Commander or Lieutenant in the Navy.  
 (viii) Landing and Coast Watchers, Tide Surveyors, Gaugers, Timber Measurers, and Superintendent Lockers and Weighers.  
 (ix) Customs Lockers and Weighers, Watchmen and Gatekeepers, Tidewaiters and Boatmen, Mates, Mariners, and Boys of Revenue Cruisers, and Mounted Guard.  
 (x) Including Collectors, Surveying General Examiners, Supervisors, and Examiners of Excise.  
 (xi) Warehouse-keepers.  
 (xii) Warehousemen, Permit Writers, and Revenue Police Force (Ireland).  
 (xiii) Including Inspectors and Surveyors of Taxes.  
 (xiv) Superintending Surveyors of Taxes.  
 (xv) Stampers, Tellers, and Packers.  
 (xvi) Postmasters, Sub-postmasters, Letter Receivers, &c. Many persons acting in these capacities are engaged in other pursuits.  
 (xvii) Postmen and Cooks.  
 (xviii) Ordnance Storekeepers and Deputy Storekeepers, Surveyors, Draughtsmen, and others employed on Ordnance Survey, Clerks and Foremen of Works (Royal Engineer Department), Barrack Masters and Sergeants, and Masters of the Royal Military Academy.  
 (xix) Including Superior Officers in Dock and Victualling Yards.  
 (xx) Including inferior Officers in Dock and Victualling Yards, Draughtsmen, Clerks of the Works, &c.  
 (xxi) The Registrar Office for Seamen was in 1851 a branch of the Admiralty; it is now subordinate to the Board of Trade.  
 (xxii) The Governor, Lieutenant-Governor, and other Officers forming what is termed the Military Department of Greenwich Hospital are excluded, as are also Pensioners employed for various purposes, and in receipt of wages for their service.  
 (xxiii) Inspectors of Works, Store Receivers, Master Brewer, Master Baker, Engineer at Brewery, Warehouseman, &c.

APPENDIX No 2.

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REPORT

ON THE

ORGANISATION

OF THE

PERMANENT CIVIL SERVICE,

TOGETHER WITH A

LETTER FROM THE REV. B. JOWETT.

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Presented to both Houses of Parliament by Command of Her Majesty.

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LONDON :  
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1854.

ON THE ORGANISATION OF THE PERMANENT  
CIVIL SERVICE.

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WE now proceed to comply with that part of our instructions which states that, in connection with the inquiries which we were directed to make into each particular office, it is highly necessary that the conditions which are common to all the public establishments, such as the preliminary testimonials of character and bodily health to be required from candidates for public employment, the examination into their intellectual attainments, and the regulation of the promotions, should be carefully considered, so as to obtain full security for the public that none but qualified persons will be appointed, and that they will afterwards have every practicable inducement to the active discharge of their duties.

*Report*

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It cannot be necessary to enter into any lengthened argument for the purpose of showing the high importance of the Permanent Civil Service of the country in the present day. The great and increasing accumulation of public business, and the consequent pressure upon the Government, need only to be alluded to; and the inconveniences which are inseparable from the frequent changes which take place in the responsible administration are matter of sufficient notoriety. It may safely be asserted that, as matters now stand, the Government of the country could not be carried on without the aid of an efficient body of permanent officers, occupying a position duly subordinate to that of the Ministers who are directly responsible to the Crown and to Parliament, yet possessing sufficient independence, character, ability, and experience to be able to advise, assist, and, to some extent, influence, those who are from time to time set over them.

*Importance of  
the Permanent  
Civil Service.*

That the Permanent Civil Service, with all its defects, essentially contributes to the proper discharge of the functions of Government, has been repeatedly admitted by those who have successively been responsible for the conduct of our affairs. All, however, who have had occasion to examine its constitution with care, have felt that its organisation is far from perfect, and that its amendment is deserving of the most careful attention.

*Its merits ge-  
nerally ac-  
knowledged.*

*Its defects.*

*Report.*

It does not attract the ablest men.

Nature of its inducements.

It would be natural to expect that so important a profession would attract into its ranks the ablest and the most ambitious of the youth of the country; that the keenest emulation would prevail among those who had entered it; and that such as were endowed with superior qualifications would rapidly rise to distinction and public eminence. Such, however, is by no means the case. Admission into the Civil Service is indeed eagerly sought after, but it is for the unambitious, and the indolent or incapable, that it is chiefly desired. Those whose abilities do not warrant an expectation that they will succeed in the open professions, where they must encounter the competition of their contemporaries, and those whom indolence of temperament or physical infirmities unfit for active exertions, are placed in the Civil Service, where they may obtain an honourable livelihood with little labour, and with no risk; where their success depends upon their simply avoiding any flagrant misconduct, and attending with moderate regularity to routine duties; and in which they are secured against the ordinary consequences of old age, or failing health, by an arrangement which provides them with the means of supporting themselves after they have become incapacitated.

It may be noticed in particular that the comparative lightness of the work, and the certainty of provision in case of retirement owing to bodily incapacity, furnish strong inducements to the parents and friends of sickly youths to endeavour to obtain for them employment in the service of the Government; and the extent to which the public are consequently burdened, first with the salaries of officers who are obliged to absent themselves from their duties on account of ill health, and afterwards with their pensions when they retire on the same plea, would hardly be credited by those who have not had opportunities of observing the operation of the system.

It is not our intention to suggest that all public servants entered the employment of the Government with such views as these; but we apprehend that as regards a large proportion of them, these motives more or less influenced those who acted for them in the choice of a profession; while, on the other hand, there are probably very few who have chosen this line of life with a view to raising themselves to public eminence.

The result.

The result naturally is, that the public service suffers both in internal efficiency and in public estimation. The

*Report.*

character of the individuals influences the mass, and it is thus that we often hear complaints of official delays, official evasions of difficulty, and official indisposition to improvement.

There are, however, numerous honourable exceptions to these observations, and the trustworthiness of the entire body is unimpeached. They are much better than we have any right to expect from the system under which they are appointed and promoted.

The peculiar difficulties under which the Permanent Civil Service labours, in obtaining a good supply of men, as compared with other professions, are partly natural and partly artificial. Difficulties of the Civil Service.

Its natural difficulties are such as these:—

Those who enter it generally do so at an early age, when there has been no opportunity of trying their fitness for business, or forming a trustworthy estimate of their characters and abilities. This to a great extent is the case in other professions also, but those professions supply a corrective which is wanting in the Civil Service, for as a man's success in them depends upon his obtaining and retaining the confidence of the public, and as he is exposed to a sharp competition on the part of his contemporaries, those only can maintain a fair position who possess the requisite amount of ability and industry for the proper discharge of their duties. The able and energetic rise to the top; the dull and inefficient remain at the bottom. In the public establishments, on the contrary, the general rule is that all rise together. After a young man has been once appointed, the public have him for life; and if he is idle or inefficient, provided he does not grossly misconduct himself, we must either submit to have a portion of the public business inefficiently and discreditably performed, or must place the incompetent person on the retired list, with a pension, for the rest of his life. The feeling of security which this state of things necessarily engenders tends to encourage indolence, and thereby to depress the character of the Service. Again, those who are admitted into it at an early age are thereby relieved from the necessity of those struggles which for the most part fall to the lot of such as enter upon the open professions; their course is one of quiet, and generally of secluded, performance of routine duties, and they consequently have but limited opportunities of acquiring that varied experience of life which is so important to the development of character. Youth of those who enter it.  
Absence of competition.  
Feeling of security.  
Limited experience of life.



*Report.*

Effects of patronage on first appointments.

First appointment of junior clerks.

Routine character of their duties.

Promotion by seniority.

Superior appointments

To these natural difficulties may be added others arising from what may be called artificial causes.

The character of the young men admitted to the public service depends chiefly upon the discretion with which the heads of departments, and others who are entrusted with the distribution of patronage, exercise that privilege. In those cases in which the patronage of departments belongs to their chief for the time being, the appointments which it commonly falls to his lot to make are either those of junior clerks, to whom no very important duties are in the first instance to be assigned, or of persons who are to fill responsible and highly paid situations above the rank of the ordinary clerkships. In the first case, as the character and abilities of the new junior clerk will produce but little immediate effect upon the office, the chief of the department is naturally led to regard the selection as a matter of small moment, and will probably bestow the office upon the son or dependant of some one having personal or political claims upon him, or perhaps upon the son of some meritorious public servant, without instituting any very minute inquiry into the merits of the young man himself. It is true that in many offices some kind of examination is prescribed, and that in almost all the person appointed is in the first instance nominated on probation; but, as will presently be pointed out, neither of these tests are at present very efficacious. The young man thus admitted is commonly employed upon duties of the merest routine. Many of the first years of his service are spent in copying papers, and other work of an almost mechanical character. In two or three years he is as good as he can be at such an employment. The remainder of his official life can only exercise a depressing influence on him, and renders the work of the office distasteful to him. Unlike the pupil in a conveyancer's or special pleader's office, he not only begins with mechanical labour as an introduction to labour of a higher kind, but often also ends with it. In the meantime his salary is gradually advancing till he reaches, by seniority, the top of his class, and on the occurrence of a vacancy in the class above him he is promoted to fill it, as a matter of course, and without any regard to his previous services or his qualifications. Thus, while no pains have been taken in the first instance to secure a good man for the office, nothing has been done after the clerk's appointment to turn his abilities, whatever they may be, to the best account. The result naturally

is, that when the chief of the office has to make an appointment of visible and immediate importance to the efficiency of his department, he sometimes has difficulty in finding a clerk capable of filling it, and he is not unfrequently obliged to go out of the office, and to appoint some one of high standing in an open profession, or some one distinguished in other walks of life, over the heads of men who have been for many years in the public service. This is necessarily discouraging to the Civil Servants, and tends to strengthen in them the injurious conviction, that their success does not depend upon their own exertions, and that if they work hard, it will not advance them,—if they waste their time in idleness, it will not keep them back.

It is of course essential to the public service that men of the highest abilities should be selected for the highest posts; and it cannot be denied that there are a few situations in which such varied talent and such an amount of experience are required, that it is probable that under any circumstances it will occasionally be found necessary to fill them with persons who have distinguished themselves elsewhere than in the Civil Service. But the system of appointing strangers to the higher offices has been carried far beyond this. In several departments the clerks are regarded as having no claim whatever to what are called the staff appointments; and numerous instances might be given in which personal or political considerations have led to the appointment of men of very slender ability, and perhaps of questionable character, to situations of considerable emolument, over the heads of public servants of long standing, and undoubted merit. Few public servants would feel the appointment of a barrister of known eminence and ability to some important position, like that of Under Secretary of State, as a slight, or a discouragement to themselves; but the case is otherwise when some one who has failed in other professions, and who has no recommendation but that of family or political interest, is appointed to a librarianship, or some other such office, the duties of which would have been far better discharged by one who had been long in the department, and to whom the increased salary attached to the appointment would have been a fair reward for years of faithful service.

One more peculiarity in the Civil Service remains to be noticed. It is what may be called its fragmentary character.

*Report.*

given to strangers.

Staff appointments.

Fragmentary character of the service.

*Report.*

Unlike the Military and Naval, the Medical, and the Commissariat Services, and unlike even the Indian Civil Service, the public establishments of this country, though comprising a body of not less than 16,000 persons, are regulated upon the principle of merely departmental promotion. Each man's experience, interests, hopes, and fears are limited to the special branch of service in which he is himself engaged. The effect naturally is, to cramp the energies of the whole body, to encourage the growth of narrow views and departmental prejudices, to limit the acquisition of experience, and to repress and almost extinguish the spirit of emulation and competition; besides which, considerable inconvenience results from the want of facilities for transferring strength from an office where the work is becoming slack to one in which it is increasing, and from the consequent necessity of sometimes keeping up particular departments on a scale beyond their actual requirements.

*How best to obtain proper men for the public service.*

Having thus touched upon some of the difficulties with which the public service is beset, we come to the consideration of the problem, what is the best method of providing it with a supply of good men, and of making the most of them after they have been admitted?

The first question which here presents itself is, Whether it is better to train young men for the discharge of the duties which they will afterwards have to perform, or to take men of mature age, who have already acquired experience in other walks of life?

*Better to train young men than take them from other professions.*

Our opinion is, that, as a general rule, it is decidedly best to train young men. Without laying too much stress on the experience which a long official life necessarily brings with it, we cannot but regard it as an advantage of some importance. In many offices, moreover, it is found that the superior docility of young men renders it much easier to make valuable public servants of them than of those more advanced in life. This may not be the case in the higher class of offices, but is unquestionably so in those where the work consists chiefly of account business. The maintenance of discipline is also easier under such circumstances, and regular habits may be enforced, which it would be difficult to impose for the first time upon older men. To these advantages must be added the important one of being able, by proper regulations, to secure the services of fit persons on much more economical terms. A young man who has not made trial of any other profession

*Report.*

will be induced to enter that of the Civil Service by a much more moderate remuneration than would suffice to attract him a few years later from the pursuit of one in which he had overcome the first difficulties and begun to achieve success; while to attempt to fill the ranks of the Civil Service with those who had failed elsewhere, and were on that account willing to accept a moderate salary, would be simply to bring it into discredit. It cannot be doubted that, even in the absence of proper precautions for securing good appointments, it is more probable that a fair proportion of eligible men will be found among a number taken at their entrance into life, particularly if pains be bestowed upon them after their appointment, than among an equal number taken after some years of unsuccessful efforts to open another line for themselves. The temptation to jobbing, and the danger of decidedly improper appointments being made, is also considerably less in the case of the selection of young men than in that of persons more advanced in life.

The general principle, then, which we advocate is, that the public service should be carried on by the admission into its lower ranks of a carefully selected body of young men, who should be employed from the first upon work suited to their capacities and their education, and should be made constantly to feel that their promotion and future prospects depend entirely on the industry and ability with which they discharge their duties, that with average abilities and reasonable application they may look forward confidently to a certain provision for their lives, that with superior powers they may rationally hope to attain to the highest prizes in the Service, while if they prove decidedly incompetent, or incurably indolent, they must expect to be removed from it.

*Principle on which the public service should be recruited.*

The first step towards carrying this principle into effect should be, the establishment of a proper system of examination before appointment, which should be followed, as at present, by a short period of probation. The necessity of this has been so far admitted that some kind of examination does now take place before clerks are admitted into any of the following offices:—The Treasury, the Colonial Office, the Board of Trade, the Privy Council Office, the Poor Law Board, the War Office, the Ordnance Office, the Audit Office, the Paymaster General's Office, the Inland Revenue Office, the Emigration Office, and some others. These examinations vary in their cha-

*Examination and probation.*

*Examinations already held.*



*Report.*

Necessity for a  
central system,  
of examination.

acter; in some offices more is required than in others, and in some cases what is required will be more rigidly enforced by one set of Examiners than by another.

The preliminary examination of candidates for civil employment, however, cannot be conducted in an effective and consistent manner throughout the Service, while it is left to each department to determine the nature of the examination and to examine the candidates. Some on whom the duty of examining devolves feel no interest in the subject; others, although disposed to do their best, are likely to entertain erroneous or imperfect conceptions of the standard of examination which ought to be fixed, and to be unable to apply it properly after it has been settled. The time and attention of the superior officers are fully occupied in disposing of the current business of their respective departments. To do this in a creditable manner will always be their primary object; and as the bearing of the subject under consideration upon the efficiency of their departments, although very important, is not of a direct or immediate kind, and is not likely to have much effect during their own tenure of office, what has to be done in reference to it will either be done by themselves in a hurried and imperfect manner, or will be left by them to their subordinate officers to be dealt with at their discretion. In a large department, in which numerous candidates have to be examined, want of time will prevent the superior officers from giving the subject the attention it deserves; and other matters, although of infinitely less real consequence, will have the precedence, because they press, and must be disposed of at the moment. Moreover, a large proportion of the persons appointed to a public department usually consists of young men in whose success the heads of the office or the principal clerks take a lively personal interest, owing to relationship or some other motive connected with their public or private position; and an independent opinion is hardly to be expected from an examiner who is acting under the orders of the one, and is in habits of daily intercourse with the other. A public officer ought not to be placed in a situation in which duty might require him to make an unfavourable report under such circumstances. Lastly, even supposing every other circumstance to be favourable, it is impossible that each department, acting for itself, can come to such just conclusions in regard to the nature of the preliminary examination, or can conduct it in such a fair, and effective,

*Report.*

and consistent manner, as would persons having the advantage of a general view of the subject as it affects every public department, and who should have been selected for the duty on account of their experience in matters of this description.

We accordingly recommend that a central Board should be constituted for conducting the examination of all candidates for the public service whom it may be thought right to subject to such a test. Such board should be composed of men holding an independent position, and capable of commanding general confidence; it should have at its head an officer of the rank of Privy Councillor; and should either include, or have the means of obtaining the assistance of, persons experienced in the education of the youth of the upper and middle classes, and persons who are familiar with the conduct of official business. It should be made imperative upon candidates for admission to any appointment, (except in certain special cases which will presently be noticed,) to pass a proper examination before this Board, and obtain from them a certificate of having done so.

We are of opinion that this examination should be in all cases a competing literary examination. This ought not to exclude careful previous inquiry into the age, health, and moral fitness of the candidates. Where character and bodily activity are chiefly required, more, comparatively, will depend upon the testimony of those to whom the candidate is well known; but the selection from among the candidates who have satisfied these preliminary inquiries should be still be made by a competing examination. This may be so conducted as to test the intelligence, as well as the mere attainments of the candidates. We see no other mode by which (in the case of inferior no less than of superior offices) the double object can be attained of selecting the fittest person, and of avoiding the evils of patronage.

For the superior situations endeavours should be made to secure the services of the most promising young men of the day, by a competing examination on a level with the highest description of education in this country. In this class of situations there is no limit to the demands which may ultimately be made upon the abilities of those who, entering them simply as junior clerks, gradually rise to the highest posts in them. To obtain first-rate men, it is obvious that recourse should be had to com-

Central Board  
of Examiners  
recommended.

Nature of the  
examination.  
Competition  
should be  
introduced.

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petition. It would be impossible to impose upon each candidate for a clerkship, as a positive test of his fitness for the appointment, the necessity of passing an examination equal to that of first-class men at the universities; but if, on the occurrence of a vacancy, it is found that a number of candidates present themselves, of whom some are capable of passing such an examination, there can be no reason why the public should not have the benefit of such men's services, in preference to those of persons of inferior merit. It may be repeated that no other means can be devised of avoiding the evils of patronage, which, if, in this case, less objectionable because of the comparatively small number of superior appointments, is much more objectionable in its effects on the public business of the country.

The examinations should be so conducted as to secure the special attainments required in particular branches of the public service.

Our proposal is not inconsistent with the appropriation of special talents or attainments to special departments of the public service. In the case, for example, of the subordinate grades from which collectors, surveyors, secretaries, junior commissioners, and other superior officers of the Revenue departments are usually selected, the nature of the examination should be adapted to the object of securing the scientific and other attainments which are so important to the efficiency of these great national establishments. In the same way provision might be made for securing the peculiar attainments to be required of persons to be employed in the Foreign Office, and in the diplomatic and consular services; and in respect to offices of account, arithmetic and book-keeping will be principally insisted on.

The competition should not be for specific appointments.

It next becomes a question, whether the competition which we have proposed should take place on the occasion of each vacancy, or whether there should be periodical examinations. We are of opinion that it would be desirable to adopt the latter alternative. There are peculiar advantages in a system of periodical examinations. It economizes the number, and also the time of the examiners, who, instead of being overworked half the year, have their employment regularly distributed. It is also more convenient to the candidates themselves. We propose, therefore, that examinations should be held at stated times; that an average having been taken of the number of situations of the class contended for, which periodically fall vacant, it should be announced, before the commencement of each trial, how many gentlemen were

Mode in which periodical examinations may be turned to account.

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to be elected for admission into the public service on that occasion. The election having taken place, those who have succeeded should be distributed among the offices to which appointments are to be made, on the footing of probationers. The precise mode in which the successful candidates should be allotted to the several departments will require some consideration; but there will be no difficulty in it which may not easily be overcome. One obvious course of proceeding would be to send to each department a list of those who are selected for appointments, leaving to the head of each office to choose from among them as vacancies occur. Or it might be thought desirable that the Board of Examiners should recommend particular men to particular departments, according to their capacities, the head of the department in each case exercising his discretion in accepting them or not; or the choice might be given to the candidates themselves, some restriction being imposed to prevent any from choosing offices for which their peculiar education had not fitted them. If more have been elected (in order to maintain the average) than there is immediate demand for, they should be sent as supernumerary clerks to the offices in which the work happens to be the heaviest, unless there is any special service upon which they can with advantage be temporarily employed, or they might wait to take their turn. As vacancies occur from time to time before the next general examination, the supernumeraries should be appointed to them, and, if the whole have not been placed before that time, it will only be necessary to make the next batch the smaller. It would be desirable to retain the probation as at present, rendering it more efficient by precise reports of the conduct of the probationers.

Probation to be retained.

In the examinations which we have recommended, we consider that the right of competing should be open to all persons, of a given age, subject only, as before suggested, to the necessity of their giving satisfactory references to persons able to speak to their moral conduct and character, and of producing medical certificates to the effect that they have no bodily infirmity likely to incapacitate them for the public service. It is only by throwing the examinations entirely open that we can hope to attract the proper class of candidates.

Competing examination to be open at all.

The choice of the subjects to be comprehended in the examination, as well as the mode in which the examina-

Subjects of the examination.

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tion should be conducted, so as to diminish the labour by eliminating such candidates as have obviously no chance of success, should, of course, be left to the Board of Examiners. We will therefore only indicate the advantage of making the subjects as numerous as may be found practicable, so as to secure the greatest and most varied amount of talent for the public service. Men whose services would be highly valuable to the country might easily be beaten by some who were their inferiors, if the examination were confined to a few subjects to which the latter had devoted their exclusive attention; but if an extensive range were given, the superiority of the best would become evident. Besides, an opportunity would be afforded for judging in what kind of situation each is likely to be most useful; and we need hardly allude to the important effect which would be produced upon the general education of the country, if proficiency in history, jurisprudence, political economy, modern languages, political and physical geography, and other matters, besides the staple of classics and mathematics, were made directly conducive to the success of young men desirous of entering into the public service. Such an inducement would probably do more to quicken the progress of our universities, for instance, than any legislative measures that could be adopted.

It would probably be right to include in the examination some exercises directly bearing upon official business; to require a précis to be made of a set of papers, or a letter to be written under given circumstances; but the great advantage to be expected from the examinations would be, that they would elicit young men of general ability, which is a matter of more moment than their being possessed of any special acquirements. Men capable of distinguishing themselves in any of the subjects we have named, and thereby affording a proof that their education has not been lost upon them, would probably make themselves useful wherever they might be placed. We have before us the testimony of an eminent public officer, who was for many years connected with one of the chief departments of the State. He writes thus:—  
 “During my long acquaintance with the — Office, I  
 “remember four, and only four, instances of young men  
 “being introduced to it on the ground of well ascer-  
 “tained fitness. I do not venture to mention any names,  
 “but I confidently affirm that the superiority of those  
 “four gentlemen to all the rest was such as to extort

“the acknowledgment of it from their rivals, and to  
 “win the high applause of each successive Secretary of  
 “State.” *Report.*

We feel satisfied that by the measures which we have suggested for ascertaining the fitness of each person before his appointment, the most marked and important improvement may be introduced into the public service.

We must remark that there will be some cases in which examination will not be applicable. It would be absurd to impose this test upon persons selected to fill the appointments which have been previously spoken of under the name of staff appointments (see p. 7), on account of their acknowledged eminence in one of the liberal professions, or in some other walk of life. We think, however, that the circumstances under which any person is appointed to such an office should always be placed on record by an official correspondence between the department to which he is assigned and the Board of Examiners; and we would also suggest for consideration the expediency of making an annual return to Parliament of the names of persons who may be so appointed.

In dealing with the lower class of appointments, it will be necessary to make provision against the difficulty that if the examinations were all held at one place, a large proportion of those who might reasonably become candidates would be deterred from presenting themselves by the expense of the journey. If the scheme of examinations were more favourable to one locality than another, there can be no doubt that it would soon be set aside as unjust. We propose, therefore, that an arrangement should be made for holding examinations in various parts of the United Kingdom. A staff of assistant examiners might be formed; or the services of competent men might be engaged from time to time, or recourse might be had to the machinery of the Education Department of the Privy Council, for the purpose of holding district examinations at stated periods. Due notice should be given of the times and places at which such examinations are to be held, and all persons intending to compete should be required to send in their names by a certain day. The examinations should all take place on the same day,—the examination papers being sent to each locality by the same post, as is done in the examinations conducted by

*Cases in which  
examination  
will not be  
applicable.*

*The examina-  
tion for the  
lower class of  
appointments  
should be local.*

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the Education Department; and the papers, with the work of the candidates, being returned to the Central Board, which would cause them to be examined in the manner adopted at the Privy Council Office.\* The required number should then be selected as probationers for the various appointments to be filled. The precise arrangements will, however, require much consideration, and we are of opinion that they cannot properly be determined otherwise than by experience, such as the proposed Board of Examiners, acting in concert with the Chiefs of the several Departments, would speedily acquire. We have satisfied ourselves, by communications with persons whose official position enables them to form sound opinions on the subject, that there will be no formidable difficulty in making the necessary arrangements to meet the vast majority of cases. Mr. John Wood, the Chairman of the Board of Inland Revenue, has, as far as he was able, acted on these principles in the selection of excisemen; and the experiment has succeeded in a manner which is highly encouraging to further attempts in the same direction.

The first proposal to subject public appointments to competition made by the Government of Lord John Russell in 1846.

A suggestion to bestow a proportion of the inferior appointments in the public service upon the Pupils in Schools connected with the Privy Council, was made by the Government of Lord John Russell in 1846, and a Minute was passed by the Education Committee upon the subject. No effect having been given to this Minute, it was repealed by the Education Committee under Lord Derby's Government, as being inoperative. It is obvious that no mere Minute of a Committee of Privy Council could give effect to such a scheme unless taken up as a part of the general policy of the Government.

Age of admission.

With regard to the age of admission, we are of opinion that in the case of candidates for superior situations the

\* As the process adopted by the Education Department of the Privy Council may not be generally known, it is well to state that the papers of the candidates in all parts of the country are sent to the Central Office, where they are sorted according to subjects, and sent to different Inspectors, e.g., all the papers in Arithmetic to one, all in History to another, and so forth. Each Inspector assigns a number of marks to each paper, according to its merit. The papers are then returned; those of each candidate are put together again; the total number of marks which he has obtained is ascertained; and the candidates are finally arranged according to the result of the comparison.

limits should, as a general rule, be 19 and 25; in the case of candidates for inferior offices, 17 and 21. Report.

Having thus completed our suggestions as to the best mode of obtaining a proper supply of public servants in the first instance, we have next to offer some remarks on what appears to us to be the best mode of regulating their employment, and their promotion, so as to maintain the efficiency of the office at the highest point. Best mode of maintaining the efficiency of an office.

As we have already spoken of the importance of establishing a proper distinction between intellectual and mechanical labour, we need offer no further observations on this most vital point. The proper maintenance of such distinction depends more upon the discretion and management of the chiefs of offices and those immediately below them, than upon any general regulations that could be made by a central authority. We consider that a great step has been taken by the appointment in several offices of a class of supplementary clerks, receiving uniform salaries in each department, and capable therefore of being transferred, without inconvenience, from one to another, according as the demand for their services may be greater or less at any particular time; and we expect that the moveable character of this class of officers, and the superior standard of examination which we have proposed for the higher class, will together have the effect of marking the distinction between them in a proper manner. Separation of intellectual from mechanical labour.

We are aware that a measure has sometimes been recommended, which, if adopted, would have the effect of establishing to a certain extent the separation which we have spoken of;—we mean the creation of a general copying office, common to the whole or most of the departments, in the neighbourhood of Whitehall, at which all of them might get their copying work done at a certain rate of payment by the piece. Question of a copying office.

We are, however, not prepared to recommend the adoption of such a measure. Copying is not the only work of a mechanical, or nearly mechanical, character which is performed in the public offices. A great deal of work of various kinds, such as registering, posting accounts, keeping diaries, and so forth, may very well be done by supplementary clerks of an inferior class under the direction of a small number of superiors. Such work, however, could not be sent out of the office; and even with regard to copying, it would be found that several Measure not recommended.



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offices, which would be included in the proposed arrangement, would object to sending out a large proportion of their letters for that purpose, and that a great deal of copying is done in books which could not conveniently be parted with. Hence, it would be necessary, even were the copying office established, to maintain a class of supplementary clerks in each office in addition to it, or else the clerks would be employed nearly in the same manner as at present, that is to say, without a proper distinction between intellectual and mechanical duties.

Transfer of clerks from one department of the same office to another.

Another point to which the attention of the chiefs of offices should be called is, the importance of transferring the clerks from one department of the office to another, so that each may have an opportunity of making himself master of the whole of the business before he is called upon, in due course of time, to take a leading position. A proper system of transfers, according to fixed rules in each office, and insured by periodical reports to the chief, must exercise a beneficial influence both upon the clerks themselves, and upon the general efficiency of the establishment. Periodical reports upon the manner in which each clerk has been employed, should be made to the chief of the office.

Promotions, and increase of salary.

The advance of salaries in the public service is regulated upon a twofold principle. Each man, on being appointed to a clerkship in a particular class, receives for the first year, and in some cases for the first two or three years, what is called the minimum salary of that class, after which his salary increases, by a certain annual increment, to what is called the maximum salary; that is to say, if the minimum be 100*l.* a year, the maximum 300*l.*, and the annual increment 15*l.*, the clerk receives 100*l.* in the first year, 115*l.* in the second, 130*l.* in the third, and so on till his salary reaches 300*l.*, at which point it must remain stationary unless he is promoted to a higher class. He may, however, at any time, whether before or after attaining the maximum salary of one class, be promoted to a higher on the occurrence of a vacancy, if he is considered deserving of such promotion, and he will immediately thereupon begin to receive the minimum salary of the higher class, and to advance therefrom by annual increments, without reference to the amount he was previously receiving. The theory of the public service is, that the annual increase of salary from the minimum to the maximum of the class, is given as matter of course as the reward of service, and with no reference to the comparative merits

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of the individuals; but that promotion from class to class is the reward of merit, or rather that it is regulated by a consideration of the public interests, and that those only are to be transferred from one class to a higher who have shown themselves capable of rendering valuable services in it. This salutary principle is, however, in practice often overlooked, and promotion from class to class, as well as the annual rise within the class, is more commonly regulated by seniority than by merit. The evil consequences of this are too obvious to require lengthened comment: it is, perhaps, more important to point out some of the difficulties which lie in the way of amendment.

If the opinions of the gentlemen engaged in the Civil Service could be taken on the subject of promotion, it would probably be found that a very large majority of them would object strongly to what is called promotion by merit. The reason they would assign would be, that promotion by (so called) merit would usually become promotion by favouritism. The effect of the system of departmental patronage has been to inspire the clerks in each office with a feeling of jealousy towards any one who is supposed to enjoy the especial favour of the chief of the department, or, still more, of the principal permanent officer in it. Constituted as our official system now is, men feel, and not unreasonably, that the recognition of their merits, even within their own departments, is extremely uncertain, and that there is no appeal to any public tribunal if injustice is done them there. Even in an open profession a consciousness of unrecognized merit will sometimes weigh a man down, though he has always the hope that the justice which is denied him in one quarter will be done to him in another. In an office, if a clerk fails to please his immediate superior, he is probably condemned to obscurity for his whole life. The Parliamentary chief who presides over the department for a few years, and who is overwhelmed with business, can, as a general rule, know nothing of the merits of individual clerks in the lower ranks of the office, except through the permanent officers at its head. Now, setting aside cases of actual favouritism, there must be many instances in which the chief permanent officers fail to perceive, and properly to bring into notice, the valuable qualities of those beneath them. A man may be timid and hesitating in manner, and on that account may be passed over as dull, in favour of some one by no means his superior in real

Objections entertained against promotion by merit.

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 worth, but having more address in recommending himself; or, on the other hand, the chief officer may have taken a particular fancy to some young man on his first entrance into the department, and may have thrown in his way special opportunities of advancing himself, which others have not had. All such cases are watched with jealousy even now, and if promotion by seniority were wholly set aside, without the introduction of proper safeguards, they would be the cause of still more discomfort.

Regulations  
 respecting it  
 proposed.

It ought, therefore, to be a leading object with the Government so to regulate promotion by merit as to provide every possible security against its abuse; and for this purpose we are of opinion that the following system should be adopted: On the occurrence of a vacancy in any class, the Chief Clerk, or other immediately superior officer, should furnish the Secretary of the department with a return of the names of a certain number (in no case less than three) of the clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Secretary should make what remarks he thinks proper upon the list, and should then submit it to the Head of the Office, who should select the person to be promoted, and should make out and sign a warrant for his promotion, setting forth the grounds upon which it is made. A book should be kept in every office, in which should be entered the name and age of each clerk or other officer, at the time of his appointment, the dates of his examination, first appointment, and subsequent promotions, together with notes of all the reports made upon him from time to time, either on the occasions afforded by the occurrence of vacancies, or at other times, in consequence of some special instance either of good or ill behaviour. A reference to this book on the occasion of promoting to vacancies will enable the Head of the Department to form a tolerably correct estimate of the merits of each individual. It may be noticed that such a book is kept, with very good results, in the Commissariat Department.

Annual in-  
 crease of salary  
 to be given on  
 certificate.

With regard to the annual increase of salary, we are of opinion that it would be right to require that each clerk, before becoming entitled to receive the addition, should produce a certificate from his immediate superior, that he

has been punctual in his attendance, and has given satisfaction in the discharge of his duties, during the preceding year. Such certificates are required from the heads of rooms in the Ordnance Department, and from each Inspector in the Audit Office. They would ordinarily be given as a matter of course, but the knowledge that they might be withheld would be useful in maintaining discipline, and in enforcing regularity of attendance, which in some cases is a matter of difficulty, the only penalties which can at present be imposed for irregularity being those of suspension and dismissal, which are too severe to be applied unless in aggravated instances.

The subject of pensions and retired allowances is one intimately connected with the matters treated of in this paper. We are aware that it is receiving separate consideration from the Government, and we therefore abstain from entering upon it so fully as we should otherwise have done. We desire, however, to call attention to the importance of establishing an uniform and consistent system of regulating the amounts to be granted to superannuated public servants, with reference to the character of their service. Whatever decision may be taken as to the maintenance of the superannuation deductions, or of the present scale of retired allowances, we presume that the course now followed in the Treasury, of apportioning the pension of each individual with some reference to the character he has borne and the abilities he has displayed, will still be pursued. As, however, the Superannuation Committee in the Treasury changes with every change in the Administration, and as no systematic record of the merits of public servants is kept at the Offices to which they are attached, the application of the principle, which has been rightly laid down, is attended with much difficulty, and with an amount of uncertainty which deprives it of much of its value.

The want of encouragement in the form of good service pensions and honorary distinctions is also severely felt in the ordinary Civil branch of the public service, which is the only one in which these classes of reward are not dispensed.

It is obvious that the proposed Board of Examiners might be turned to good account in supplying these defects. Duplicates of the books which we have recommended to be kept in the separate Offices should be transmitted to the Department of Examination, which should also be furnished with all information relating to promotions and

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Superannuation  
 allowances,  
 good service  
 pensions, and  
 honorary dis-  
 tinctions.



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other matters bearing on the service of the officers in each department. No grant of superannuation allowance or good service pension should be made by the Treasury without a previous report from the Board of Examiners embodying this information.

By this system, not only would greater certainty be introduced into the superannuation business, but a degree of consistency would be given to the whole scheme of promotion by merit, which would, we think, ensure its success. It would also have this further advantage, that it would serve to direct the attention of the Government to the merits of individual clerks,—now seldom known beyond the sphere of their own offices,—and would thus enable it to select deserving persons from the ranks of the public service to fill important situations which might become vacant. It is to be hoped that in future, if any staff appointment falls vacant in an office in which there is a deserving clerk well qualified to fill it, his claims will not be passed over in favour of a stranger; but this principle might advantageously be carried further, by filling the appointment with a person from another office, if there is no one in the department itself qualified to take it; and there might often be occasions in which the advantages of encouraging public servants, and at the same time introducing fresh blood into an office, might be combined; as, for instance, by filling a staff appointment in office A by the transfer to it of a meritorious staff officer from office B, and then supplying the vacancy caused in office B by the appointment to it of one of the most deserving clerks in office A. The extent to which this principle could be carried into effect must, of course, depend upon circumstances, and upon a careful observation of its working; but we do not see why it should not be tried.

Summary of  
our recommen-  
dations.

Upon a review of the recommendations contained in this paper it will be seen that the objects which we have principally in view are these:—

1. To provide, by a proper system of examination, for the supply of the public service with a thoroughly efficient class of men.
2. To encourage industry and foster merit, by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the service if they can qualify themselves for them.
3. To mitigate the evils which result from the fragmen-

tary character of the service, and to introduce into it some elements of unity, by placing the first appointments upon an uniform footing, opening the way to the promotion of public officers to staff appointments in other departments than their own, and introducing into the lower ranks a body of men (the supplementary clerks) whose services may be made available at any time in any office whatever.

It remains for us to express our conviction that if any change of the importance of those which we have recommended is to be carried into effect, it can only be successfully done through the medium of an Act of Parliament. The existing system is supported by long usage and powerful interests; and were any Government to introduce material alterations into it, in consequence of their own convictions, without taking the precaution to give those alterations the force of law, it is almost certain that they would be imperceptibly, or perhaps avowedly, abandoned by their successors, if they were not even allowed to fall into disuse by the very Government which had originated them. A few clauses would accomplish all that is proposed in this paper, and it is our firm belief that a candid statement of the grounds of the measure would insure its success and popularity in the country, and would remove many misconceptions which are now prejudicial to the public service.

*Necessity for  
an Act of Par-  
liament.*

STAFFORD H. NORTHCOTE.

C. E. TREVELYAN.

November 23, 1853.

Report.

## ORGANISATION OF THE CIVIL SERVICE.

*Letter from the Rev. B. Jowett, Fellow and Tutor of Balliol College, Oxford, to Sir Charles Trevelyan.*

DEAR SIR,

I think two objections are likely to be made to the report you were so good as to show me on the "Organisation of the Permanent Civil Service." First, that it is impossible to be assured of the moral character of persons elected by examination into the public service; secondly, that it is impossible to carry on an examination in so great a variety of subjects as would be required, and with such numberless candidates; in other words that the scheme, however excellent, is not practicable.

I am convinced that neither of these objections has any real foundation.

I. For the moral character of the candidates I should trust partly to the examination itself. University experience abundantly shows that in more than nineteen cases out of twenty, men of attainments are also men of character. The perseverance and self-discipline necessary for the acquirement of any considerable amount of knowledge are a great security that a young man has not led a dissolute life.

But in addition I would suggest that there should be a system of inquiries and testimonials, which might be made considerably more efficient than testimonials for orders are at present. The analogy of insurance offices would afford the best model for carrying out such a system. I would propose:

1. That the candidate should give notice (as in the case of orders) of his intention to offer himself at least three months before the examination.

2. That he should at the same time send papers comprising a certificate of birth and baptism, with a precise statement of all the places of his education, whether at school or college, together with testimonials of his conduct for two years previously from the head of the school or college in which he was last a pupil, and also a statement of his present occupation and residence.

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3. That he should give references—

1. To a medical man:

2. To a magistrate; or, in case of inferior situations, to two respectable householders;

3. To a clergyman or dissenting minister;

to all of whom carefully drawn questions respecting the candidate in the form of an insurance office paper should be submitted; the answers to be confidential. To prevent the possible forgery of a character, an independent letter might be sent to a clergyman or magistrate in the district, with the view of his certifying to the existence and respectability of the references.

The scrutiny of the character and testimonials of the candidates ought to be quite separate from the examination. The rejection should be absolute and without reasons; whether it took place on medical or moral grounds would remain uncertain. In case of Parliamentary inquiry, however, a register of the reasons might be privately kept in the office.

With such or even a less amount of precaution the standard of character among public servants would surely be maintained as high as at present, or higher; as high certainly as the standard of character which can be ensured in persons admitted to holy orders.

II. The second objection relates to the mode of examination.

(A.) To meet this, let us begin by supposing a division between the superior and inferior appointments, and further let us estimate the annual number of vacancies of the superior class at 250, and the number of candidates for the 250 vacancies at 2,000.

This last (which, however, is probably the outside number) is somewhat alarming. The best way to disperse the crowd will be by holding examinations continually, say five in each year, three in London, one in Edinburgh, one in Dublin. Thus the number is reduced to 400 for each examination, a number which may be easily managed.

The examination should consist both of paper and vivâ voce work. Where, as here, the object is to select a number of young men for practical life, the latter is of great importance. The aim in either should be to test general intelligence and power of thought and language, quite as much as knowledge of a particular subject.

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The examination on paper of each candidate should last for about a week, to which would have to be added an hour of vivá voce. The amount of labour thus entailed (equal to the perusal of 4,800 long papers, and 400 hours of vivá voce), no less than the variety of subjects, would make it necessary that the number of examiners should be not less than eight.

Considering the nature of the employment, and that everything depends on the fitness of the examiners, their salary should be liberal. They should be permanent officers, and, except for proved misconduct, irremovable. It is only by the office being made permanent that able men will in the first instance be induced to devote themselves to it, or will have the opportunity of acquiring the experience and facility necessary for doing their work well. Their irremovability, as in the case of the judges, is the best guarantee for their independence. To relieve them as much as possible from details of business, they would require several clerks and a secretary. It would be very desirable that at the head of this "College of Examiners" some eminent person should be placed of the rank of Privy Councillor.

I will next proceed to the subjects of examination, in reference to which I think three principles should be kept in view. We should consider what are—

1. The indispensable requirements of public offices generally.
2. What are the best elements of higher education in England, without special reference to the wants of the public offices.
3. What are the special attainments needed in any particular department of the public service, as for example the Treasury or the Foreign Office.

(1.) The qualifications most universally required of officials are to write fast and neatly, a thorough knowledge of arithmetic and book-keeping, and English composition. I should propose to make these the subject of a preliminary examination, which might last for a single day. No candidate by whom this trial was not satisfactorily passed should be allowed to compete further on this occasion. This would have the advantage of limiting the number of candidates. No able man who was fit for the public service would be excluded by the requirement of arithmetic, if it were known beforehand to be indispensable. It is necessary to require it, or otherwise you will not get it.

*Report.*

(2.) When this preliminary examination has been disposed of, we come to the principal one, in arranging the subjects of which we have to consider what is the main staple of English education at the present day. It will not do to frame our examination on any mere theory of education. We must test a young man's ability by what he knows, not by what we wish him to know. The system of our public schools, of our two English as well as of the Scotch and Irish universities, as well as the case of those who have not been at a university or public school, should be fairly considered in the arrangement of the plan. The knowledge of Latin and Greek is, perhaps, upon the whole, the best test of regular previous education. Mathematics are the predominant study of one of our universities. Moral philosophy is a principal subject at Oxford, no less than at Edinburgh and Glasgow. An increasing class of persons receive a foreign or an English, in contradistinction to what may be termed a classical education. Some of the candidates again may be entered at Inns of Court. Lastly, it may be remarked that there are subjects, such as physical science and civil engineering, which, notwithstanding their immense growth in the last few years, have scarcely yet found their way down into education, and in reference to which the proposed examination may be made to operate usefully. These and similar considerations should enter into our scheme, which, supported as it is by valuable prizes, must exercise a great influence on the higher education of the country.

(3.) The special requirements of the higher departments of the public offices appear to be chiefly two, viz., a knowledge of the principles of commerce, taxation, and political economy in the Treasury, Board of Trade, &c.; of modern languages and modern history, under which last may be included international law, in the Foreign Office. In the offices which are principally offices of account, mathematical talent may with advantage, be insisted upon. Whether immediately wanted for the daily work of the office or not, all such attainments tend to give an official a higher interest in his employment, and to fit him for superior positions. They may also be regarded as reflecting honour on the service. The requirement of these or any other qualifications would be determined by each office for itself, subject to the approval of the Board of Examiners, while the duty of the Examiners would be to guarantee with the special attainment the general ability of the candidate.

*Report.*

In the following scheme it has been attempted to carry out the views which have preceded :

## FOUR SCHOOLS.

1.	2.	3.	4.
Classical Literature.	Mathematics, with practical applications, and Natural Science.	Political Economy, Law, Moral Philosophy.	Modern Languages and Modern History, including International Law.

NOTE.—In the third of these schools Political Economy would supply the requirements of the Treasury, Board of Trade, &c., while the subjects that have been grouped in the last school are more especially adapted to the requirements in the Foreign Office.

The details of these schools are left to the Examiners, with the single direction that original English composition should form a considerable element in the examination of all the candidates.

## REGULATIONS.

1. Two examiners to examine in each school, and to form a judgment separately on all the papers.
2. Two schools to be required of all candidates, and none to be allowed to try in more than two.
3. The examination on paper in each school to last for three days.
4. Each candidate to be examined vivâ voce for one hour in any school at his option.
5. The successful candidates to be placed in order of merit.
6. A certain number of appointments to be appropriated to each examination. The choice to be given to each candidate (in order of merit) of what office he desires to enter, provided he has fulfilled in the examination the requirements of the office which he selects.

The order of proceeding would be as follows:—Say on the 1st of February the candidates (whose testimonials and references had been previously approved) have assembled and pass the preliminary examination in arithmetic and English composition. Two or three days after,

*Report.*

the examiners, as soon as they have had time to read their papers and reject those who were not qualified, would proceed to the examination in the first school. This would be carried on by two of their number, while the remaining six would be engaged in their different schools with the vivâ voce examination of the rest. The "paper work" of the first school would last about three days, and then would commence the "paper work" of the second school conducted by its two examiners, while the vivâ voce of the other three schools was also going on. At the termination of the whole, the names of the candidates, or rather of as many of them as there were appointments to be filled up, would appear in order of merit, with a notice appended to the name of each, of the schools in which he had been examined. Such a list would not be difficult to make out, if there were an uniform system of marking among the examiners, which might be such as to represent fairly the general ability of the candidates, as well as the more precise result of the examination. Such a system is already in use at the Education Office, and is perfectly successful.

(B.) The objection of impracticability will perhaps be felt to apply more strongly to the application of the scheme to the supplementary clerks, and, in general, to the humbler class of public servants, on account of their great number and dispersion through the country, and also on account of the difficulty of devising a mode by which such situations as theirs can be uniformly made rewards of merit. The experience of the Education Department of the Privy Council Office, in which as many as 1,800 certificates of merit have been given, after examination, to schoolmasters and pupil teachers in a single year, shows that no numbers occasion any real difficulty.

First, let us suppose the whole number of the lower class of public servants to amount to 10,000, offering, perhaps, 500 vacancies annually. It would be, as you observe, unfair to subject the candidates for these small situations to the expense of a journey to London, Edinburgh, or Dublin. The examination must be brought to them. With this view the whole country might be divided into districts. A few assistant district examiners would be required for the superintendence of the examination, who might be furnished with the questions, and might bring the answers to London after each examination, and sorting

*Report.* them by subjects, determine on their merits, under the control of the Central Board.

The previous scrutiny of the moral character of the candidates would be conducted in nearly the same manner for all. (See pp. 24-5.)

#### REGULATIONS.

1. The examination to be carried on by the assistant examiners.

2. To consist of reading aloud in the presence of one of them:—

Of writing from dictation;

Of arithmetic;

Of geography;

Of writing a letter, or making an abstract;

Of vivâ voce on any subject calculated to test general intelligence:

To which might be added an "useful knowledge" paper of common questions about common things.

3. The examinations of all the different districts to be brought together at the central office.

4. The names of as many candidates as there are vacancies, actual or probable, to be published, either in order of merit or divided into classes, according to the nature or value of the appointments.

A smile may be raised at the idea of subjecting excise-men and tide-waiters to a competing literary examination, as there might have been thirty years ago at subjecting village schoolmasters to a similar test; but it must be remembered, on the other hand,—

1. That such a measure will exercise the happiest influence on the education of the lower classes throughout England, acting by the surest of all motives—the desire that a man has of bettering himself in life.

2. That reading, writing, and arithmetic, a good hand, and the power of expressing himself in a letter, no less than the general intelligence tested by the examination, render the lowest public servant fitter for his position than he would be without them, and give him a chance of rising in the service.

3. That the examination will relate to common things treated in a common-sense way.

4. That no other means can be devised of getting rid of the evils of patronage.

*Report.* A further objection may be made to the selection of candidates by a competing examination, that this affords no test of their fitness for places of trust, for which also their youth seems to disqualify them. But places of trust would not be given to youths just entering the service, but to those whose characters were long tried in it.

In this class of public servants there would be at least as much security for high character as at present. They will have obtained their situations in an independent manner through their own merits. The sense of this cannot but induce self-respect, and diffuse a wholesome spirit among the lower no less than the higher classes of official men. Appointment by merit would not impair, but would rather increase the unity of the public service, while it would tend to take away from promotion by merit the appearance of being favouritism in disguise.

Permit me to express in conclusion my earnest wishes for the success of the scheme. If carried out it will relieve public men from the abuses and from the annoyance of patronage; it will raise the public service; it will give all classes a common interest in maintaining its rank and efficiency. Though a subordinate aspect of it, I cannot help feeling, as a college tutor, its great importance to the University, supplying as it does, to well-educated young men a new opening for honourable distinction. The effect of it in giving a stimulus to the education of the lower classes can hardly be over-estimated.

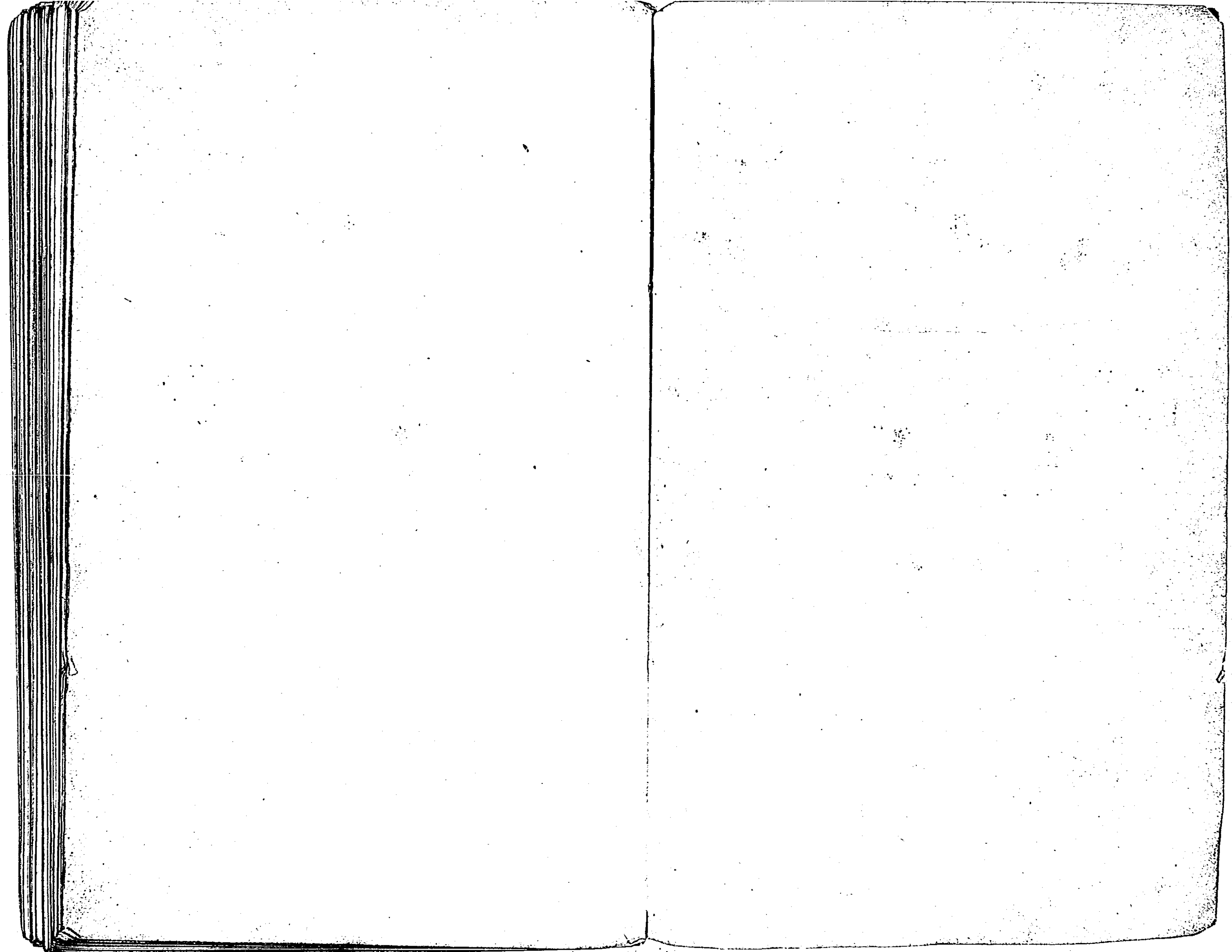
Yours, very truly,

B. JOWETT.

*Balliol College, January 1854.*

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# PAPERS

RELATING TO

## THE RE-ORGANISATION OF THE CIVIL SERVICE.

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