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# HOW THE DOMINION DEPARTMENT THE RE-ESTABLISHMENT OF THE

# OF LABOUR PLANS TO HELP IN MEMBERS OF THE ARMED FORCES

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## Introduction

### *MEMBERS OF THE ARMED FORCES OF CANADA!*

At some time or other during your long years of war service, each of you will have given serious thought to the problem of returning to civil life. You must have often wondered what part of Canada you would go to when the war is over, where you would settle down in the days of peace. Would you return to your old job, or would you look for another form of work? Would you settle on the land, or would you return to complete an interrupted education? Or, perhaps you thought of going into some line of independent business.

To each and every member of the Armed Forces the answer to these questions means making a very





important decision. On it turns your future—and, it might be added, that the outcome of these decisions in the mass will represent in very large part the happiness and prosperity of Canada for a generation to come.

It is not the intention of this booklet to suggest the answer to members of the Forces asking what course they should follow after discharge. What this booklet attempts to do is to explain to you some of the facilities available to assist you in carrying out your plans for the future, if your decision is to engage in industrial or commercial employment when you are once again free to follow your own fancies.

Many of you will want to know how to set about applying for a job, and what procedure you ought to follow in order to be placed in a suitable position as soon as possible. This booklet is meant to serve as a guide in supplying, as far as it can, the answers to these questions—in short, to give you an introduction to the new practices, methods, and procedures which have been instituted in relation to employment, during the time you have been in the Fighting Forces.

This booklet has been prepared with the thought in mind that members of the Forces would be interested in having some detailed knowledge of the machinery set up under the Department of Labour to help ease the change from war to peace, as far as they are concerned. The contents are set out under four main headings:

I The Job of the Labour Department—shows what parts of the Rehabilitation program fall to the lot of the Department;

II Placement in Employment—describes the machinery provided for establishing ex-members of the Forces in civilian occupation;

III Fitting into Employment—deals with some

of the general plans through which the Labour Department will assist discharged members of the Forces to actually fit into jobs—or into better jobs:

**IV** New Conditions—deals with certain new conditions introduced into industry by Dominion legislation during the period of the war, some of which at least will be continued following the close of hostilities, while other items, even if discontinued in their present form, are bound to have some lasting effect: a description of them will have some interest at least for those who intend to engage in industry.

In order that this booklet may not be overlong, the descriptions given of various Acts of Parliament or plans otherwise adopted, have to be as brief as possible. Therefore, the present outlines deal with the main features but necessarily omit some of the details.

It is hoped that members of the Armed Forces may find this booklet informative, and that it may assist them in better understanding the changes which have occurred in relation to industrial employment in Canada during the period of their absence from industry, while serving a grateful country in this epic struggle for freedom.

## DEPARTMENT OF LABOUR

Humphrey Mitchell,     A. MacNamara,  
*Minister of Labour.     Deputy Minister of  
   Labour.*

*Ottawa, May, 1945.*



# 1 . . . . . Task of Labour Department

The general term "postwar planning" covers a very broad field: it includes the re-absorption of members of the Armed Services into civilian life, and also the re-establishment of Canada's million war workers earlier diverted from their peacetime jobs to make possible the steady stream of war production, which has been such a prominent feature of Canada's contribution to the efforts of the United Nations.

This booklet does not aim at a complete review of plans to meet all postwar problems, nor even of the various schemes which have been put into operation to ease the transformation of the sailors, soldiers and airmen into civilians once again. Admittedly, it is limited in its scope: it will tell only of the phases of postwar administration, in which the members of the Armed Services are especially interested, which come within the field of the Dominion Department of Labour.

The particular phases of the post-discharge problems falling into the lap of the Department of Labour may perhaps be made clear by explaining their relationship to the other phases of the postwar problem.

First, there is general Government policy in relation to all postwar problems — whether problems of re-establishing the uniformed Services or re-establishing civilian wage earners. A Dominion Depart-

ment of Reconstruction has been established, to have general supervision over the larger postwar plans.

Then the different items in the general policy are given to individual departments to administer. For example, plans in connection with grants and benefits to discharged members of the Forces, for the resumption of interrupted studies and other similar measures, come within the field of the Department of Veterans' Affairs. The booklet "Back to Civil Life" issued by that Department outlines these various schemes in detail. Similarly, the Veterans' Land Act Administration, also under the Minister of Veterans' Affairs, handles the Act under which many members of the Forces will be settled on the land as farmers. To the Department of Labour have been given certain items of administration concerning employment — the placing of discharged persons in industrial and commercial employment, and vocational or trade training, for example. It is with such matters that this booklet deals.





# 2 . . . Placement in Employment

## Reinstatement in Employment

Many left a job in industry or commerce in order to join the Forces — a job which they may wish to take up again upon return home. Perhaps some in the Services have been wondering what about that old job: will it be there for them when they get back?

Insofar as action through law can provide a satisfactory answer to this question, Parliament gave the answer in 1942, by passing the Reinstatement in Civil Employment Act. The Act has now been strengthened by Regulations made under it, in 1945.

This Act requires employers of persons accepted for the Services to reinstate these employees after discharge, under conditions not less favourable than they would have enjoyed had they remained in their employment instead of going into the Services. This means that ex-members of the Forces, *whether men or women*, are to be put back into their old employment with full seniority rights; that the period of service in the Forces is to count in determining pension rights as an employee, and in arriving at other benefits.

Where reinstatement in employment is possible, but not in the same position as the applicant held formerly, the employee must be offered the most favourable employment which the employer can provide. This would cover a case where, by reason

of a change in the employer's line of production, the old job had ceased to exist. If the applicant is not physically capable of performing his former duties, the effort will be to have the employer reinstate him in the most suitable employment available, at which he is capable of working.

There are certain standard conditions which the former employee must satisfy:

(a) If discharged in Canada, he must apply to the employer within three months after discharge, while if discharged overseas, he must apply within four months, unless this time is extended as provided in the Regulations which follow.

(b) He must have had at least three months' service with the employer immediately before enlistment.

Where an enlisted person had been engaged by an employer to replace someone else whose position was being held by reason of the first employee joining the Forces, the substitute employee (that is, the replacement) is not entitled to claim reinstatement, unless the original holder of the job has failed to apply for reinstatement.

Safeguards are provided in the Act. An employer cannot dismiss an employee in anticipation of his joining the Forces, in order to avoid later reinstating him in his job. Moreover, an employee once reinstated is not to be dismissed after returning to the job, without reasonable cause: if such an employee be dismissed within six months of returning to employment, in any court proceedings which may develop it is necessary for the employer to show that reasonable cause for dismissal did exist.

The Act refers specially to apprenticeship, and



provides that those being reinstated as apprentices are to be given allowance for any related instruction while in the Forces.

*NOW AS TO THE REGULATIONS:* when the Regulations under the Act were announced by the Department of Labour early in 1945, their purpose was explained in a statement from the Department, in these terms: "The Reinstatement Act, read together with the present Regulations, we hope will cover many of the foreseeable contingencies, so that reinstatement in employment for former members of the Forces will be a reality in all but the cases where employment has actually ceased to exist."

#### ***THE MAIN POINTS IN THE REGULATIONS ARE AS FOLLOWS:—***

A man who is called up for Army training, though he has actually left his employment, who is later rejected by the Army, must be treated as though he had had service with the Forces: in other words, he may claim reinstatement in his former job, subject to the conditions of the Act.

In the case of a person who immediately after discharge is delayed in returning to his or her former employment by reason of hospitalization or physical incapacity, any period of hospital treatment or incapacity will be regarded as employment with the employer, so that the person is assured of being able to count continuity of service for seniority, pension, and so forth.

Where National Selective Service directs a man on discharge from the Forces to employment other than his regular job, the man will still be entitled to claim

reinstatement in his pre-enlistment occupation after the termination of the work to which he has been directed. (Direction to work does not apply to those with service on the high seas, or overseas.)

Where an employer's business is carried on in more than one establishment, and where an employee cannot reasonably be reinstated in the particular establishment in which he was last employed, the employer is required to reinstate the applicant in one of his other establishments if it be reasonably practical to do so, and if it has been the practice of the employer to transfer employees of the type of the applicant from one establishment to another.

A person discharged from the Forces in Canada is allowed three months under the Act in which to claim his former employment — or four months if discharged overseas. The Regulations guarantee the applicant this interval between discharge and reinstatement, regardless of whether an employer may in the meantime offer the applicant an immediate return to his employment. It is felt that those discharged from the Forces may require a period for rest or reorientation.

Officers, designated as Reinstatement Officers, will be available for consultation by ex-members of the Forces in regard to return to former jobs. Where a person claims that the reinstatement terms offered by an employer are less than the guarantee given in the Act, the person may accept such an offer without prejudice to full rights, and may then consult with a Reinstatement Officer.

A discharged person, who requires hospitalization or time to recuperate from a physical or mental disa-



bility before returning to work, will be allowed to claim reinstatement during an additional period of six months — in other words, such a person may claim reinstatement within 9 months of discharge or release from hospital in Canada, or 10 months if overseas, but must advise employer within 3 months.

Reinstated employees are to be promoted or given such pay increases which it may be the practice to give due to length of service with the employer, and taking into account the time spent in the Armed Services, or taking into account any useful skill acquired while with the Services in cases where wage rates are adjusted on the acquiring of new skill.

Where an employee after being with an employer for a specified length of time acquires permanent status, time spent with the Forces is to be counted in determining permanency with the employer.

Where it is the policy of the employer to give vacation with pay, time spent with the Forces is to be counted as time in the service of the employer in arriving at the amount of vacation to be given, subject, however, to the reinstated employee being actually in the employment for 90 days in the calendar year after reinstatement—except that an employer may, in accordance with existing practice or under a collective labour agreement, deal more generously with a reinstated employee on the vacation question.

The Act is administered by the Department of Labour through the local employment offices operated under the Unemployment Insurance Commission, and the Reinstatement Officers referred to are

located in these local offices. Disputed cases are investigated, and every effort is made to effect a satisfactory settlement as between employer and employee. Should court action become necessary in any case, to secure the rights of a discharged person, the Department has authority to enter proceedings.

The intention behind this legislation is to make every effort to return discharged persons to their old jobs when they come back, if they wish to return to them, and to return them under such conditions that they will not have suffered by reason of having been absent. It should be added that experience so far has been that employers are very ready to cooperate.

This Act deals only with the return of a man or woman to his former job. Reinstatement in civil employment under this statute does not curtail nor decrease any other benefits from the Government to which a man or woman may be entitled at the time of discharge, or after, by reason of war service.

## **Dominion Civil Service**

### **RETURN OF PERMANENT EMPLOYEES**

It has been provided that permanent employees of the Dominion Government — whether men or women — who are on leave of absence to serve with the Forces may, of course, return to their positions after honourable discharge. They will receive, while actually in the Forces, any credit to which they would have been entitled had they remained on in the Civil Service. This means that they will be given any salary increases or promotion to which they may have been entitled, as well as any seniority credit



they would have earned. The time spent with the Forces is allowed as time to count toward superannuation, under the Civil Service Superannuation Act, without any payment being required from the Civil Servant.

A man or woman must apply for his or her position within six months after discharge from the Forces.

If a permanent Civil Servant is prevented from returning to the Civil Service by reason of a disability developing while in the Forces, his retirement from the Civil Service is dealt with under the Civil Service Superannuation Act in the same manner as though the employee had been continuously working in the Civil Service. Similarly, the widow or other dependents of a Civil Servant meeting death while with the Forces, receives the customary treatment under Superannuation. However, any benefit which a Civil Servant not able to return to his former position (or a dependent in the case of a deceased Civil Servant) may receive under the Superannuation Act, does not deprive the employee of any service pension or other rights to which he or his dependent may be entitled under other legislation, as a result of service with the Armed Forces.

#### **ARRANGEMENTS REGARDING TEMPORARY EMPLOYEES**

(1) Those who were temporarily in permanent positions for which they have qualified may return to those positions within six months after discharge, and if their names in the meantime have been reached on the eligible list, they may have been made permanent. Also, as in the case of permanents, they will receive any salary increases or other benefits

they would have received, had they remained in continuous employment.

(2) Those who were temporarily in permanent positions for which they have not legally qualified are eligible for any equivalent position which falls vacant, if they make application within six months of discharge.

(3) Those temporaries who were in temporary positions may also make application within six months of discharge, and will be eligible for any equivalent positions requiring to be filled.

#### **THOSE ON ELIGIBLE LIST**

Special arrangements are in force regarding those in the Armed Forces who were not, before entering the Forces, in Civil Service positions, but who were on an eligible list with the Civil Service Commission for such a position before enlistment. Such a man or woman will retain eligibility for any position for which he was eligible at the date of entering the Forces, if application is made to the Civil Service Commission for reinstatement of eligibility within six months of the date of being honourably discharged.

#### **RETURNED SOLDIER PREFERENCES**

Certain ex-members of the Armed Forces who, after honourable discharge, may wish to enter the employ of the Dominion Government, will be entitled to overall preference after passing examinations conducted by the Civil Service Commission. This preference applies to those who have seen active service overseas or on the high seas, and who were resident in Canada at the time of enlistment. Thus, it does not apply to those who have not had service outside Canada—nor, in fact, to those whose service



has been confined to the American Continent — unless pensioned as a result of service in Canada.

This preference works this way: an eligible ex-member of the Services, who obtains the minimum marks required on any Civil Service Commission competition, is automatically placed above the civilians on the same list. If more than one ex-serviceman or woman entitled to the preference qualifies through securing at least minimum marks, then all those entitled to the preference are ranged at the top of the list—the marks on the examination fixing the order among the ex-service people themselves.

Applicants on these competitions who have a pensionable disability are given a further preference: pensioners are placed at the top of the list, even among ex-servicemen and women. In other words, the ex-service person who is a pensioner secures a double preference—over civilians, and also over non-pensioners among ex-servicemen and women.

## **CIVIL SERVICE INFORMATION**

Further information regarding reinstatement in or entry into the Federal Public Service may be obtained from the District Offices of the Civil Service Commission at Vancouver, B. C.; Calgary, Alta.; Edmonton, Alta.; Regina, Sask.; Winnipeg, Man.; London, Ont.; Toronto, Ont.; Montreal, P. Q.; Quebec, P. Q.; Saint John, N. B.; Moncton, N. B.; Halifax, N. S.; or the Civil Service Commission at Ottawa.

## **A National Employment Service**

In 1940 the Parliament of Canada passed the Unemployment Insurance Act. This Act set up an Unemployment Insurance System, and as well provided for the creation of a chain of public employment offices across Canada, to be operated by the Dominion Government. Of course to operate an Unemployment Insurance System it is necessary to have an Employment Service so that where possible work may be located for anyone needing it. Then when an insured person cannot be found a job, unemployment insurance benefit is paid (providing, of course, that the applicant complies with the necessary conditions). This does not mean, however, that the Employment Service is just incidental to unemployment insurance: on the contrary, a public Employment Service, giving a free placement service to workers and employers, is a very necessary branch of government nowadays.

Those in the Forces who have been in the United Kingdom may have seen the Employment Exchanges, which are public employment offices finding jobs for workers and also administering unemployment insurance. This is what we now have in Canada.

About the close of the last war, the Provinces set up public employment offices, toward the operating costs of which the Dominion Government contributed financially each year. Under the legislation of 1940, the Dominion Government took over the Provincial Employment Offices in practically all of the Provinces, so that, for the most part, only the Dominion now operates public employment offices across Canada, and the old provincial offices no



longer exist. The Federal Government first started to operate its Employment Service about the middle of 1941. Since that time, local offices have been established in over 200 cities and towns—in fact, there is a local office in every city or town of any importance, all across Canada. At present each local office is known as an “Employment and Selective Service Office”.

These offices have had a big job to do during the war. Due to the fact that nearly always there were actually more jobs than people to fill them, the work connected with unemployment insurance has not been very great; however, the Offices have had to do the work of administering National Selective Service Regulations covering civilian workers, as well as their main work of carrying on as job placement agencies.

In spite of the many handicaps of starting a system of employment offices during a war, over 7,000 of a staff have been recruited, and these people have been trained in the most up-to-date methods of public employment office administration—with the experience of the United Kingdom and the United States being drawn upon heavily in order to better equip the staff of the Canadian service.

For over three years nearly all placement work in commerce and industry has flowed through these offices: when a worker finds it necessary to look for a new job, he registers for work at one of the offices (even before quitting his old job), while the employer needing workers notifies his needs to the office, and is provided with applicants from whom he may choose.

The offices deal with all classes of workers and all

classes of vacant positions—common labour, farm workers, skilled mechanics, clerical workers, stenographers, professional workers in many cases, and in fact with the whole list of occupations.

As will be seen, these local offices now act as points of contact between employer and employee, and thus provide a kind of employment market for the locality. But also, as the offices all across Canada are in touch with one another in regard to vacant jobs or available applicants, and are under national management, the system has been able to transfer thousands of workers from one district to another, in order to provide jobs and to fill up vacancies for men and women in essential industries. In other words, the work of the local office is not at all local, but as a link in a chain its efforts are tied in with the efforts of all other similar local offices in the various Provinces, with a view to securing a proper distribution of workers in relation to jobs available.

All these employment offices are under the administration of the Unemployment Insurance Commission, though for wartime purposes they have actually functioned as a branch of the Department of Labour. The Commission is aided in its work by national, regional and local employment committees, on which labour and employers are represented. In this way, the work of Employment Service has the benefit of the advice of representative employers and trade unionists.

## **Veterans' Placement Advisers**

The Unemployment Insurance Commission has provided for a Veterans' Placement Adviser at headquarters in Ottawa. It is the duty of this officer to



act as liaison officer between the Employment Service and the Departments of National Defence, and also with the Department of Veterans' Affairs. He recommends policies and techniques, and advises generally in connection with the return of demobilized persons to civil employment, and institutes procedures which will ensure that the greatest possible service is given to all discharged persons in finding suitable employment on their return to civilian life. At the five Regional points of the Employment Service, corresponding Regional Veterans' Placement Advisers have also been located, in order to localize the work.

## Finding the Job

Apart from those who wish to return to their old employment after discharge, there will be the many others who will want to find locations in industry. Some of these may first take training, some will wish to go into employment at once. These men and women may be persons of any qualifications—skilled tradesmen, clerical workers, salesmen, or others.

Fitting into civil employment is a matter of qualifications — experience, trade training, education, personality and the like. A good deal of very useful trade training has been given by the Armed Services during the present war. It would be a loss to Canada, as well as a serious loss to the individual, if full advantage were not taken after the war of this wartime training. Hence, a Royal Commission was set up recently to study the relationship between jobs in industry and trade training in the Services, and between training in the Forces and university and other academic courses, with a view to helping the

discharged person to make as much valuable use as possible out of what he or she has learned while serving with the Forces. This Commission will confer with the Provinces, employers and unions in the course of its activities.

The National Employment Service already described will be available to assist all types of persons after discharge from the Armed Services. In each local employment office there is someone to register and generally look after all the ex-service personnel on their first visit to the office. In the larger cities this work sometimes requires the services of several persons, who are specially trained for it, while in the smaller towns the duty is carried out by the manager of the office himself.

It is the duty of the officers who are specially assigned to look after ex-service personnel, to assist each person in locating as suitable a job as possible. Of course, the discharged man or woman may not be permanently placed in employment after once being referred to a job by the employment office. In the nature of the case, there are some trades and occupations—the building trades are one example—where steady employment means placement time after time, for the reason that jobs are necessarily of short duration. Again, there is the case of the person who finds himself in a job which is not satisfactory, and who wishes to make another try. In any circumstances the employment office is always there to assist the veteran, and it is planned that the special attention given to the veteran's case shall not end with the first placement, but shall be a continuous affair for so long as special attention is required.

Then there are those with disabilities. Already



quite a number who have served in the Armed Services have been discharged with some continuing or remaining physical disability. Unfortunately, in the pursuit of victory, continuing disability will overtake others in our Armed Services. Those who are disabled—just as those who come through physically fit—will *want* to work. They will *require* jobs. And the Canada of the future will need their very best services.

Since the last war a good deal has been learned in Canada and elsewhere on the subject of fitting handicapped persons into gainful occupation. There may be some employers who are inclined to think that a man or woman with a physical disability, particularly an obvious disability such as a defect of sight, or arm or limb, will not make an efficient employee. However, a great many industries have learned that, given suitable training where necessary, even with *apparent* physical handicaps men and women more often than not are equally as competent in a great many occupations as are persons fully physically fit. In fact, close study has shown that frequently the physically handicapped person is a steadier worker and an even more faithful employee. The employment placement of the disability case involves careful study of the jobs in industry and of the applicant, in order to adjust one to the other.

Within the administrative staff of the Employment Service and apart from the arrangements to treat with the fit veteran, special officers are being assigned the task of looking after the employment interests of handicapped ex-service people. At head office in Ottawa, at the five regional offices—Moncton, Montreal, Toronto, Winnipeg, and Vancouver—supervisors of this phase of the work have been

appointed, and in the larger local offices specially trained officers are being assigned the task of caring for the placement needs of the physically handicapped. The emphasis will be upon locating for workers with physical handicaps, jobs as permanent as their qualifications may warrant.

The Employment Service will face the task of enlisting the very active support of employers to provide work opportunities for persons with disabilities, while at the same time fitting such applicants as may appeal for assistance in securing work, into industrial vacancies.

At the present time the first contact between the Employment Service and the veteran is at the Discharge Centre. There, officers from the employment office are already interviewing men and women being discharged who want immediate employment, and are advising them about their rights in regard to reinstatement, about unemployment insurance, and as to employment prospects. At the same time the interviewer gives the veteran an Unemployment Insurance Identification Card, a certificate under the National Registration and an Introduction Card to the manager of the nearest employment office. This early interview ensures special treatment as a veteran when later the applicant applies at the employment office. Later, following the creation of Rehabilitation Centres by the Department of Veterans' Affairs, the first contact of Employment Service with the man or woman being discharged may be transferred to these Centres.

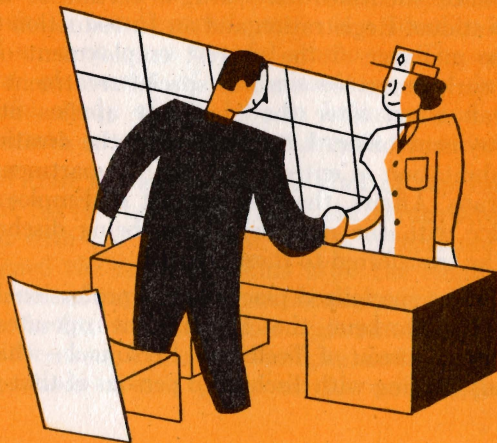
For the specialized placement of professional and scientific workers, the Department operates the Wartime Bureau of Technical Personnel—which is already dealing with discharged persons of that class.



It will be seen from the arrangements just described that the policy of the Employment Service is to assist each and every ex-service man and woman in such a way that he or she may have every opportunity to put all possible qualifications and abilities to the best use, in order to gain and hold as advantageous a position in the community as the veteran himself may wish, and as he may be capable of filling. The policy is to give each as much assistance as possible in establishing himself or herself in a position of independence.

## Co-ordination

There has been appointed an Associate Director of National Selective Service located at Ottawa, to act as co-ordinating officer, assisting in the co-ordination within the Department of Labour of the various functions of the Department in relation to veterans' affairs. This officer also acts as liaison officer with other departments dealing with veterans.



# 3 . . . . . Fitting into Employment

## COMMITTEE ON POST-DISCHARGE TRAINING AND EMPLOYMENT

A year ago a Committee was set up for the purpose of bringing together the efforts of the several departments of the Dominion Government interested and active in the questions of postwar training and postwar employment of members of the Armed Services.

The Committee was established by the Ministers of Labour and Veterans' Affairs. The members of the Committee are senior officers of the different departments, and the Committee meets in Ottawa. In addition to the Departments of Labour and Veterans' Affairs, the Committee has representatives from the Navy, the Army, the R.C.A.F., Civil Service Commission, and Unemployment Insurance Commission. Arthur J. MacNamara, Deputy Minister of Labour and Director of National Selective Service, is the Chairman.

The duty of the Committee is to review all policies touching on the training and employment of ex-members of the Services, and to recommend on the procedures to be followed by the Departments of Labour and Veterans' Affairs in carrying out training and employment programs. This means that consideration will be given to, and recommendations made on, any matters over and above training, which affect the postwar employment of members of the Forces.



While the more general matter of re-establishing workers from munitions and other war industries comes more strictly within the scope of the Departments of Labour and Reconstruction, it is closely related to the problem of re-establishing ex-members of the Forces in industry. Consequently, this same committee is authorized to review the more general question of postwar employment, with a view to fitting the re-employment of members of the Armed Services into the postwar employment picture as a whole.

## Rehabilitation Training

During the war upwards of 250,000 men and women have been trained for war industry, and 120,000 as tradesmen for the Navy, Army and R.C.A.F., by the Department of Labour in co-operation with the Governments of the Provinces. Free use of provincial and local vocational school facilities was made in this project. Necessarily, the experience gained in large scale wartime training will be a real assistance in connection with postwar plans.

By special agreement between the Departments of Labour and Veterans' Affairs, the Dominion-Provincial training program (now known as "Canadian Vocational Training") has been expanded to include rehabilitation vocational training for ex-members of the Armed Services. This plan is already in operation for veterans, and to March 31st, 1945, 9,032 discharged members of the Forces had registered for courses. Discharged members of the Forces registering for courses are beginning to show an increase, but due to the large number of unfilled jobs looking for workers, many of those discharged

from the Forces prefer to take the employment immediately available, and possibly wait till later for trade training.

The particular phases of rehabilitation training which come under the Department of Labour, include trade training whether in industry or vocational schools, and pre-matriculation academic courses. The Department of Veterans' Affairs, having general administrative responsibility for rehabilitation, will itself administer the Regulations which provide for post-discharge training at university level, and also the highly specialized training necessary in the case of those discharged persons suffering from severe disabilities.

Though actual training of the type already mentioned will be under the Dominion-Provincial scheme (Canadian Vocational Training), the eligibility of discharged personnel for training, and the length of training to be given, will be decided by regulations administered by the Department of Veterans' Affairs. No tuition is charged any ex-service person for training given under the program and training allowances are paid by the Department of Veterans' Affairs to cover living and incidental expenses. The amount of these varies according to the marital status of the individual and the number of dependents. Single men with no dependents receive \$60; married men, \$80 plus \$12 a month additional for each of the first two children, \$10 for the third child and \$8 a month each for the next succeeding three children. Use will be made of vocational shops in the regular vocational schools, privately owned trade and business schools, and even correspondence courses will be given in certain cases. Several centres will be especially set



up for rehabilitation training. Also, training directly in employment, that is to say in industrial and commercial establishments, will be given where necessary.

#### *FIVE MAIN METHODS WILL BE USED IN THE REHABILITATION PHASE OF CANADIAN VOCATIONAL TRAINING.*

**1 PRE-EMPLOYMENT CLASSES:** These classes will embrace vocational trade training. The length of the course will depend upon the occupation for which the person is training, his background and existing skill, and the many other considerations which enter into the matter. In so far as is possible, the classes for ex-service men and women will be separate and apart from the usual trade courses given through Canada's vocational schools. Special buildings and equipment will be secured wherever possible and necessary. In all cases the effort will be made to train ex-service people for employment which will be awaiting them immediately on completion of the course. This is a first essential, that training should be co-related, insofar as is at all possible, with the requirements of the employment market.

**2 INDENTURED APPRENTICESHIP:** An important addition to the rehabilitation training plan is the provision made in February, 1944, for agreements between the Provincial Governments and the Dominion Labour Department on the subject of apprenticeship. The Dominion has provided a fund of up to \$1,000,000 for each year, to assist the Provinces in carrying out apprenticeship schemes. The Provinces are encouraged to pass apprenticeship legislation, where they have not already done so. With the co-operation of industrial employers, the

Dominion and the Provinces will provide the necessary teaching facilities to round out what the apprentice learns while actually working on the job. In the case of ex-service personnel the Dominion Government will pay the full cost of those who are approved for apprenticeship training by the Department of Veterans' Affairs. When apprentices enter upon their apprenticeship, the rate of pay they are to receive from the employer will be subject to approval by the Government of the Province.

**3 CORRESPONDENCE COURSES:** The Department of Veterans' Affairs will approve payment for some correspondence courses. The general condition will be that the particular course must be of assistance to the ex-service man or woman in his present employment, or must promise some future solution of an individual's job problem. Courses will not be authorized if started without approval, nor if unrelated to the individual's employment needs. Canadian Vocational Training has already made arrangements with educational institutions offering correspondence courses, to carry through this type of training.

**4 TRAINING ON THE JOB:** In a good many occupations all or most of the training must be given on the job. Apart from the advantage of this type of training fitting a person directly for actual work, it presents the further advantage that it leads directly into regular employment. To as great an extent as may be feasible, training on the job will be given. In order to encourage employers to give training to ex-service men and women on the job, and to assist the trainees, it has been provided that the difference in wages between the amount which it is estimated by the Department of Labour that the



trainee is actually earning, and the maximum sum of about four-fifths of the rate of pay for a fully trained employee, will be made up by the Department of Veterans' Affairs, to assist the trainee during his period of learning. Already a lengthy list of occupations in industry are furnishing the field for training on the job.

**5** *PRE-MATRICULATION TRAINING:* As matriculation is required as an educational level for entrance to some occupations, and as it is an essential for those who may be authorized to pursue University training, the Department of Veterans' Affairs will authorize pre-matriculation courses for some discharged personnel. For the most part these courses will be given in special temporary schools with special arrangements to accommodate those needing tuition in only a limited number of subjects. In many cases full time attendance will not be required.

*THE PRINCIPLES FOLLOWED BY CANADIAN VOCATIONAL TRAINING IN REGARD TO ALL METHODS OF TRAINING, MAY BE SET FORTH IN THIS WAY:*

**a** Vocational training is regarded as a means to rehabilitation. Rehabilitation is not complete until the trainee has been satisfactorily re-established in a peace-time job. Therefore, wherever possible, a definite job is located for every trainee prior to the completion of his course.

**b** The type of training given is adapted to the requirements of the occupation.

**c** The training is selected in accordance with the individual trainee's aptitudes, desires, previous experience and education.

**d** The number to be trained for any individual occupation is regulated to prevent overcrowding in any trade and with a view to avoiding displacement of present workers, and to afford reasonable prospects of employment to those who are being trained.

**e** The advice and co-operation of employers and organized labour will be sought in all training.

**f** Training is given in daytime hours and not on an evening or night shift except under special circumstances or as a temporary expedient. The training cannot, however, always be given in a trainee's home town.

**g** Women have equality with men in all opportunities for training.

Already special courses have been conducted to train instructors for the rehabilitation courses, and as discharges increase, additional discharged personnel will be trained to take over instructional duties.

The broad experience secured through operation of the wartime trade training courses will be of general value in planning and operating the courses for ex-members of the Services.

## Unemployment Insurance

Many in the Armed Services left industry, or maybe left Canada, before unemployment insurance was started, bringing into the field of employment an entirely new measure of security.

Previously when an industrial or commercial employee lost his job and was not successful at once in obtaining other work, he had to live off his savings,



or possibly seek public assistance. Unemployment insurance is an effort to meet this situation in a better sort of way.

It is hoped and expected that employment conditions in Canada will be very much better after the war than they were before, but one does not have to be doubtful of the outlook to realize that there will always be "breaks" in the employment of a good many wage earners—that due to the weather, to business conditions in other countries, to changes in methods of production, to changing public demands for goods and to a variety of other causes, many industrial workers are bound to pass through periods, however short, when a job just cannot be located at the moment. Unemployment insurance aims at giving financial aid to insured workers when they come to one of these out of work "breaks".

No doubt even a brief description of unemployment insurance will be of interest to the members of the Forces who will be returning to take up jobs, but one point will be of even greater interest than the general description: steps have been taken to give free credit under unemployment insurance for time spent in the Forces after June 30th, 1941.

Unemployment insurance in Canada is contributory, which means that the insured worker pays into the Fund set up under the Act. The employer also pays on each insured employee, while the Dominion Government likewise pays a sum into the Unemployment Insurance Fund.

By reason of contributing, a worker *earns* a definite right to receive unemployment insurance benefit at any time he or she is unemployed and qualifies under the terms of the Act. This means that

the benefit is not a gift nor a grant from the Government, but a payment to which the worker is entitled in the event that he becomes "unemployed" and eligible for benefit, under the conditions set out in the law.

Once unemployed, the length of time during which an insured worker may draw benefit is regulated by the length of time during which he has made contributions while working. Similarly, the rate of benefit to which a worker is entitled, is fixed on the basis of the rate at which the employee paid into the Fund. It is easy to see why it is to the advantage of insured workers to have paid contributions for a considerable period of time. The scheme under which time with the Armed Forces after June 30th, 1941, is allowed for unemployment insurance purposes, is aimed at giving the members of the Armed Services the same credit in point of time as they would have had if they had been working in industry rather than serving with the Forces.

The Unemployment Insurance Act was passed by Parliament in 1940, following a change in Canada's Constitution under which the Dominion Parliament was given the legal right to put the scheme into effect. In September, 1940, a three-man commission, located at Ottawa, was set up to administer the law. One of the three commissioners is chosen to represent workers, a second to represent employers' groups, and the third is an impartial chairman. Thus the commission represents the three interests involved in the system—the workers, employers, and the Government.

About 2,750,000 men and women in industrial and commercial employment are "covered" or insured by the Act. Some lines of employment are not



covered, but generally speaking, industrial employment in mine, mill and factory, on construction projects, in offices, and so forth, are all included. Jobs in agriculture, domestic service, charitable institutions, police service, with a provincial government, and as a teacher, are the more important lines of work not insured, these being omitted for various reasons. Employees on an hourly, daily or weekly wage, or at piece work rates are insurable, regardless of the amount of earnings. Persons with their rates of pay fixed on some other basis, are insurable only when earnings are not over \$2,400 a year.

Employed persons 16 years of age and over, are classified into seven wage classes, according to the amount of weekly earnings. The least an insurable employee pays is 12c a week: as the worker earns more, he moves into a higher wage class, and pays slightly more. The top wage class is made up of those earning \$26 or more in a week, and these people pay 36c a week, which is the highest contribution made by an employee. Employers pay from 21c to 27c a week for each employee (16 years or over). In the case of lower paid workers, the employer's contribution is somewhat more than that of the employee: in the higher pay bracket, the employee pays a little more than his employer. In the total all employers pay just about the same sum as do all the workers. The Government then adds to the Fund a sum equal to one-fifth of the total paid jointly by employers and employees—while the Government also pays the cost of administration.

Employer and employee contributions to the Fund began at July 1st, 1941. At March 31st, 1945, there was \$260,417,485.79 of a balance in the Fund. To the same date benefit paid to persons temporarily

out of work had reached the sum of \$7,450,470.37.

An insured worker must be "unemployed" to qualify for benefit. This means that he must be capable of and available for work, but unable to obtain suitable employment. Unemployment insurance is not health insurance, so that if a worker cannot be on the job by reason of being sick, as he is not capable of taking work he cannot in consequence qualify as being unemployed. Similarly, if he is involved in a work interruption due to an industrial dispute, he cannot qualify. Moreover, while drawing benefit he must be ready to take any course of instruction or training approved by the Commission. He must make regular application for his benefit, and prove that he is out of work. Also (and this is an important condition) he must have contributed to the Fund for not less than 180 days during the two years immediately before he files a claim for benefit.

There are other conditions covering payment of benefit in some cases, but these need not be gone into here. For example, if a worker leaves his job without good cause, he cannot qualify immediately for benefit. But viewed from the more positive side: if an insured worker loses his job through no fault of his own, and is unable to obtain other work of about the kind he is accustomed to, at about the rates of pay he has been earning, he can qualify as being "unemployed" and will be entitled to benefit.

It may be noted, too, that a worker does not forfeit his right to receive benefit because he refuses to accept a job which is vacant through a work stoppage due to an industrial dispute, or because he refuses work which is definitely unsuitable for him.

When first starting to draw benefit in a "benefit



year," an insured person is entitled to benefit for every day of unemployment commencing with the tenth day: in other words, benefit is not paid for the first nine days of unemployment, these being called the "waiting period". Also, where a person is unemployed only odd days in a week, he receives benefit only for the second and later days of the week in which he is out of work. With these two exceptions, benefit is payable for any day of unemployment, so long as the amount of benefit received in a "benefit year" does not exceed the limit under the Act. Time during which benefit may be drawn in a "benefit year" is limited by this rule: the maximum is set at one-fifth of the number of days during which a worker has contributed over the preceding five years, minus one-third of the days during which he has drawn benefit in the three previous years. To illustrate: if a worker has paid into the Fund for 1,200 days during which he has worked in the last five years, and if he has not drawn any benefit during that period, once his benefit starts he is entitled to draw benefit during periods of unemployment up to a limit of one-fifth of 1,200, or that is, 240 days, during a "benefit year." If the same insured worker had drawn benefit for 300 days during the preceding three years, then the total duration of his benefit would be reduced by one-third of the 300, or by 100 days. In these circumstances, his benefit would run only for 240 days less 100, or for a total of 140 days.

Once an insured worker has drawn all the benefit he is entitled to in a period of twelve months or less, his "benefit year" is ended. He cannot again draw benefit until after he has worked in insurable employment for 60 days, after the commencement of

the previous "benefit year," and until after he has once again put in his "waiting days". If he becomes unemployed after contributing for at least 60 days, then once his waiting days are completed, he is again eligible for benefit, and the basis for deciding the time during which he may draw benefit is the same as in the case of his first "benefit year".

The rate of benefit is related to the rate at which the employee has contributed. A person with a dependent—a wife, or husband or child—receives benefit at a weekly rate of 40 times the rate of his contributions: a person without dependents receives benefit at the rate of 34 times the rate of his contributions.

The rate of benefit for a single person ranges from \$4.08 for a full week to \$12.24—for a person with a dependent, from \$4.80 to \$14.40 a week.

Claims for benefit are handled through the Employment and Selective Service Offices (already referred to in connection with the Employment Service). Means are provided so that the rights of insured workers are fully protected: an appeal system against the decisions of officials ensures careful consideration of each case, and a guarantee of the rights of the individual.

Such, in short, is the unemployment insurance system. Now to explain how this is of direct interest to those in the Armed Services who will be returning to or entering industrial or commercial employment after discharge.

After a former member of the Armed Services has completed 15 weeks in insurable employment, he or she will be given credit under unemployment insurance for all time spent in the Forces after June



30th, 1941. This is covered by the Post-Discharge Re-establishment Order, administered by the Department of Veterans' Affairs, which provides a series of benefits for members of the Armed Services. The 15 weeks in insurable work must be within a continuous period of 12 months. The time after June 30th, 1941, in the Forces is then allowed without contribution by the employee, as though that time itself had actually been spent in insurable employment—and taking into account all the time credit of the employee, he will then be given exactly the same treatment under the Act as is any other contributor in like circumstances.

The Dominion Government pays into the Unemployment Insurance Fund the total contributions—employers', employees' and the Government's own share—to make up for time allowed while with the Armed Forces.

If a person entered the Armed Services after June 30th, 1941, and if before entering the Forces he or she made contributions under unemployment insurance, those contributions probably will still count after discharge—certainly they will when not more than five years old. Those earlier contributions carry with them such credit as they may entitle the contributor to under the Act. For example, contributions which were made to the Fund by an insured worker in 1941, will earn him the same credit toward benefit as the contributions of that year would do, had he never left insurable employment.

## Out-of-Work Benefit

In the description already given of how unemployment insurance is made to apply to discharged

persons, it will have been noted that unemployment insurance benefit is payable to a discharged person only after he has worked for 90 days in insurable employment, and providing that benefit is payable otherwise under the terms of the Act.

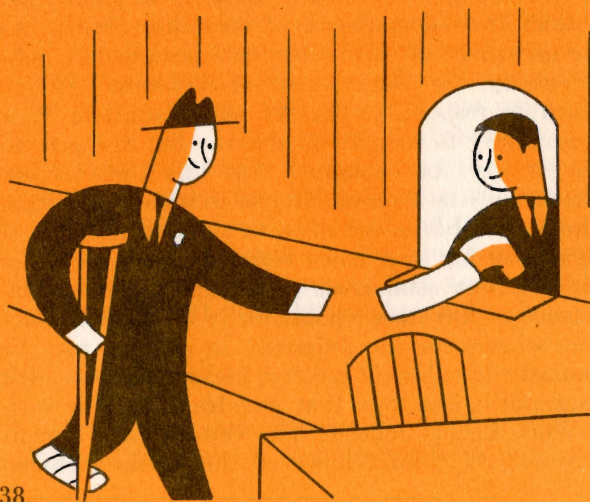
What arrangement, it may be asked, is there to provide benefit for the veteran who has not had 90 days in insurable employment, but who although available for work is unable to obtain suitable employment? Or, what of the veteran who has begun to draw unemployment insurance benefit, but has exhausted his rights—is there any provision to cover the periods when he is out of work through no fault of his own?

The answer to these questions is that under the Post-Discharge Re-establishment Order—the same Order which credits time in the Forces for unemployment insurance purposes—provision is made for a system of Out-of-Work Benefit, separate and distinct from unemployment insurance benefit. As the provisions of this Order have been widely publicized by the Department of Veterans' Affairs, which is responsible for its administration, it is unnecessary to recount them here—but in a general way it may be explained that this Out-of-Work Benefit may be claimed, subject to some limitations, when a veteran is out of work through no fault of his own or her own, when benefit rights have either not yet been established under unemployment insurance or have been temporarily exhausted under that scheme; or the difference in amount may be claimed where benefit payable under unemployment insurance is less than that payable under the Out-of-Work Benefit scheme. The Out-of-Work Benefit may only be drawn, however, during the eighteen



months following immediately after discharge, and then for a total of not more than fifty-two weeks.

It will be recalled that the length of time during which unemployment insurance benefit may be paid to an insured worker, is reduced by reason of benefit having been received during the three years previous to a claim being filed. The formula covering this matter has been dealt with earlier. Similarly, when a discharged person once comes under unemployment insurance, the length of time during which benefit may be drawn in a "benefit year" may be reduced owing to the fact that Out-of-Work Benefit has been drawn at an earlier date. In other words, in computing unemployment insurance benefit, Out-of-Work Benefit already drawn is taken into account in the same fashion as is an earlier payment of unemployment insurance benefit itself.



## 4 .. New Conditions

### Employment Prospects

Broader plans for providing jobs come under the heading of general Government policy, which it is not the intention to deal with in this booklet. Suffice it to say that at the present time the postwar prospects for employment—a job for each man or woman wishing to work—seem to be reasonably promising.

A great volume of industrial production, unnecessary in wartime, awaits the return of peace. Public and private construction has had to be sidetracked during the war, except where necessary to the war effort, but will be available to provide jobs immediately the war stops. New industries, using wartime discoveries in Canada and abroad, are promised for the postwar period. These sources, to which must be added much public and semi-public planning to head off unemployment, provide a rather bright outlook. Dislocation is bound to occur as soon as any large part of the war finishes. Through planning it is hoped to keep this dislocation to a minimum. The machinery already planned to take care of the change-over should have beneficial effects for the country as a whole and for the individual.

### Postwar Employment Surveys

Naturally, with the end of any large portion of hostilities, great changes will take place in Canadian



industry—large scale shifts of workers will occur, at the same time as members of the Forces are about to seek work. To meet the employment situation which will then develop, to ward off needless unemployment, much planning is necessary. As an important part of this planning—as a background for it, in fact—Postwar Employment Surveys are being conducted through the Research and Statistics Branch of the Department of Labour.

The first phase of the Survey was an investigation of the employment situation which is likely to exist in the case of the larger employers in Canada—those with 200 or more employees. More recently the plan is to bring into the field of investigation the smaller employers as well, those having fewer than 200 employees.

The enquiries deal with all the factors which will enter into the question of how many jobs industry will provide after war production has been finished. Questions are asked on a variety of matters, such as: how many workers the firm will probably employ immediately after the war; what plans the firm has for conversion to peace time production; what facilities are available for postwar trade training within the plant; what effect on employment will the return of former employees, now with the Forces, have on the general volume of employment; and what estimate has been made of the decrease in staff when war contracts are closed out.

It might be added that employers have shown every willingness to be helpful in connection with these enquiries, and have provided all the information they have available to assist in planning postwar jobs.

Another survey also being made, is aimed at measuring shifts among civilian workers, by securing information on their postwar intentions.

## National Selective Service

National Selective Service is the name applied to a body of wartime regulations, administered by the Department of Labour, in an effort to secure a full utilization of Canada's manpower in the interests of our war effort.

That part of National Selective Service known as "The National Selective Service Mobilization Regulations" gave the Department authority to carry through the military call-up.

The balance of Selective Service orders, known by the name "National Selective Service Civilian Regulations," relates to the control of civilian employment. These Regulations are administered through the Employment Service, operated under the Unemployment Insurance Act, which has been described earlier. In dealing with the Employment Service it was explained that the local employment offices are known officially as "Local Employment and Selective Service Offices". It is through their responsibility for administering much of the National Selective Service Civilian Regulations that the local offices earn the latter part of their name.

The Civilian Regulations were put into force in March, 1942, and, with variations, have continued in effect since that time. Briefly, employers have been required to secure their workers through the Employment Service, while workers seeking jobs have had to secure permits in order to legally engage in a new position, in practically all industries outside



agriculture. Also, in essential industries—industries on war production or engaged in essential civilian services—workers have not been permitted to leave their employment nor to be dismissed, except under National Selective Service permit.

These Regulations were designed to meet the situation which was created by general shortages of workers. A system of labour priorities was adopted, under which every class of employment was given a priority rating. In issuing permits to employers to engage workers or to workers to accept employment, the local employment offices have enforced the priority system: that is to say, they have withheld workers from non-essential employment and have referred them to jobs which were considered to be important in wartime. Also, Selective Service Regulations have given certain power to "direct", that is to say, to "order" unemployed persons to accept specified work, and they have also given authority to require employers to release employees if the need of another industry was of greater consequence to the war effort.

Much could be written of the operations under National Selective Service Civilian Regulations, but it will be sufficient for the present purpose to merely mention that a great many transfers of workers from industry to industry, and from area to area have, been carried out under the authority given by these Regulations.

Coming now to the connection between these wartime Regulations and peacetime conditions: one may well ask, what will be the future of these Regulations in the postwar period? Whether the Regulations will continue after the war will unquestionably

depend upon what conditions we then face. It would seem to be a reasonable guess, however, that the compulsory features involved will disappear very shortly after the end of hostilities. Compulsion in civilian life and the freedom of democracy do not go hand in hand. Democracy will discipline itself in an emergency, but when the emergency has passed the democrat expects that the coercion will finish. Hence, it is probable that these Regulations will disappear rather rapidly after the end of the fighting. There is this also to be said: the Regulations were fitted to channel labour into the industries essential to the war effort. They were necessary because of wartime labour shortages, with workers sorely needed in a concentrated group of industrial producers. With the return to peacetime conditions, the need of the Regulations will have disappeared very largely, if not wholly. Therefore, one may about assume that these Regulations will not survive the war.

However, what will survive the war insofar as these Regulations are concerned, is the experience in employment and industrial matters which they have developed. The experience in transferring workers from industry to industry and district to district, could scarcely have been gained on such a broad scale in any other manner. This experience has been accumulated in the 200 local employment offices. Even without compulsory regulations back of it, the job of transforming industry to a peacetime affair will require much the same technique as was used in the change-over to war production. Hence, this experience should be very valuable indeed in the post-war period, in connection with the handling of after-the-war employment problems.

The National Employment Service should be the



better equipped by reason of the experience and the familiarity with industry which it has acquired during the stress of the war emergency.

## Wage Control

In the past, wars have always brought with them economic difficulties for the populations of the countries engaged, and frequently even for neutral countries. These economic difficulties were felt, not only by countries actually ravaged by the horrors of war, but by those which seemingly remained untouched. The most prominent difficulty was always "inflation"—which to the average man or woman meant rapidly rising costs of everything people had to buy. These soaring living costs, usually coupled with shortages of supplies of many essential items, brought great hardships, particularly for people living on savings or fixed incomes, or on small earnings. Canada had her experience of inflation during and immediately following the war of 1914-1919. In a period of inflation it always seems that wages and salaries never succeeded in the struggle to keep pace with rapidly rising living costs, so that anxiety and industrial disturbance were added to the other difficulties.

From the beginning of the present war Canada made an effort to control prices, to prevent economic uncertainties and anxiety for the individual, and to assist in providing essential goods for the Armed Services, for the Allied Nations and for civilians.

Efforts earlier in the war having proved only partly successful, a "price ceiling" was introduced after the middle of 1941, in order to halt the rapid increase in prices which was then taking place. This means that it became illegal to raise prices for goods or services without Government authority.

Wages and salaries received by the workers in industry make up a large part of the cost of the production of goods, or the furnishing of services. Hence, when decision was taken to rigidly control prices, it became necessary that steps should be taken at the same time to control wages and salaries. If wages and salaries were not controlled but continued to move upwards at a fairly rapid rate, the "price ceiling" could not be held, and the wage earner would suffer. Therefore, from November, 1941, control of wages and salaries was introduced.

After November 15th, 1941, it became illegal for an employer in almost all lines of employment (except domestic service and agriculture) to change wage rates which were in effect at that date, without the permission of one of the boards set up under the controlling regulations. (Wage rates up to 35 cents an hour are not controlled.)

To administer the wage control regulations, a series of War Labour Boards were established. Wage matters in industries considered "national" or "inter-provincial" are within the jurisdiction of the National War Labour Board—a three-man Board located at Ottawa. To handle wage questions in other industries, nine regional Boards (one in each province) have been created. All Boards are named with a view to having representatives of labour and of employers among their members.

At the present time, a Board has authority to order that a wage increase be granted in a given line of employment, providing that the Board is satisfied that continuance of the existing wage rate will cause employees to suffer a "gross inequality" or a "gross injustice", or provided that the Board is



satisfied that the workers affected have not received increases since the war started, to the amount of the full cost-of-living bonus.

Before the wage control regulations came into force in November, 1941, Government policy had favoured the payment to employees by employers of a bonus to compensate for living cost increases which took place after the beginning of the war. Many employers had voluntarily paid this bonus. With the introduction of wage control, the bonus became compulsory for any living cost increases occurring after November 15th, 1941. Full bonus was set at the rate of 25 cents a week for every rise of one point in the cost-of-living index, with lesser amounts provided for female workers and for male workers under age 21 earning less than \$25.00 per week. At February 15th, 1944, employers in industry were required to add the cost-of-living bonus then being paid to basic wage rates, and while the Government announced that further cost-of-living bonus would not be given, a promise was made that if fairly serious rises took place in the cost-of-living (in spite of renewed Government efforts to hold the price ceiling) the whole matter would be further reviewed.

From the start of the war to the time wage control became effective in November, 1941, the cost-of-living showed an increase, according to official figures, of 14.6 per cent: from the start of the war to April 1st, 1945, the cost-of-living showed a rise of 17.8 per cent. From the time the "price ceiling" was put on in November, 1941, to April, 1945, the official figures show a cost-of-living increase of less than 3 per cent. In the same time the index of wage rates in Canadian industry has shown a more substantial increase.

The War Labour Boards deal with rates of pay for all employees not above the rank of foreman, and although the Boards report to the Minister of Labour, they have about the same independence of action as a court of law.

Rates of pay for people above the rank of foreman are also subject to control. This control, however, is administered by the Minister of National Revenue, as the Wage Control Order does not include *salary* control.

## Wartime Labour Relations Regulations

A very important move in the field of employer-employee relations in Canada, was made by the introduction of the Wartime Labour Relations Regulations, which were adopted by the Federal Government through an Order in Council passed in February, 1944.

These Regulations give legal recognition to the right of employees in Canadian industry to organize among themselves, that is, to form or join trade unions or other employees' associations, for the purpose of advancing their economic interests.

Further, it is provided that collective bargaining between organized employees and their employers shall be compulsory. An employer is not allowed to refuse to bargain with his organized employees, providing that the steps set forth in the Regulations have been complied with. An employer and a trade union may still enter into an agreement on working



conditions, entirely apart from the Regulations. But where they choose to do so, a trade union or an employees' association may make formal application to a board established under the Regulations, for the appointment of "bargaining representatives"—that is to say, for the formal appointment of persons selected by the union to represent them in negotiations with the employer. Then the employer must negotiate with these representatives.

The Regulations provide the steps which are to be taken in negotiations between an employer and his employees for the purpose of avoiding, insofar as may be possible, any danger of an interruption of work through an industrial dispute. They aim at continuing negotiations until an agreement acceptable to both parties is reached. The Regulations take the place of the older Industrial Disputes Investigation Act for the duration of the war.

Industries which are considered to be "national" or "interprovincial" in character, are covered by the Regulations; and also, a long list of specified industries declared to be "war industries" are similarly brought under the provisions. Other industries which are considered as remaining under provincial control, even in wartime, may be brought under the Regulations by provincial legislation.

The Regulations aim at making it a joint responsibility between employer and trade unions, to arrive at agreements covering working conditions, and to avoid disputes which may interrupt work. Also, certain practices on the part of employers and employees are mentioned as unfair, and prohibited. For example, an employer may not do anything which would be aimed at controlling an organization among his employees. Similarly, an agreement once

entered into must run for twelve months, and neither employer nor employees can force a change in its terms until it has expired.

Already, the provinces of Nova Scotia, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, and British Columbia have concluded arrangements with the Dominion Government under the Regulations. According to these Dominion-Provincial agreements, the province takes over the responsibility of administering the Regulations, not only as covering provincial industries, but usually as covering all industries within the province which are normally considered as in the provincial field. This means that many of the "war industries" although the Dominion has taken temporary jurisdiction over them during the war, nevertheless come under the provincial authority for the purpose of the Wartime Labour Relations Regulations.

A Board, located at Ottawa, has been set up to handle the Federal part of administering these Regulations: this Board is known as the Wartime Labour Relations Board (National) and consists of a chairman, a vice-chairman, four members appointed after consultation with the trade unions and four members appointed after consultation with employers' organizations.

In most cases where the provinces have made agreements with the Dominion to handle a part of the administration, a Board has been set up within the province, by the Dominion and Provincial Governments, for the purpose of carrying on the provincial administration. On these Boards, also, employees and employers are represented.



While the Wartime Labour Relations Regulations have been made under the authority of the War Measures Act, and therefore might be considered as remaining in force only for the duration, it is expected that the principles contained in the Regulations will be continued in postwar legislation in some form or other.

END

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