SUBSBOTION III

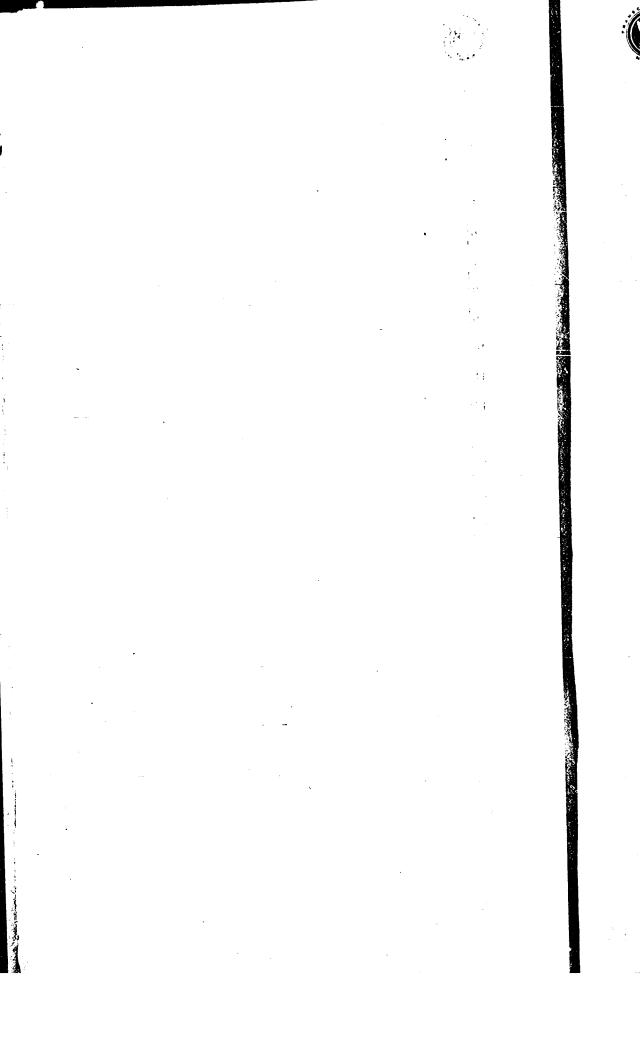
PART I - QUALIFICATIONS AND RECORDS

INTRODUCTION

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In its Second Report in September last, Training and 4 Apprenticeship as they affected the Veteran were dealt 5 with at some length. The broad aspect of the subject 6 was reviewed and several recommendations designed to 7 assist the Veteran seeking to enter or follow a trade were made. A further opportunity was offered in the 8 hearings just concluded to investigate this subject 9 in greater detail, particularly the situation in the 10 Frowince of Quebeo, and the findings reported in 11 September are for the most part confirmed. 12 The Commission regrets that many of its recommendations 13 do not appear as yet to have been made effective, 14 particularly the followed Recommendations: 15 Bstablishing Trade Standards Recommendation No.69: 16 Recommendation No. 70: Designating of more appren-/ ticeship trades. 17 Recommendation No.72: Standardization of Trade 18 Tests. 19 Supplementary Training. Recommendation No. 74: Recommendation No. 75: Supervision of Training. 20 Living Accommodation. Recommendation No. 761 21 Recommendations Nos. 73 and 77 are only partially so. 22 The Commission is convinced that not only is the present 23 and future welfare of the Veteran being prejudiced by 24 the continuing failure to implement these Recommendations 25 which deal particularly with Training and Apprenticeship, 26 but that the general improvement of all tradesmen and the 27 trades in which they are employed is thereby delayed and 28 handlosped. It is hoped that means will be found at the 29 earliest opportunity to put these recommendations into effect. 30



The hearings just concluded in the Province of Quebec were directed primarily towards ascertaining the results obtained from the "On-the-Job" Training Programme by those veterans who had chosen that means of preparing themselves for return to civil life with the assistance of Order-in-Council No. 9597. Not as much as was anticipated or desired was learned at first hand from the veterans participating. The Programme had not been underway sufficiently long to provide much experience. Further, although there were many veterans so employed, there were many hundreds more who had applied for this type of training but who, for reasons referred to elsewhere in this section, had not been able to commence their courses or start on their employment.

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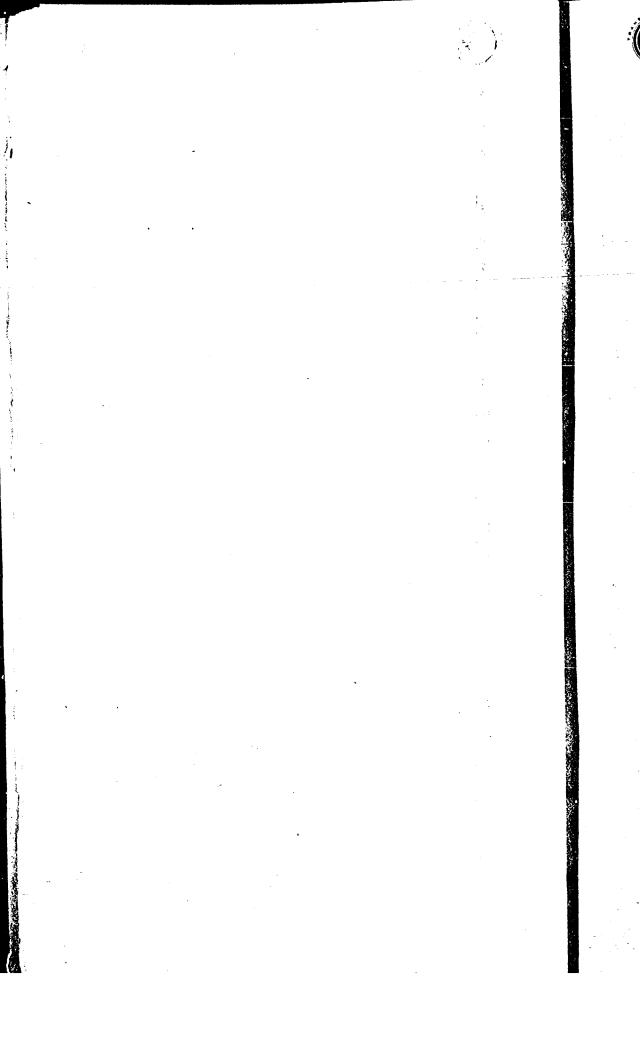
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"Training-on-the-Job" was visualized as a means 14 of providing veterans with training which would 15 eventually qualify them for employment at wages higher 16 than normally received by the so-called unskilled 17 workers. It was hoped that the in-Service training 18 received while members of the Forces would provide at 19 least the basis upon which to build further civilian 20 training. The Commission was therefore vitally interested in the methods whereby a tradesman's skill 21 and knowledge were obtained and measured in civil life. 22 Through such methods must the majority of ex-service 23 men aud women be assessed on entering their civilian 24 vocations and callings; by these methods will their 25 knowledge and skills be measured and their scale of 26 remuneration determined. 27

In the Province of Quebec trades skills are classified and measured mainly by the following methods:-Provincial Licenses

Competency Cards



Union Cards

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Technical and Vocational School Diplomas and Certificates

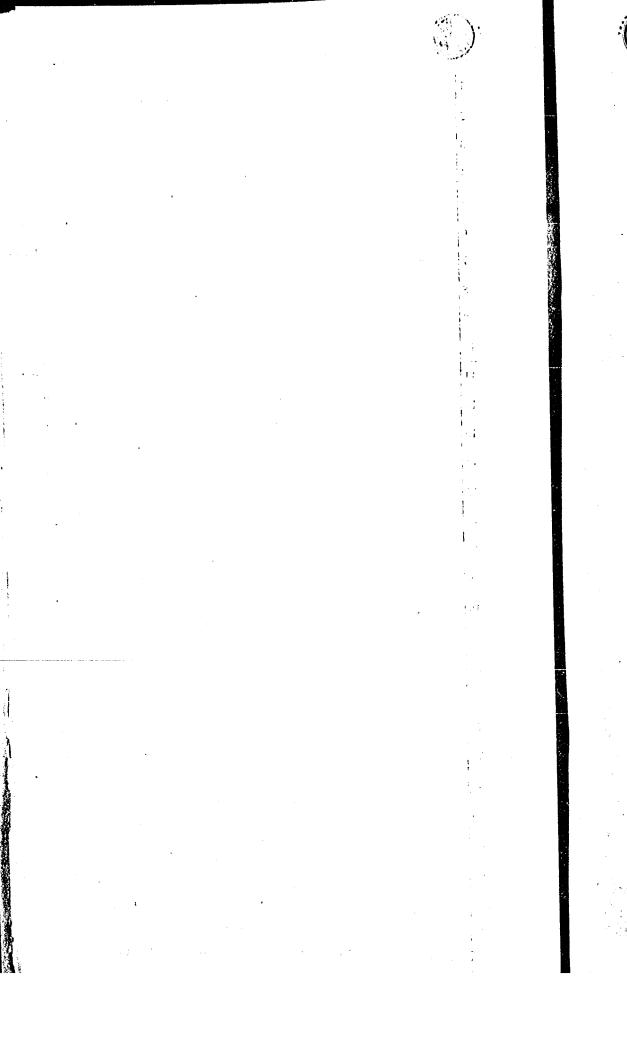
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Employer's Records

Employer's Assessments.

All these methods have certain things in common. They all presuppose a period of training which will vary, according to the trade, from a few days to several years dependent upon a number of factors. In most trades this period is arbitrarily fixed and there is soldom any determinable relation to the actual time it may take the average individual to master the intricacies of the trade. Nor is there any general attempt to define what the socalled qualified journeyman should know and be able to do in order to reach and maintain that status. Neither is it in evidence that there is any attempt to control the training of apprentices or trainees to ensure that their training covers the whole field of their chosen craft. 16

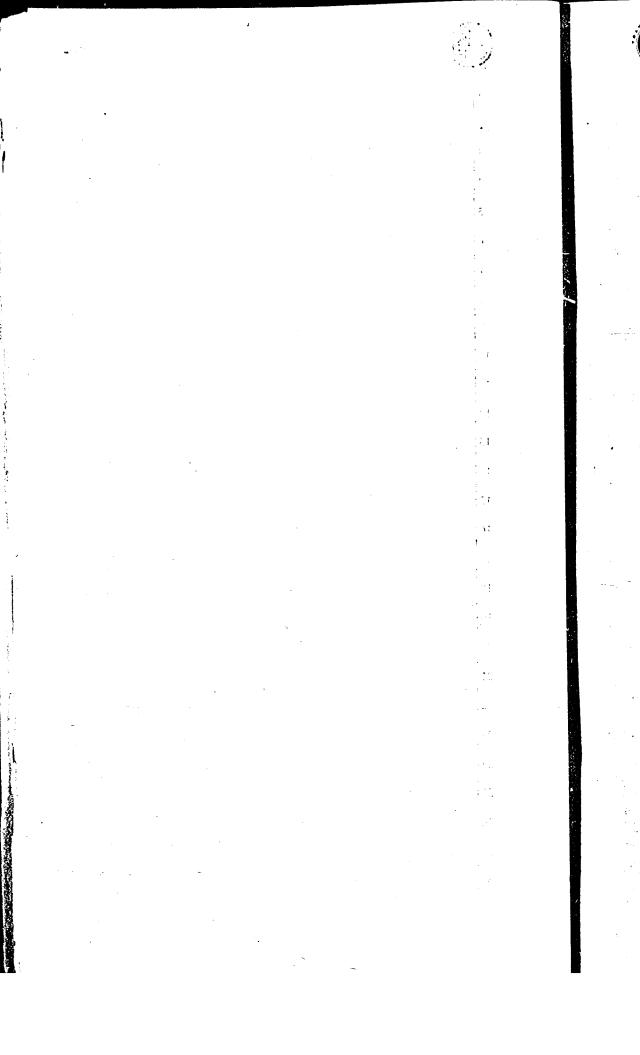
The methods whereby the skill and knowledge acquired 17 by apprentices are determined and measured are of the 18 utmost importance to the trainee and journeyman alike, as well as to the trade generally. That fact is being 19 realized more and more by employers who during the War 20 were forced to employ unskilled and untrained workers 21 in their undertakings, and are now brought to the 22 realization that improved and definite measures of 23 training their employees, actual and prospective, must 24 replace the hit or miss methods prevalent before the War. 25 They are of the utmost importance to the tradesman as his assessed standing in the skills and knowledge of his 26 oraft or calling determines his minimum scale of wages 27 and, in the controlled trades, whether or not he may 28 seek and retain employments. The Commission, therefore, 29 inquired most carefully and to as full an extent as was 30 possible with the time at its disposel into the existing



B-4 regulations and customs governing the subject. Its findings divided, so fer as possible with such inter-2 related facts, into their component parts, follow. 3 1. PROVINCIAL LICENSES 4 In Quebec the Provincial Covernment has reserved 5 to igself the sole right to license those who would 6 engage in certain trades in the Province. Legislation 7 has been passed to regulate the following occupations:-8 Plumbers and Steamfitters 1. (R.S.Q. Chapter 178) .9 Electricians 2. (R.S.q. Chapter 172) 10 Stationary Engineers 3. 11 (R.S.Q. Chapter 173) 12 (For further details and text see Section III and exhibit I) A special investigation in Toronto disclosed that 14 the Ontario Provincial Government has taken steps to 15 make effective the provisions of its Apprenticeship 16 Act (R.S.O. 1937, Chapter 198) in respect to certain "Designated" trades. The trades brought within its 17 provisions to date comprise all the Building Trades, 18 the Motor Vehicle Repair Trade, and Hairdressers. 19 Indications are that other trades will seek to have 20 themselves brought under its provisions shortly. Under 21 the legislation referred to in both Provinces and the 22 regulations published thereunder all who wish to engage 23 in any of these brades sust first satisfy the Government examiners that their qualifications obtain to at least 24 the minimum shandard fixed. In Quebec, these staudards 25 are obviously determined with a view to the public health, 26 safety and welfare rather than to any intrinsic interest 27 in setting a high standard of oraftmanship, although the 28 minimum period of training is set. 29

Consideration has been given by the authorities 30 concerned to the Veterans who have completed part of their

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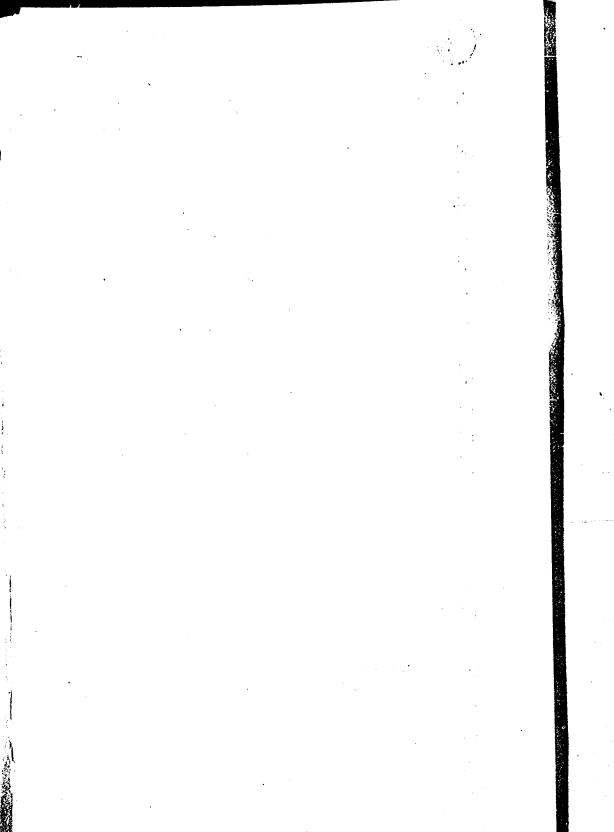


training or who may wish to enter these trades. On July 3, 1945, Honourable Antonio Barrette, M.L.A., Minister of Labour for the Province of Quebec by a letter urged all other trades' governing bodies to follow the lead of the Government in granting to those who had followed a trade in the Services credit for the time spent on such trade towards achieving journeyman status or a higher apprentice classification. (K68-AB) 8 STATIONARY ENGINEERS

Through their Union Secretary, Mr. Prezeau, the 9 Commission learned that even prior to the Minister's 10 letter the Stationary Engineers had made arrangements 11 with appropriate authorities of the Royal Canadian Navy 12 to obtain official records of the time spent on their 13 trade in that Bervice of their members. Full oredit towards their tickets and seniority is given for this 14 time. It also appeared that many of this calling wrote 15 trade examinations while still in the Service as seen as 16 they were qualified to do so by the time spent in their 17 The Commission regrets to report that this cotrade. 18 operative stitude does not appear to prevail across 19 Canada in this trade.

20 The opportunity for employment in this trade is somewhat limited. It is a trade of stable employment. 21 It is not as dependent on the general economy as most 22 others: There are a limited number of positions in 23 each plant and the number does not change in harmony 24 with the production payroll. Most positions are now 25 filled and it is difficult to find vacancies even for 26 those who have had experience and possess a certificate. 27

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PIPE TRADES AND ELECTRICIANS

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The two other trades to which entrance as a journeyman is controlled by provincial license are plumbing and electricians. The policy of the government of relaxing apprentice time requirements for the benefit of veterans 5 has already been mentioned. It is possible for a veteran 6 to obtain his license in less than the norman four year 7 apprenticeship period if he can pass the examinations leading to the granting of a license. 8

There are courses available for both trades. But 9 there are not sufficient vacancies on these courses to 10 enable all the veterans who wish to attend. The electri-11 cians' training appears to be particularly popular with 12 ex-servicemen, and a large number of Veterans have applied 13 but there is some hearsay evidence that pressure has been 14 applied by a Syndicate to limit the number accepted for 15 training. There is the capacity to take on more students on the courses and there is no oritical shortage of 16 instructors or material. (Although all material desirable 17 is not immediately available). The number allowed to enter 18 a course is limited apparently to the number whom it is 19 felt the trade can absorb on graduation and provide 20 employment for further training-on-the-job. Other factors 21 affecting these trades are considered elsewhere in this 22 section.

23 COMPETENCY CARDS 2.

The Collective Agreement Act (R.S.q. 163) provides 24 a means of giving legal effect and general application 25 within a defined area to any agreement as to working 26 conditions reached between representatives of employers 27 and employees in any trade, industry or occupation. 28 (See Section III and Exhibits). Under this Act a Parity Committee giving equal representation to the employee 29 and employer organizations concerned must be formed to 30

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administer and supervise the working of the agreement. 1 The Committee may make it obligatory for every 2 employee subject to the agreement (which means every 3 employee in the trade within the area defined) to obtain 4 a Certificate of Competency before he can obtain employ-5 ment. According to the Ast these certificates can only 6 be granted after exemination of the applicant's trades 7 qualifications by a Board of Examiners appointed for that purpose by the Parity Committee. 8 By Section 36 of the Act the provisions 9 respecting the requirement of a Competency Certificate 10 to obtain employment and the necessity of submitting 11 to an examination to determine trade qualifications 12 are specifically made inapplicable to: 13 Labourers or workmen who do not specialize, 1. 14 Employees holding a License under an Act 2. of the Quebeo Legislature or the Dominion 15 of Canada, Employees who work as clerks or office 16 3. employees, or employees whose work requires no apprenticeship. 17 Representatives of Parity Committees expressed 18 themselves without a dissenting voice as wishing to 19 co-operate to the fullest extent possible in the re-20 establishment of the veteran and in endorsing the 21 recommendations contained in the Minister's letter of July 3, 1945 above mentioned. 22 COMPLAINTS BY VETERANS 23 It should be interjected here that the 24 Commission was unable to find one instance in which 25 any veteran had been refused a Competency Card unjustly 26 or been dealt with unfairly. Nach Parity Committee 27 representative was asked whether any veteran applicant had been refused the right to enter its trade. All 28 answered in the negative, although there were naturally 29 instances sited where the classification given a veteran 30

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was not as high as the veteran assessed his own qualifications.

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The Commission investigated ,each complaint brought to its attention. It was found that many of the complaints were based on hearsay and could not be substantiated. Some twenty-four compleints had been received in writing over the last few months by Government agencies. A list of these was compiled and examined by Col. Hefferman, Assistant Director of the National Employment Service in Montreal. He reported to the Commission that, in his opinion, of the twenty-four only four might have some justification, (K-76 - A55). In no case was 12 there found any suggestion that there was prejudice 13 towards veterans. 14

These complaints (which are reproduced at 15 K-76 - A30 and following in the Report of the 16 Proceedings and Evidence) were referred to Mr. 17 Cyprian Miron, Inspector of Parity Committees for the Province, for further review and investigation. 18

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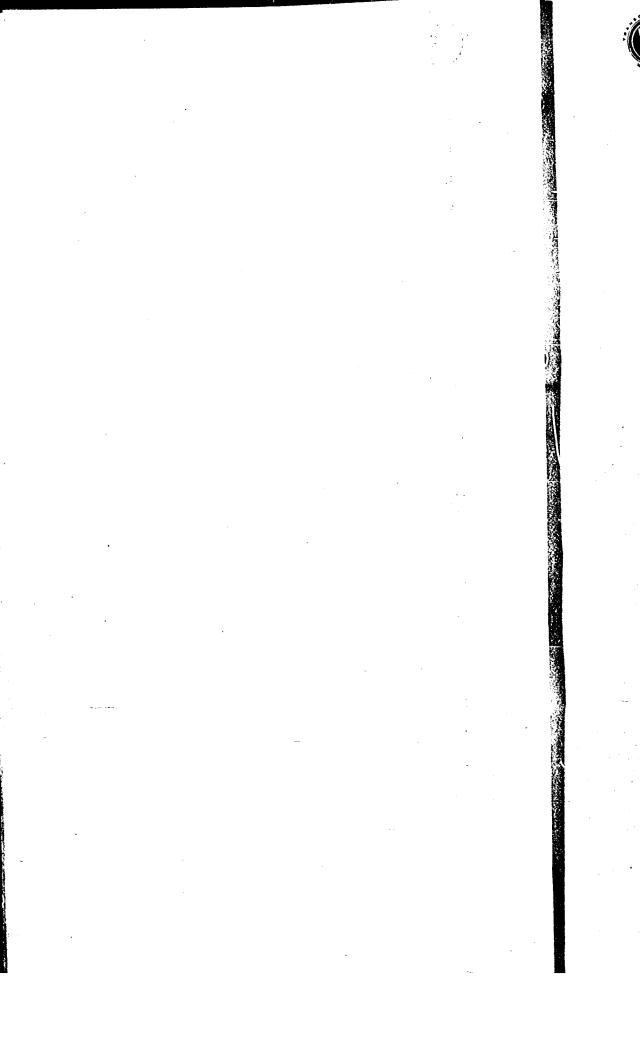
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(This report is attached as Appendix II to this Section).

WAIVER OF REGULATIONS IN FAVOUR OF VETERANS

The Parity Committee representatives were also 22 asked if they would be willing to waive any age or 23 quota restrictions in the Collective Agreement govern-24 ing their trade if veterans were thereby prevented 25 from entering such trade. All agreed in principle .26 to granting this assistance to veterans seeking re-27 establishment. They all stated, too, that in respect 28 to the Competency Card exeminations they would be 29 willing to give the veteren the benefit of any doubt as to his skill and knowledge in a fair examination. 30



However, they pointed out for the most part that authority to waive age limits or to accept 2 apprentices or trainees over and above the ratio 3 fixed in relation to the number of journeymen 4 employed was the prerogative of the labour organiza-5 tions, and that they would not have the right to 6 ohange the regulations in effect. (As will appear 7 elsewhere in this Section most labour organizations expressed their willingness to waive these protect-8 ive regulations in favour of veterans, although some 9 stated that they would be governed by the conditions 10 of employment prevailing, pointing out that it was 11 their duty to protect the jobs of their members, and 12 that no useful purpose would be served by creating a 13 position for a veteran new to the trade through an old. 14 employee being deprived of work).

Representatives of the Parity Committees also 15 expressed their approval of the Reinstatement policy 16 whereby an ex-employee may of right obtain his former 17 job without sacrifice of seniority (K-68 - A5). 18

APPRENTICE TRAINING

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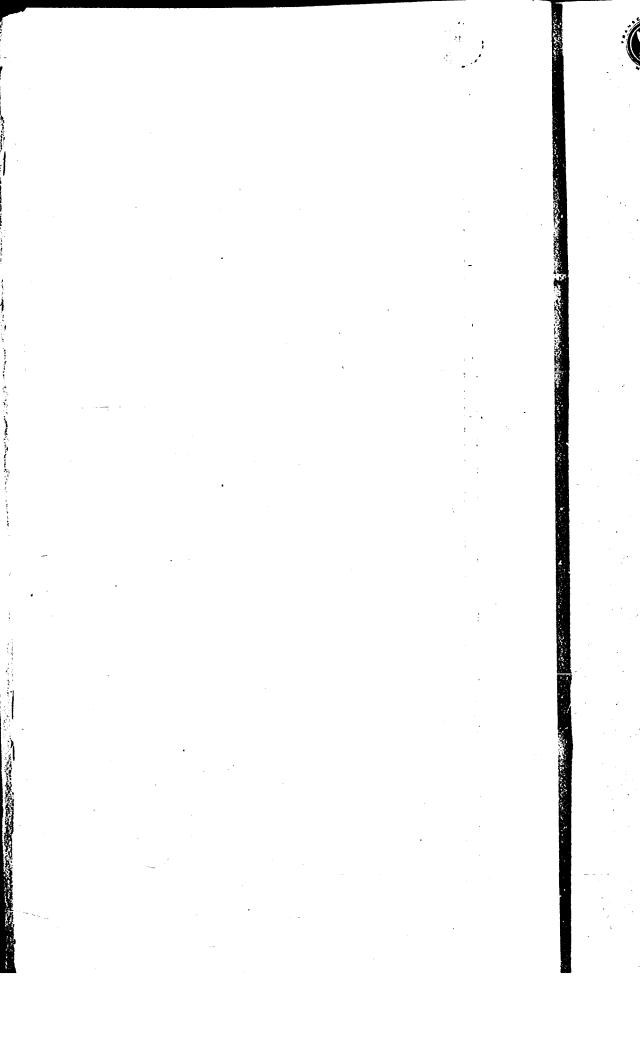
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No uniformity was found in the trades governed by Parity Committees as to the apprenticeshin r train-21 ing policy, nor was there any satisfactory evidence 22 that a general standard of skill had been adopted 23 whereby the individual was classified. 24

NO QUALIFICATIONS STANDARDS 25

As mentioned before the Collective Agreement has effect only in the area defined therein. The standards of its Kraminers apply only within that area. The Card issued under the authority of one Committee has no status in the ares, perhaps adjoin-29 ing, where enother committee set up to edminister an 30

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agreement in the same trade may have jurisdiction. In other words, a journeymen bricklayer in Montreel cannot, by presenting his Montreel Competency Card, seek and obtain employment in the City of Quebec without first having submitted to an examination before the Board of Examiners in Quebec. And there was no indication that the Quebec Board would accept the same standard of skill which is required in Montreel for a journeyman. Obviously this system makes for the immobility of labour which is undesirable. This Commission referred to Recommendation No. 71 of the International Labour Conference Part IV,

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Bection 21 in Section III of its Second Report on this question.

BAAMINATION FOR COMPETENCY CERTIFICATES

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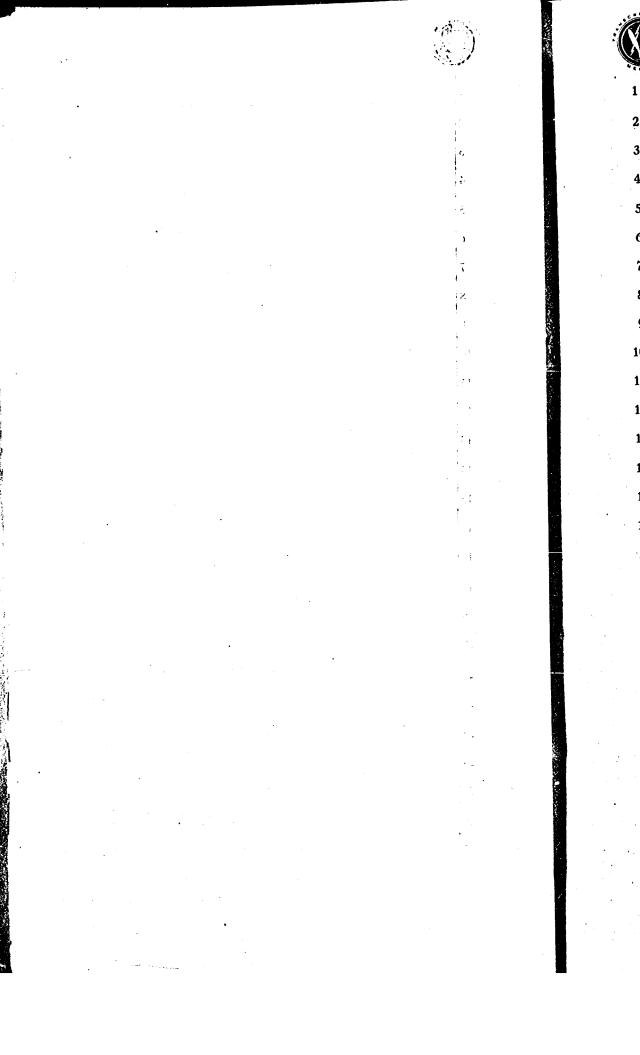
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The examinations are usually conducted orally 15 in all jurisdictions and trades. There did not seem 16 to be any prescribed subjects or syllabi laid down 17 which would guide the examiners in their questions. It would also appear that the same questions are put 18 to each candidate irrespective of what grade or 19 olassification he has or seeks. His auccess or other-20 wise depends on the number of questions he answers 21 correctly. Thus if he exhibits knowledge of only one 22 of say six questions he raceives the lowest apprentice 23 classification. If on the other hand he enswers all 24 questions put correctly he is given the highest journeyman rating. The intermediate classifications are given 25 according to the total marks obtained. The questions 26 are designed to cover all phases of a trade so that if 27 all are answered correctly it is assumed that the 28 candidate has had a wide enough experience to eptitle . 29 him to the status of journeyman. Some trades would 30



allow an unsuccessful candidate to require a written or practical examination. Against any decision of the Board of Examiners there exists an appeal first to the Parity Committee and finally to the Minister of Labour under the Collective Agreements Act The procedure is to have another (Section 33). examination under direction of Examiners appointed by the Minister (K-76 - A64). It is difficult to know on what grounds the unsuccessful aspirant 8 would appear, however, as the Commission was unable 9 to find in any trade a definition of what a journey-10 man was supposed to know or be examined upon. 11

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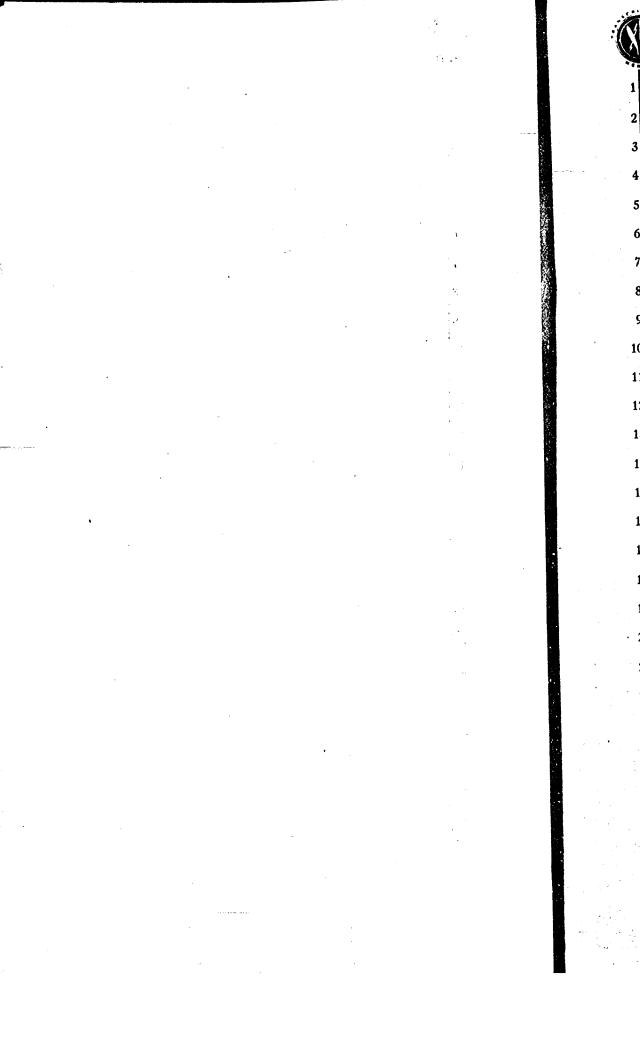
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It was found that the Examiners relied to a 12 large extent on the recommendations of the employers. 13 This after all is a practical system. In the end it is the employer who must be satisfied. In explaining 14 the necessity for an insistence upon maintenance of 15 "normal" standards in the examination for Compétency 16 Cards Mr. Cyprian Miron, Inspector of Parity Committees 17 said (K-76 - A50):-

18 "...If the committee is too free and easy in the granting of competency cards and the man is not able to do the job required by the 19 employer, the employer may complain to the Board of Examiners that they are being too 20 smooth in handing out competency cards, permitting the employment of such a person." 21 (See also Picard - Building Trades, K-69 - A9 and 22 Darveau- Auto Trade, K-69 - C8). In Quebec, 23 particularly in the automotive trade, the Board of 24 Examiners refused to permit an applicant to try 25 their examination until he had obtained employment 26 and worked for a sufficiently long period to enable 27 his employer to assess his skill and usefulness 28 (Darveau - K-69 - 03 and K-74 - 042). 29 (See also Subsection IV). It was reported to the Commission that the 30

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Competency Cards issued did not always reflect the skill of the holder. In some cases the man was a far better orafteman than his card indicated; in

others he was below the standard set by others holding the same type of card. (Belleau - K-70 -A32).

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It had been intimated to the Commission that complaints had been received from veterans that there were undue delays in the issuance of Competency Cards to veteran applicants, or that they were kept weeks waiting for a date to be fixed for their examination after an application had been filed. If true, this would obviously prejudice a veteran seeking employment in a trade where the possession of a Competency Card was a condition presedent to obtaining employment. Careful enquiries were made by the Commission

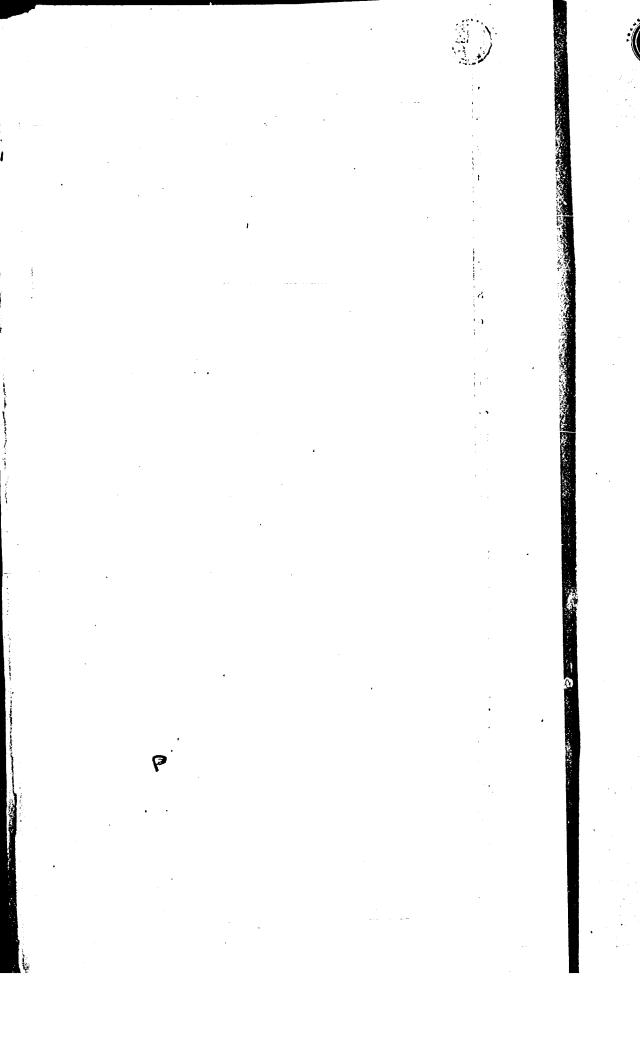
on this subject, but not one instance was revealed where such had been the case. The Parity Committees appeared uniformly anxious to give the veteran the 17 most preferred treatment. Spacial examinations were 18 arranged in some cases, and in no instance was the period between the application and the examination, 19 or the examination and issuance of the Card, found 20 to be unduly or unreasonably long. 21

It appears also that a veteran not prepared to take a formal examination on his qualifications will be given a temporary permit to work. This permit is made valid for any period up to two or three months after which time the veteran must submit to an examination to assess his qualifications. (e.g. Picard K-56 - A2)

CONCLUSIONS

The Commission is of the opinion that there

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is a great deal to be desired in the method whereby qualifications are assessed by many of the Parity Committees. It is more than ever convinced of the desirability that standards be fixed having as wide a territorial application as possible; that once a tradesmen has achieved a status in a trade, whether as a journeyman or in a classification as an apprentice, that this be recognized wherever he may find is necessary or convenient to work.

The Commission is also firmly convinced of the 9 necessity of defining what training is required and 10 what experience must be obtained before compelling 11 an examination. At the moment there would appear to 12 be nothing but arbitrary rules set for the examination 13 into a man's qualifications, sut at the whim of whoever happens to have been appointed the examiner at 14 the moment. The Act does not require the Examining 15 Board to submit its examinations for approval. This 16 is exceedingly important because of the authority 17 vested in each Parity Committee to require anyone 18 wishing to engage in the trade within a defined area 19 to meet its specifications as to his skill when in 20 fast there are no specifications seemingly laid down. 21 Part II on Apprenticeship, is referred to for

22 further details in respect to Competency Cortificates.

3. UNION OARDER

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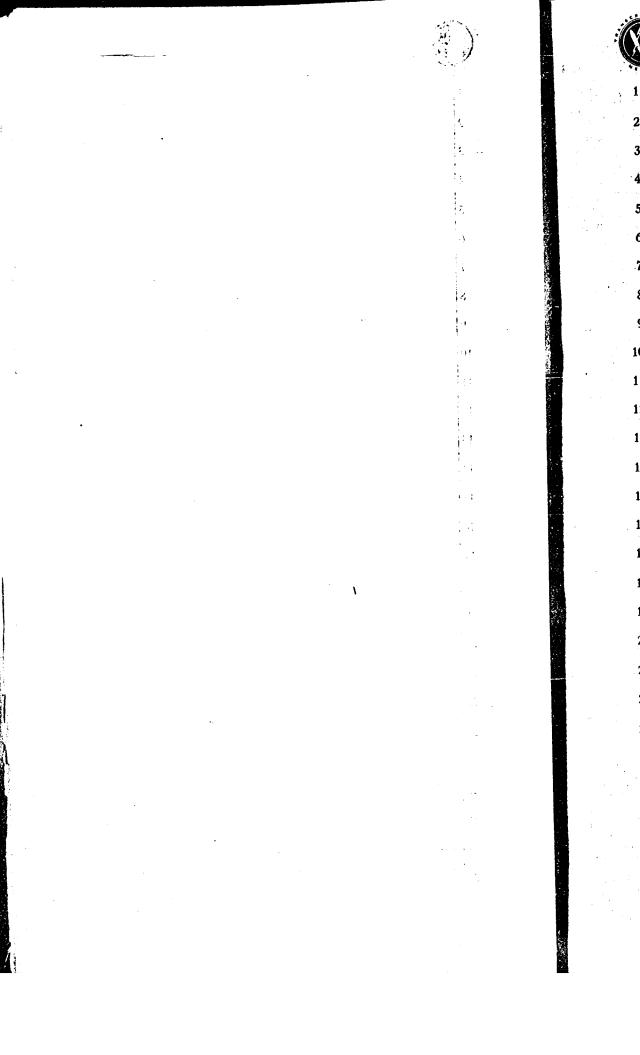
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In some trades it is the labour organization which determines the qualifications of the men wishing to engage in that trade, even though there may not be a "closed shop" egreement governing. (Bell - K-70 -A5). This is particularly true of those trades which have strong unions with international efficient such as the printing trades.



Provision for this means of qualification is contained in Section 30 of the Collective Agreement Act which authorizes a Parity Committee to allow an association of employees to insue Certificates of Competency to its members provided these are issued after an examination.

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WAIVER OF REGULATIONS IN FAVOUR OF VETERANS

Because the Unions for the most part control the number of apprentices who will be allowed in any trade, it is important to note that most of them agreed to relax these quots restrictions in favour 10 of veterans for the next two or three years; but it 11 should also be noted with equal force that this 12 relexation would be agreed to only where it was 13 demonstrated that there was an actual shortage of 14 tradesman in the trade concerned and that there 15 would not thereby be any danger of those presently 16 employed being thrown out of work by reason of allow-17 ing more than the agreed number of apprentices to enter. (Belleau - K-70 - A31) For the most part the 18 unions also expressed agreement with the letter of 19 the Minister of Labour of July 3rd, 1945 and agreed 20 that veteran former members are entitled to their 21 seniority on reinstatement. 22

Initiation Fees

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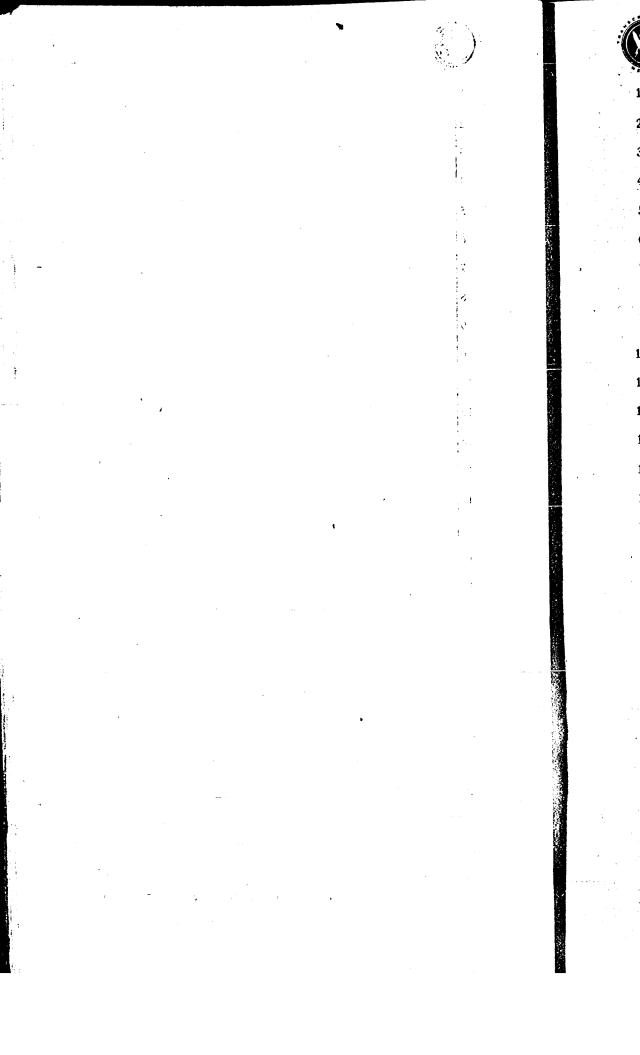
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23 The Commission had been informed that there 24 were several cases where veterans had been unable to obtain work because the initiation fee of the union 25 had been set too high for them or that the union 26 refused to allow them to enter as a matter of princi-27 ple. The Commission found no evidence to support 28 these allegations. On the contrary, most of the 29 unions stated they were willing to either waive the 30



initiation fee altogether or charge merely a nominal amount of from \$1.00 to \$10.00. (Despres - K-68 -A81; Bell - K-70 - A5; Bertrand - K-70 - A6; Lamontagne-K-70 - 013, etc.) In some(though very few) of the unions where the initiation fees were higher the member received special benefits such as insurance, pension schemas, etc., which cost the union a comparable sum for premiums, which in turn were based upon the widest membership and contributions from the whole membership, and could not be made elective under their policy.

11 Sectority of Service

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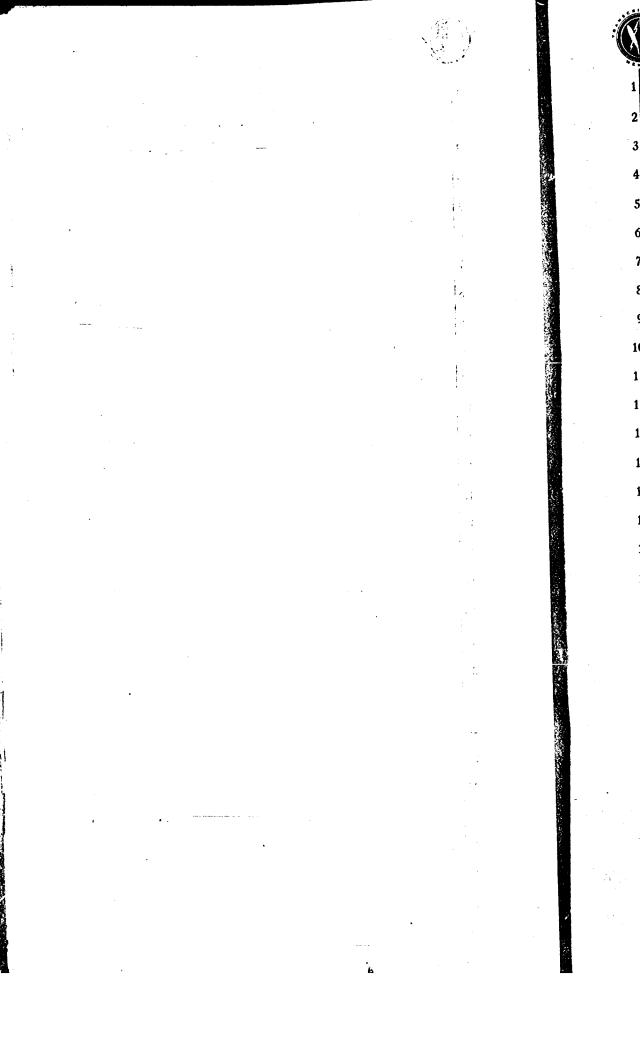
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The Commission also ascertained that the 12 unions for the most part committed to give, or on 13 application would favourably consider granting, 14 seniority on apprenticeship time or towards the 15 granting of journayman status, as well as seniority 16 for retention in lay-offs, the time spent by an applicant in the trade concerned in one of the Armed 17 Services, e.g., Stationary Engineers, as previously 18 19 mentioned.

The same willingness to credit time spent on the trade in the Service was found in the Graphic Arts (Bell - K-70 - A4; Gerin - K-69 - C34).

In some trades not requiring such a high degree of skill or experience there was expressed a willingness to credit a veteran with all the time spent in the Armed Services irrespective of whether it was in pursuance of his trade or not. (Hurens, Papermakers - K-70 - A22).

28 Further consideration is given this subject 29 in Part IV hereof on Union Attitudes and Recommendations.



COURSE CERTIFICATES

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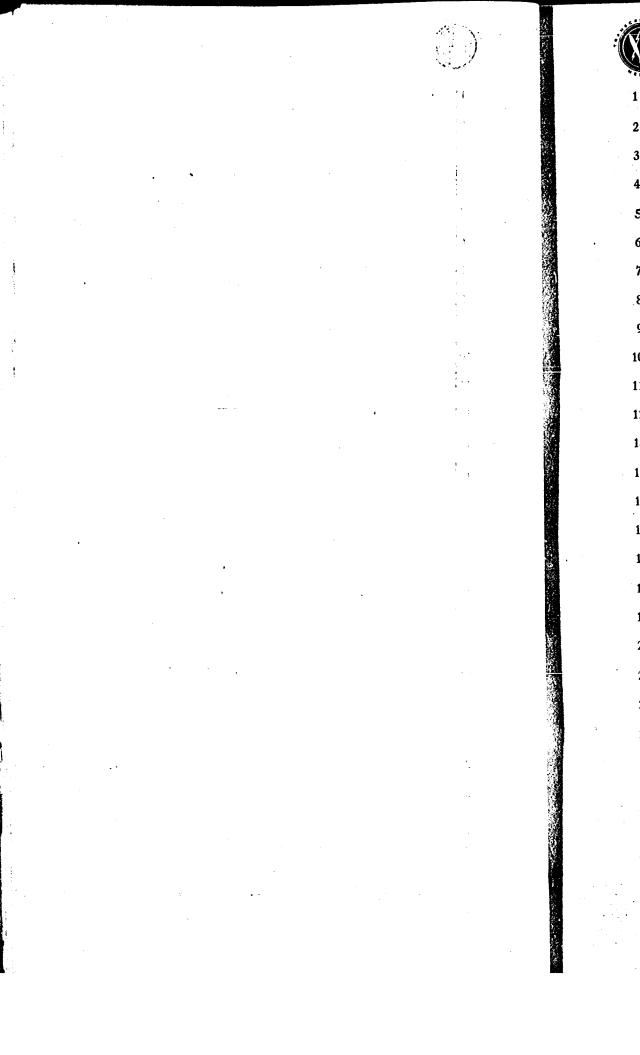
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The Commission found that trade and vocational training schools and courses were being set up in increasing numbers and in various trades. These training facilities, partly under the Provincial Secretary, some due to the impetus provided by Canadian Vocational Training, some under the Apprenticeship Assistance Act, while still others solely under company organizations, or by private initiative, are regarded as an important advance in the improvement of trades qualifications.

Recognition by Authorities

It is of the greatest importance, however, 11 when veterans are sent to such courses that assurance 12 should be first obtained that the certificates granted 13 by these schools and courses on completion of the train-14 ing provided will be recognized by the authorities in 15 whom is vested the responsibility of assessing the qualifications of those seeking to enter the trade. 16 A Recommendation to this effect has already been made in 17 Section III of the Third Report. 18

The importance of this has been recognized by 19 those in charge of organizing the Building Trades 20 Apprenticeship Centre in Montreal. Mr. J. L. E. Price, 21 Chairman of the Commission, states in effect that the 22 Certificate or diplome to be granted on graduation will be the equivalent of the Competency Certificates issued 23 by the Examining Board of the Parity Committee. (Price -24 K-69, B15-B17). It is not entirely clear whether this 25 diploma will be accepted by the Parity Committee as 26 evidence of certain qualifications and a Competency 27 Pertificate issued entitling the holder to seek work 28 without further examination. However, it is apparent 29 that those in obsige are alive to the necessity of 30



some arrangement being concluded, and as the Apprenticeship Commission is composed of representatives of not only the employers but of the employees and unions immediately concerned, all of whom evince a great interest in the success of the project, there is little fear but that some satisfactory method will be worked out. 6

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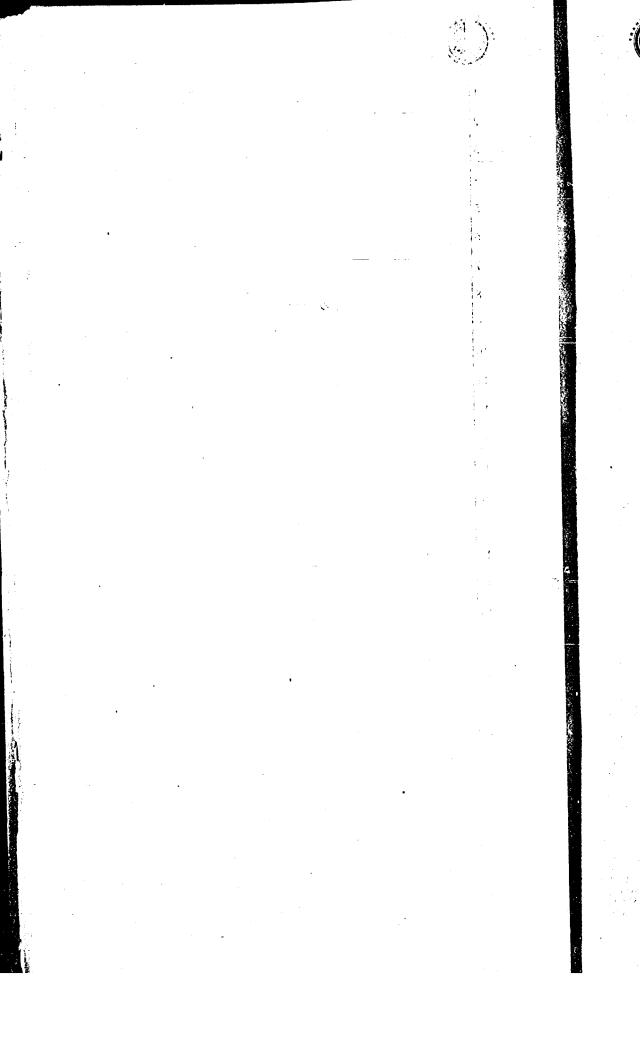
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Mr. S. Mizgele of the Canadian Vocational Training, stated in swidence:

"The OVT bas ... made arrangements with various bodies governing the apprenticeship of different trades. Veterane upon completion of training obtain or are qualified to obtain resognized certificates."

Unfortunately, this is not true of all cases or courses. 11 As mentioned in Subsection I a group of some twenty 12 veterans are attending a Watchmakers course at the 13 Outave-Cassegrain School in Montreal. The course will last for two years. It was undertaken after due 14 consultation with D.V.A. and O.V.T., but as yet these 15 votorans on graduation will not be entitled either to 16 sit for their journeyman examination, be accepted as 17 journeyman, nor even be given an apprentice status. 18 Mr. Mizgala assures the Commission and the veterans 19 concerned that before they will have completed their 20 course a satisfactory arrangement with the Watchmakers 21 Guild in the City will have been worked out. . The Commission is hopeful that such will be the case. How-22 ever, there is no binding undertaking of which the 23 Commission has knowledge that would require the Watch-24 makers Guild to make such an arrangement. If it can-25 not be concluded successfully it means that not only 26 will these veterans have spent two years attending a 27 course and used up most, if not all, of their Reestablishment Gredit in so doing, but on its completion, 28 if they still wish to follow the trade of their shoice, 29 they are faced with a further five-year apprenticeship 30



under the conditions laid down by the Guild at Apprentice wages and without the assistance of their Benefits. Furthermore, the Guild would be within its rights in refusing to socept them as apprentices because of their age or for any other legal reason deemed expedient at the time. As reported in subsection I a statement of this case was forwarded to the Provincial Government. 8-18

5. COMPANY RECORDS

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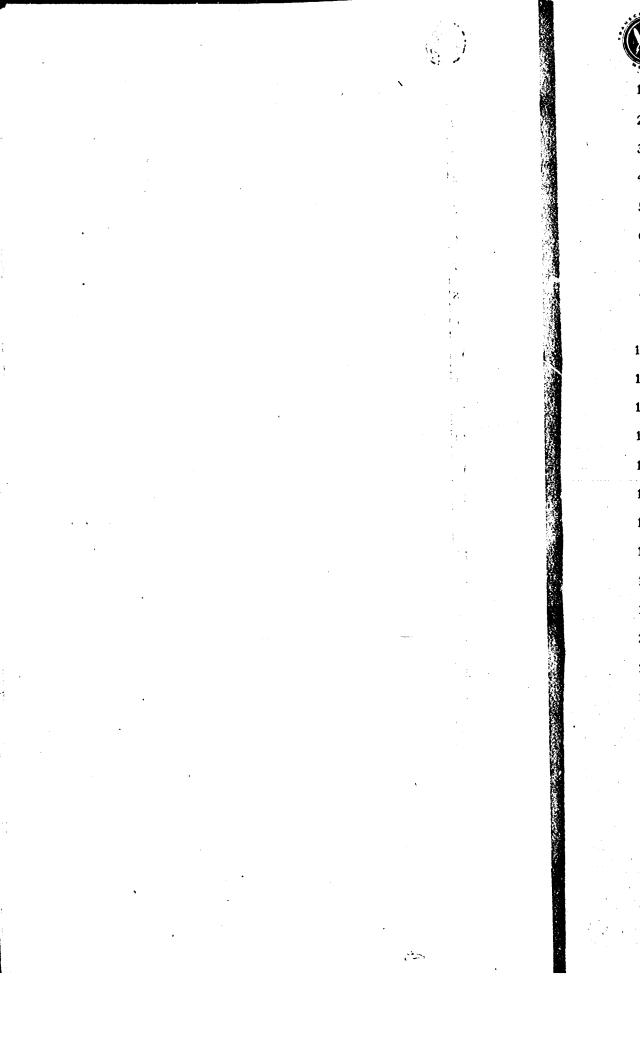
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9 It was found that in many trades and call-10 ings where large numbers of workmen of various 11 skills are employed, there was neither Parity Committee or union requirements as to the degree 12 of skill required. This is particularly true of 13 large industries and corporations. Apart from 14 the normal maintenance staff composed of a limited 15 number of employees of the recognized trades, e.g., 16 machinists, electricians, stationary engineers, 17 carpenters, etc., the majority of the workers are 18 skilled, only in the Company's operations. They have learned their calling by experience in the 19 Company's employ, or in the employ of another in 20 the same or similar industry, and they advance as 21 skill, seniority and opportunities allow. Many 22 employers encourage their employees to fit themselves 23 for further advancement by studying suitable courser 24 on their own or the company's time, or a combination 25 of both, and the rate of advancement is normally based not only on the successful completion of these courses 26 but also on the skill and experience acquired in the 27 normal course of employment. Careful note on records 28 mainteined by the Company is made of each suployee's 29 progress. Advancement is largely determined on the 3Ò



individual's record so maintained, having due regard to rights established by senioriby.

To a certain extent this advancement is controlled by union agreement (e.g., pulp and paper industry). In other and important industries, particularly where the workers are not organized, the company apparently has sole discretion.

6. EMPLOYERS' ASSESSMENT

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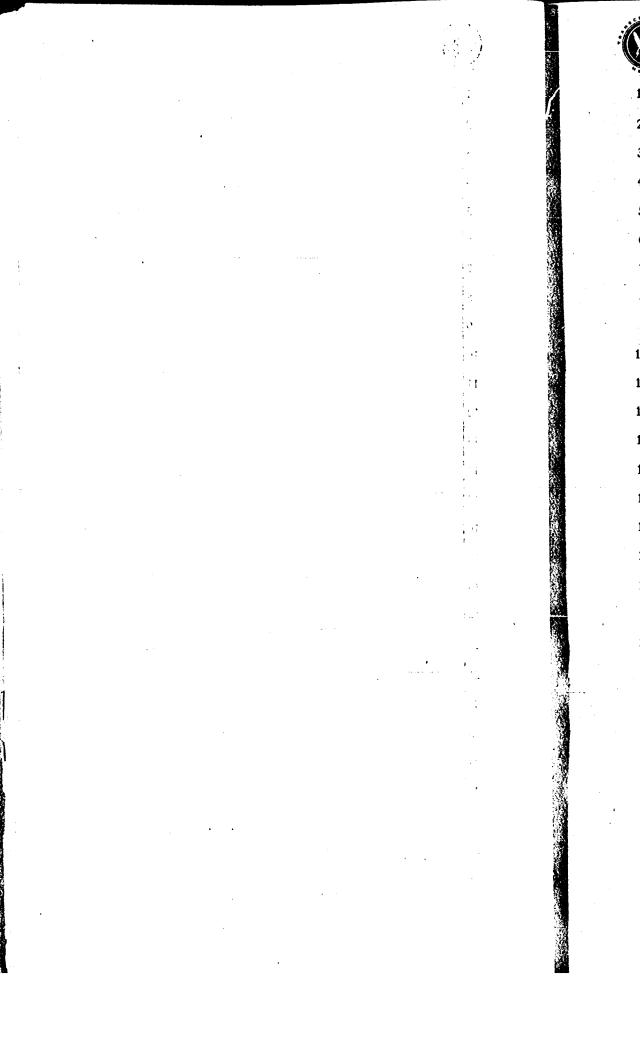
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The preceding paragraph deals to a certain 9 extent with the present subject, except that where 10 a company keeps records there is usually some attempt 11 at an orderly advance based on the record of a man's 12 ability and knowledge. It would appear to the Commission, however, that in the vast majority of osses 13 the only method of determining an employee's qualifi-14 cations and the rate at which he is advanced or paid 15 for the work done is by assessment of the employer 16 or his representatives in the person of the foreman 17 or personnel manager. A newcomer is taken on and 18 given a certain job or operation to purform under 19 the eye of the superintendent or foreman or another worker skilled in the operation which he is required 20 to perform. Based on the observations made of his 21 aptitude and willingness to work and learn the 22 employer retains his services on that operation, 23 tries him in another phase of his business or 24 discharges him. The typical attitude of the 25 employer in an occupation of this type seems to be 26 summarized in the remark of Mr. J. Nairn of the 27 Goo. W. Reed Co. (K-77 -A4)1

> "Well, we generally get a line-up on what a man is capable of doing; if he has done anything before. We give them a chance at the



job and watch what their capabilities are and give them the opportunity of going up."

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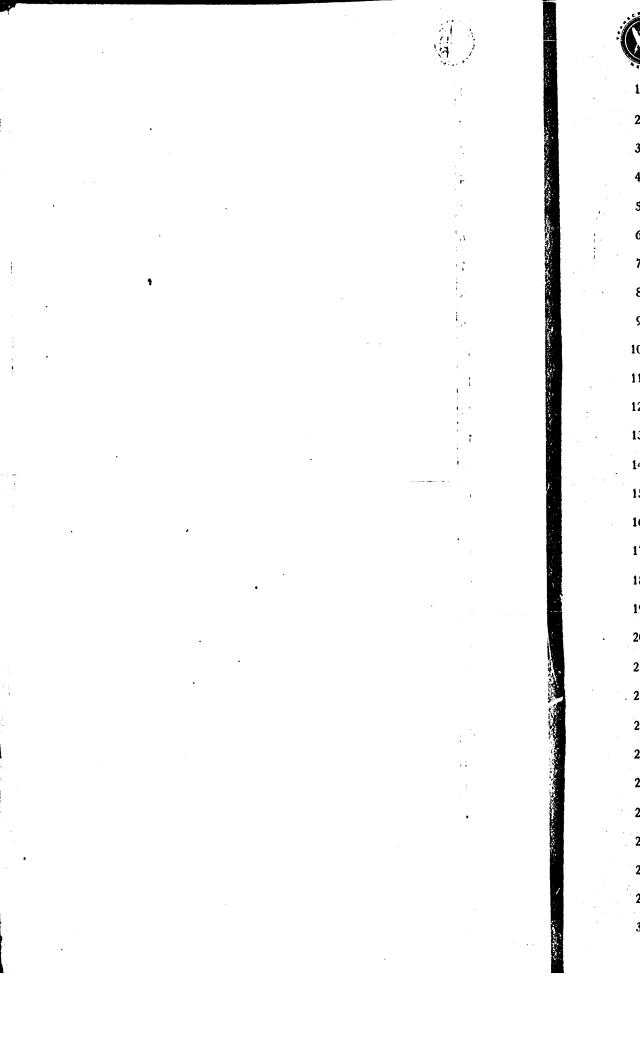
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This is the traditional method of employment and it is unlikely that it will change to any appreciable degree in most occupations for some time to come. As already mentioned, the employer's assessment is accepted in many of the trades where there is a Parity Committee functioning and an Examining Board set up by the Parity Committee. (Picard - K-69 - A9; K-71 - 023).

In the final analysis it is the employer who 9 must be satisfied on the quality of the work performed. 10 A certificate can do no more than certify that a work-11 man has passed a certain examination or spent a certain 12 time in a trade. It cannot indicate his zeal or suit-13 ability for the work required by the employer. 14 certificate can force the employer to pay a certain minimum if he hires the holder; it cannot force him 15 either to hire or rutain en unsatisfactory employee. 16

17 Conversely, it does not limit the maximum pay 18 which a tradesman skilled above the average can command 19 (e.g. Section 13, of the Collective Agreement Act) nor 19 the period in which he may have employment compared to 20 his less satisfactory fellow tradesmen who may hold a 21 certificate of equal classification.



BUBSKOTION III

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PART II - APPRENTICESHIP IN QUEBRO

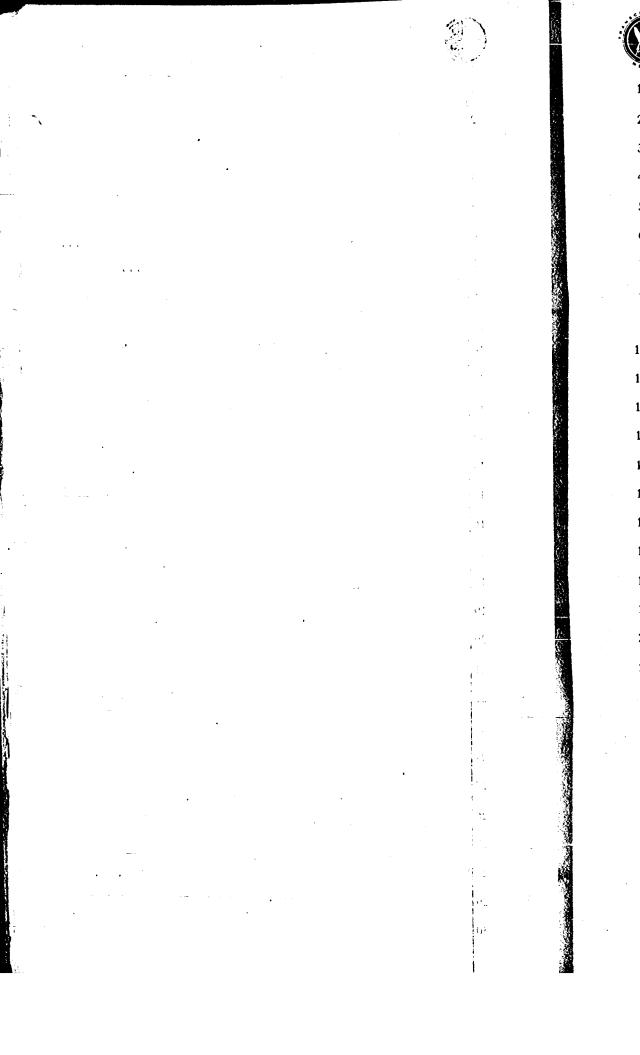
In the Province of Quebeo there is as yet no organized apprenticeship system. It is true that in many trades there is a class of employee celled an apprentice. As one employer remarked (K77-A20).

> "...we have been using these apprentices... as they have been called in the past...as glorified onesp labour... and that is what has been done for the last twenty years in the building industry ... then we are not training mechanics."

¹¹ The situation in the important pulp and paper industry
 ¹² (which probably employs as many workers as any other
 ¹³ one industry in the Province) is explained by Mr.
 ¹⁴ Lessard of the National Federation (K72-A54).

"Nous n'avons pas de reglements d'apprentis-15 sage. Les rélations que nous avons eues avec 16 nos employeurs sont tres jeunes encore. Il n'y 17 a pas de syste e fixe; toutefois il existe un 18 centre d'apprentissage dans la plupart des 19 usines pour les metiers de medaniciens de mill-20 wrights, de metiers qui a' occupent de la reparation. Quant aux autres occupations qui 21 pronnent des gen experimentes, l'experience 22 se fait ordre de pormotion." 23

It has been seen that some trades require a certain period to be spent in training before admission to the status and pay of a jour neyman. (See Chairman's remarks K68-A7). There is legal control however of a training period only in those trades which require a government license before engaging in practice, e.g., plumbing, electrician, etc., because they affect the



public welfars and safety. Even in these trades there is normally no apprenticeship agreement between master and apprentice as to their mutual rights and obligations. (N. Forrester K77-AlO).

(The situation is apprently different in Ontario, where under the apprenticeship act an agreement is completed between master and apprentice in the "designated trades".)

8 Where there is control in other trades it is 9 the result of union requirements or collective labour 10 agreements and seems to have for its object more the limitation of the number of lesser-paid employees then 11 concern over what shall be learned by the apprentice 12 during his enforced period of apprenticeship. There 13 is no apparent relationship between the apprenticeship 14 period and, the time reasonably required to absorb the 15 skill and knowledge supposed to be possessed by the 16 journeyman.

17 There is evidence of a growing interest in the 18 problems of apprenticeship. It would appear this has been encouraged in Quebec by the passage in 1945 of 19 the Apprenticeship Assistance Act. This Act enables 20 those of a trade sufficiently interested to form an 21 apprenticeship centre for, among other purposes, the 22 teaching of the skills and knowledge of the oraft 23 concerned and generally to supervise the training of 24 apprentices. It is the expectation that when these 25 centres commence functioning properly there will not be the same justifiable grounds for the older and 26 trained tradesman to say, as they now can, that real 27 apprenticeship exists no more, and too many call 28 themselves oraftsmen who are not (Cantin KYO-A36). 29 Problems ownected with apprenticeship fall

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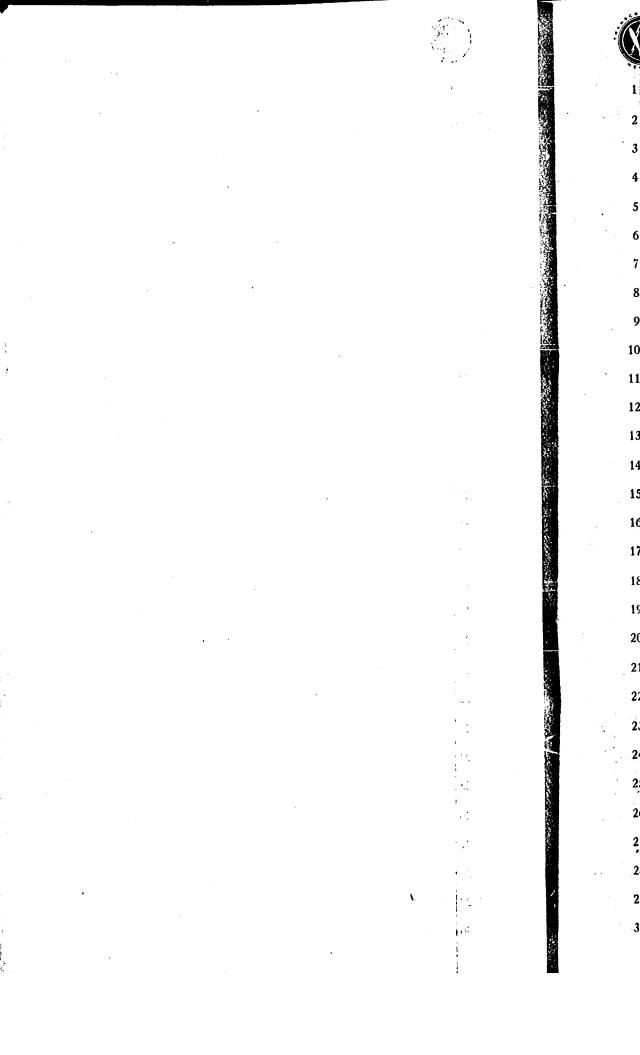
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under many heads. In this connection the Commission refers to the Recommendations made in its Second Report which the further evidence obtained supports. even more strongly i.e., Recommendations Nos 62 and 69 to 78 inclusive. Some of the more important problems affecting veterans are condensed hereunder:-

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Age of Admission to Apprenticeship

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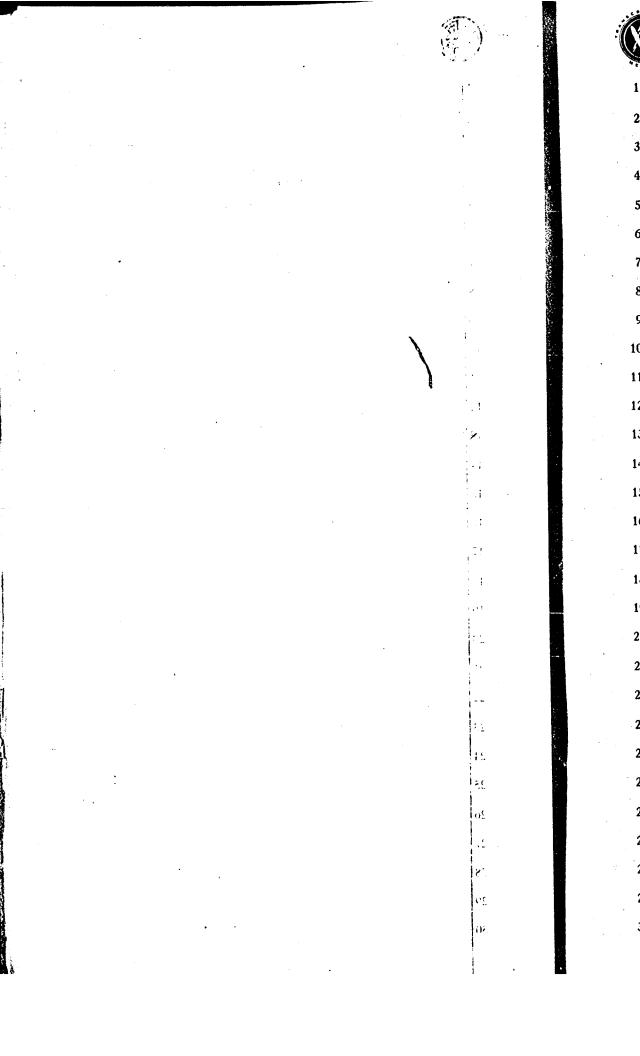
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In most of the Collective Agreements governing 8 working conditions which had apprenticeship regulations 9 there were clauses fixing the ages at which a beginner 10 would be acceptable. As these regulations were drawn 11 from the view point of peace time conditions the age 12 spread was usually in the 'teens. Most Veterans are 13 beyond the maximum age limits laid down. If Veterans 14 are to be accepted in the trades thus regulated it is essential that some arrangement be made to overcome 15 this restriction. The matter was raised in the 16 Minister's letter of July 3 already mentioned, and 17 representatives of Parity Committees, employers and 18 employees were asked if they would agree to accepting 19 Veterans as apprentices who were over the maximum age 20 limit set. A compilation of the answers received is 21 attached as Appendix V to this section.

It will be seen that there were no objections 22 heard from anyone to the principle that any age 23 restrictions which might govern entrance to apprentice-24 It was ship should be waived in favour of the Veteran. 25 suggested that in those trades which had a long ap-26 prenticeship of four or five years, and which required 27 all that time within which to gain the experience 28 required of a skilled journeyman, would not be the avenue for employment of the Vetoran who had advanced 29 fer beyond the normal entrance.age. Not only would 30



such Veteran be comparatively advanced in years when he had finally completed his training, but the assistance to which he would be entitled from the Government for part of his training would in most cases be exhausted before he had finished his course. The wages payable to apprentices, even in their senior years, are generally insufficient to maintain the family responsibilities which it would be reasonable to suppose the Veteran would have acquired. It would seem reasonable to suggest that these obvious disadvantages should be pointed out to the older Veterans who would have to follow the full course of apprenticeship.

Quota for Admission

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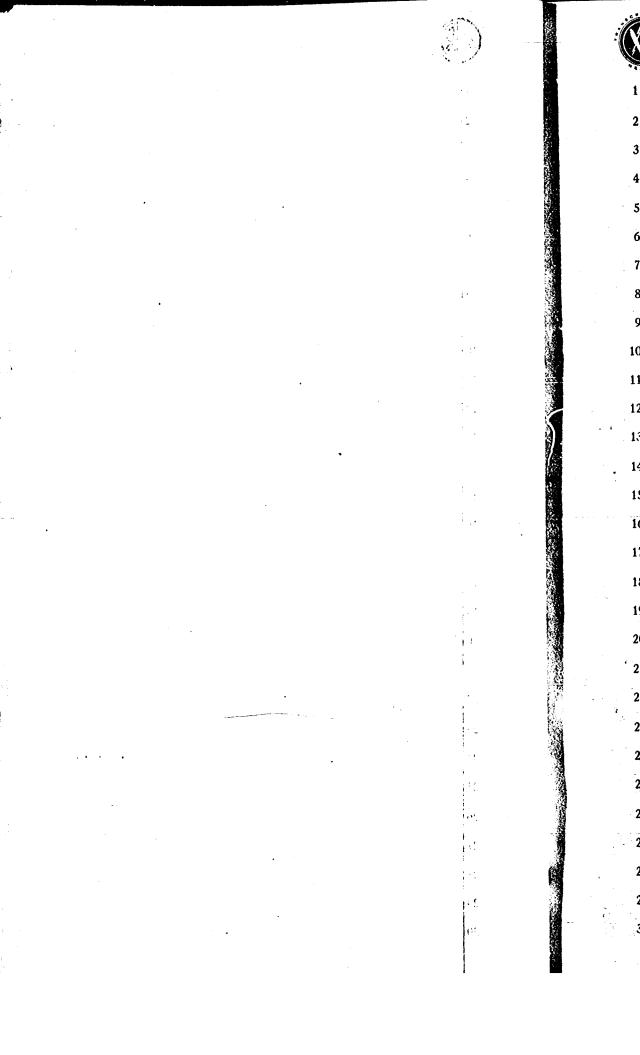
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Most of the Collective Labour Agreements also 14 stipulate how many apprentices may be employed within 15 an establishment or trade. Sometimes the number is based on the union demand where the trade is organized. 16 The number of apprentices who can be employed in rela-17 tion to the number of journeyman varies from trade to 18 trade. In most it is around one apprentice to five or 19 six drawing journeyman rates of pay. In a few trades 20 as many as one or two for each one or two journeymen 21 is acceptable. In others the ratio is as high as one 22 in ten. It was found also that the ratio sometimes varied in the same trade between different localities 23 which were regulated by different agreements, e.g., 24 in the printing trade in Quebec City, one apprentice 25 for every five "compagnons" is the rule whereas in 26 Nontreal the regulation allows only one apprentice 27 for every ten journeyman.

This ratio, fixed for the protection of the working journeyman rather than in the interests of training the apprentice must be extended if the 30



number of Veteran: who have expressed a desire to enter or must find their places in some of these trades or callings are to find employment. The Commission asked the union representatives and Parity Committee members who appeared whether there would be any objection to relaxing this ratio in favour of Veterans for the next two or three years. Their answers have been compiled and can be found in Appendix III to Section IV.

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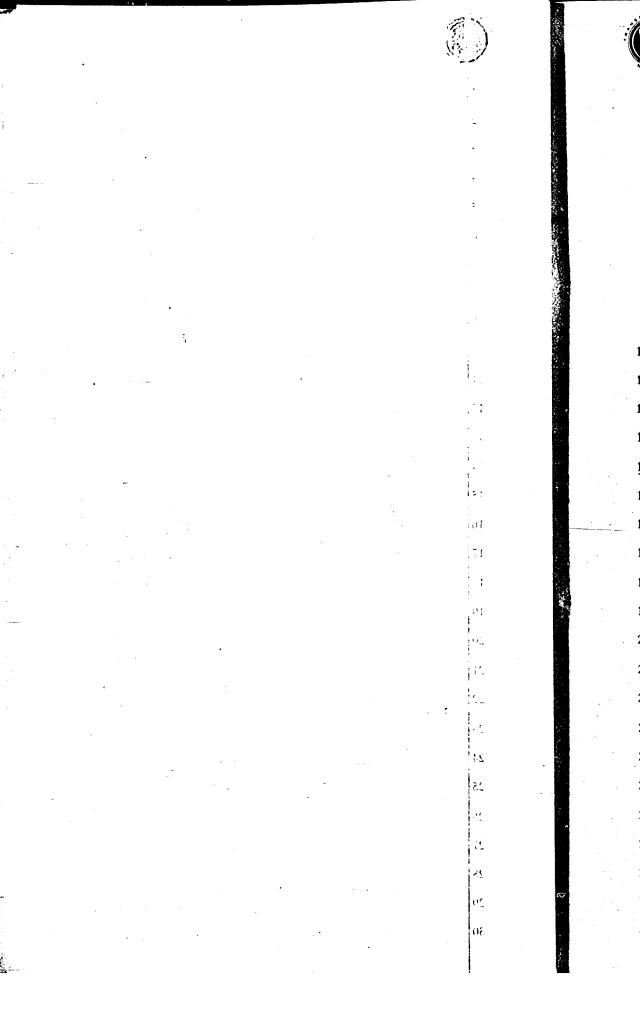
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9 The great majority are in favour of allowing Veterans entrance as apprentices even though the 10 ratio will be changed, drastically in some cases. 11 In most trades there have not been the normal 12 number of apprentices entering in the last few 13 years. The average age of the journeyman has 14 advanced seriously and there have been an in-15 sufficient number of younger men learning the 16 trade to offset the normal degrease in number 17 of skilled tradesmen due to sickness accident, old age and death. There is a serious shortage 18 of skilled tradesmen in many trades and in such 19 trades particularly a reasonable number of ap-20 prentices over the quota would be particularly 21 wolcome. (e.g., Building Trades, Auto Mechanics, 22 etc.)

As it is and in order to meet the situation pending a change in the regulations, most of the Parity Committees with the knowledge and consent of the unions, if they exist, or of the employees generally if they are not organized, permit a tolerance in the quote regulations in favour of Veterane. (e.g. K73-AR4).

30 on the other hand the number of apprentices 30 cannot be extended indefinitely as that would serve



to decrease the efficiency of the undertaking and would result in lack of proper supervision and training of the apprentices themselves. A tradesman can only supervise and train a certain number of apprentices. The actual number depends upon the trade and the nature of the work. (Lamoureux K-77 - D10J.

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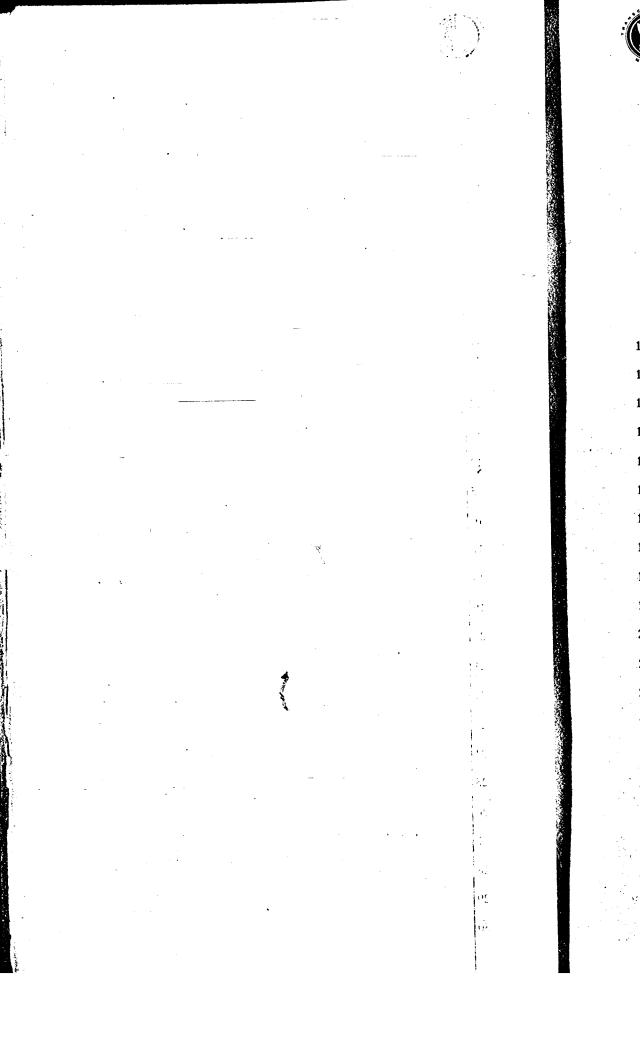
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7 At the same time a fear was expressed by 8 many union representatives that if the quote rule 9 was relaxed there would be employers who would take advantage of the cheaper apprentice labour and dis-10 charge some of the older, possibly more skilled, 11 and certainly better paid, workmen holding journey-12 men Competency Cards. It was also suggested that 13 if the labour market was flood with apprentices 14 through the relaxation of the quotes there would 15 not be enough work to go around. This fear was 16 most common in the City of Quebec where the 17 opportunities for employment are far more restricted than in a larger centre like Montreal. 18

It was apparent that control of this factor 19 was in the hands of the unions or employee repre-20 sentatives. The Parity Committee representatives 21 said this was a matter of labour responsibility, 22 and although labour representatives suggested that 23 it was the responsibility of the Parity Committees it was generally agreed that the consent of the 24 Unions or labour would have to be obtained to obtain 25 official relaxation of the quotas. The evidence of 26 Mr. J.L.E. Price, Chairman of the Montreal Building 27 Trades Apprenticeship Centre would indicate the 28 ebvious and most setisfactory means of reaching 29 agreement of this question. He states in part 30 (K69 - B14):-



"On Monday next I shall meet the labour organizations in Montreal when we will sit down to determine how many bricklayers it is safe for us to train now. We are all watchful to see that we do not train too many men too. That is just as bad as to train too few, The way to determine that is to sit down with the labour organizations and to agree on the number we can train with safety."

Duration of Training Period

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There is a great divergence in the period of training required of different callings. This lasts 13 from a few days; or as long as may be required by 14 the individual to master the technique of a production line operation, to several years. Generally speaking 16 the older and established trades require the longer 17 period. However, the duration of the training period 18 is very seldon related to a programme of training.

19 One exception is the bollermakers trade which is closely allied with railway shops. In this calling 20 a full five years is required and in each of these five 21 years a total of at least slis hours must be spent. If 22 in any year this total is not achieved then the ap-23 prenticeship period is extended to cover the deficiency. 24 A programme is laid out for each apprentice so that in 25 the time ellotted, usually six months in each phese, he gains experience in each of the skills required of a 26 journeyman bollerwaker. Nor is it possible, in the 27 opinion of boilermakers, to shorten the period laid 28 down. It takes at least the number of hours stipulated . 29 for each phase of the trade for an apprentice to learn 30 and acquire the necessary skill. (Beale ETO-BS and 0).

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This is the only trade in which the Commission was given the definite statement that an apprentice training followed a definite line of instruction so that at the end of the period it was ensured that he had had a thorough training and experience in all phases of his trade.

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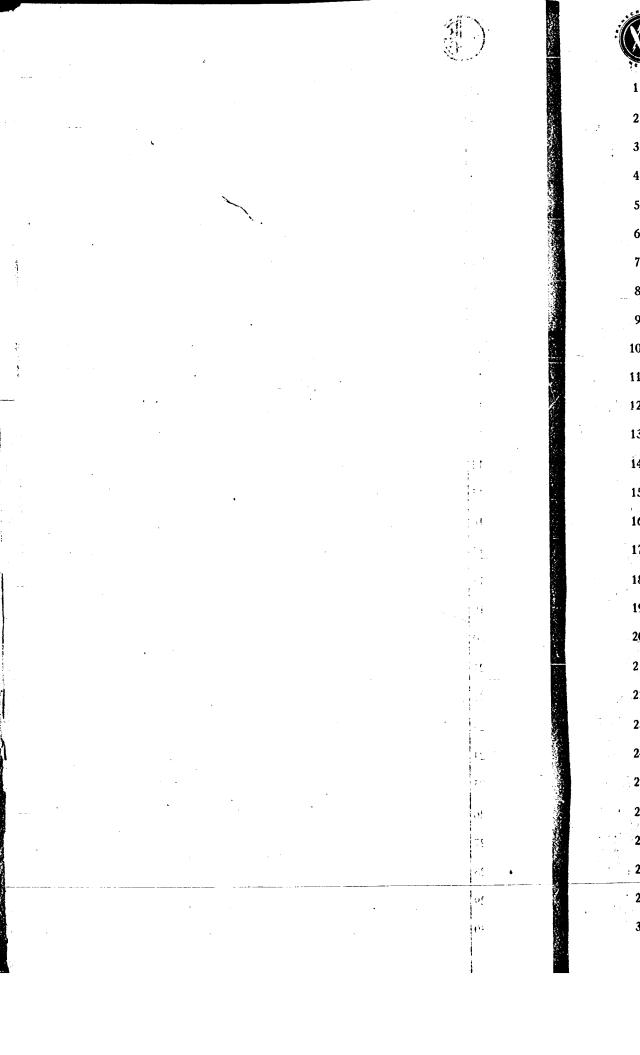
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6 The other trades having apprentices seemed 7 to rely on the theory that in the ordinary course of work, over the period laid down, an apprentice 8 would gain sufficient experience in the various 9 complexities of the craft without the necessity 10 of following any definite programme. This concept 11 is carried even further in some industries. For 12 instance it was found that in the maintenance 13 garage for the autobuses of the Quebec Street Rail-14 way Company the beginner had to put in at least two 15 years doing nothing but washing and cleaning the vehicles. The contention was, of course, that during 16 this period the apprentice became thoroughly familiar 17 with the various parts of the vehicle so that when he 18 advanced to the minor mechanical work and greasing at 19 the expiration of this two year period he had a well-20 imbued knowledge of what he was working on. (Boulet -21 K-70 - A40).

This conception of apprenticeship and the enforged period of working on an operation or operations essential to the employer but of little use to the apprentice so far as progressive learning is concerned is obviously unsuitable for the Veteran. 26

A very similar situation was found with respect to dental technicians in Quebec City, where examinations are held under authority of the Parity Committee but once a year. There are four classes, and an examination for each class. Should a candidate fail an examination,



he must wait a full twelve months before trying it sgain. (Dr. 14. A. Goule K74 - C46).

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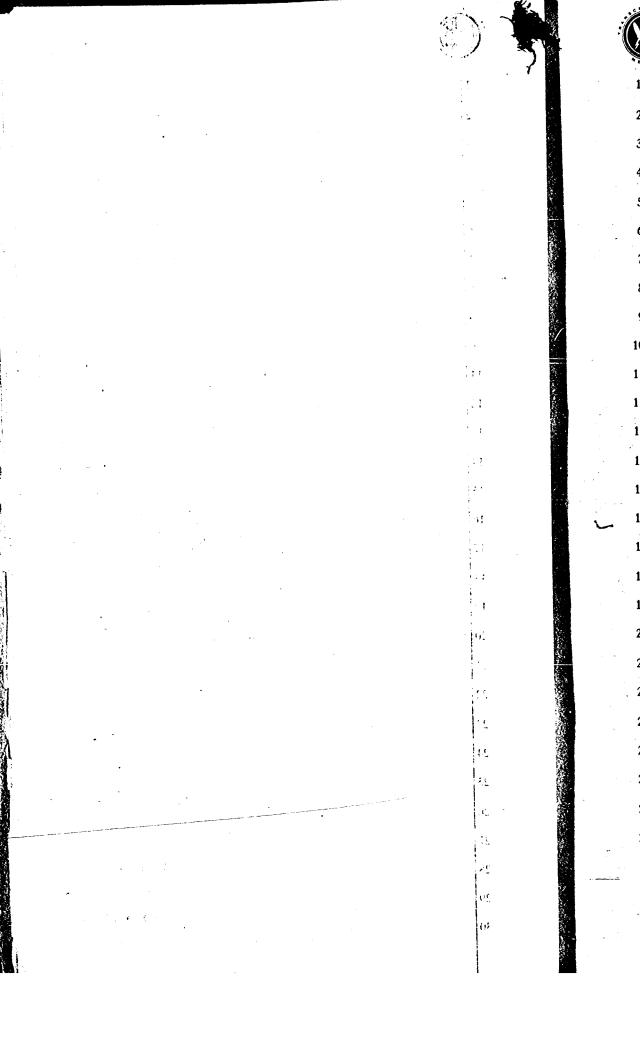
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Those who are chiefly interested in the organization of apprenticeship centres do not agree with the system of an inflexible period of apprenticeship nor is it accepted where encouragement is being given to the taking of technical courses prior to or during the training on the job. For instance in the printing trade there is a course available at the School of Graphic Arts in Montreal which takes two years. The course is reported to be not very intensive. Attendance is required at class for only two or three hours a day. This course is supposed to bring an apprentice up to his journeyman status.

There is a dourse available in Philadelphis 15 on the other hand which seems to be more favourably 16 regarded by the printing tradesmen. The same ground 17 is covered, and possibly more thoroughly, in six 18 months of intensive work. The graduate of this course is also regarded as a finished journeyman. 19 (Gerin K69 - 036) (Bell K70 - A7). If a beginner 20 takes his apprenticeship in a printing shop he 21 must put in a full five year period. 22

In Queseo City the difficulties encountered by one Veteran Levesque in his attempt to obtain 24 training in the printing trade were cited by M. Raymond Gerin of the Printing Trade Parity Com-26 mittee. (K69 - 035).

> "Il se presente chez nous et nous dit qu'il a fait un certain temps d'apprentissage. 11 nous demande de lui donner une lettre de recumendation par lequelle il sera autorise d'eller passer un cours aux Stats-Unis dans un des



B-30 metiers de la composition. Il y a e Philadelphie une compagnie ou se font les principales machines a composer et ou on donne en meme temps des cours. Qui ne se donnent pas ici au Canada? Q. Ils sont donnes ioi, mais le ocurs est R. aller aux Etats-Unis. Il est venu au bureau et au lieu de l'envoyer aux Stats-Unis, on l'a dirige vers Montreal. C'est un grief que je donne, que l'ouvrier nous a donne, Je ne veux pas porter de jugement. Bn allant a Montreal, il va prendre deux ans. Apparemment, les houres de travail no sont pas remplies. Je crois qu'il y a deux ou trois heures de cours par jour. Ce va lui prendre deux ans et s'il allait aux Etats-Unis, ca ne lui prendrait que six mois.... Q. Qu'est-ce que vous pensez de ce cas-la, si vous ctiez trouver a la place du ministre des Affaires des Anciens Combattants ...? Il est sur qu'apprendre en six mois R. le metier d'imprimeur, dest un avantage ... le manceuvre est rare et c'est un service qu'on rend au veteran. Q. Pour se perfectionner ils doivent necessairement aller aux Stats-Unis? R. Pas tous, mais les monotypistes en particulier.

> Q: Il n'y a pas de cours complet a Montreal? R. Non:

Q. Ni dans le pays?

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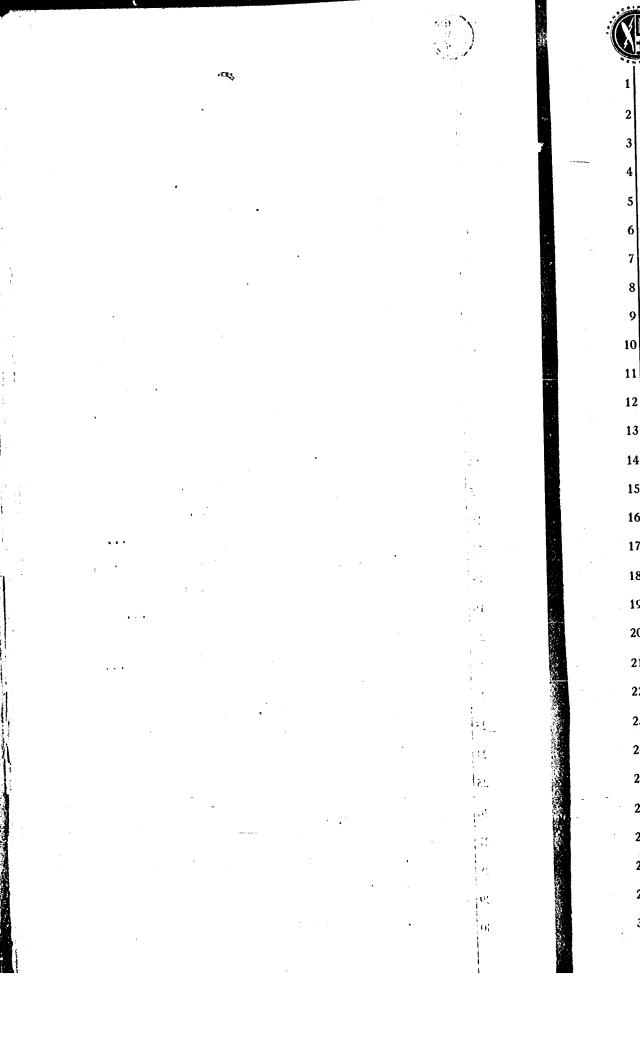
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Non. Ces cours sont donnes gratuitement. R. Une autre chose sur laquelles je veux attirer l'attention de la Commission, c'est que nous avons une clause dans les reglements qui stipule que pour apprendre la machine, soit le monotype ou le linotype, l'apprenti devrait avoir completer sa quatrieme annee d'apprentissage. Dans le cas du type Levesque qui a servi dans l'armee, il n'avait que trois ans d'apprentissage. Il n'a pas travaille du metier dans l'armee. Ca l'empechait d'etre apprenti-operateur. Nous l'avons recommane et nous lui avons remis une lettre pour demander de l'e voyer a la manufacture et le Comité de competence etait pret a accepter qu'apres son six mois de stage a l'Roole de la manufacture, on lui remette sa sarte de competence." A progressive attitude is also being adopted

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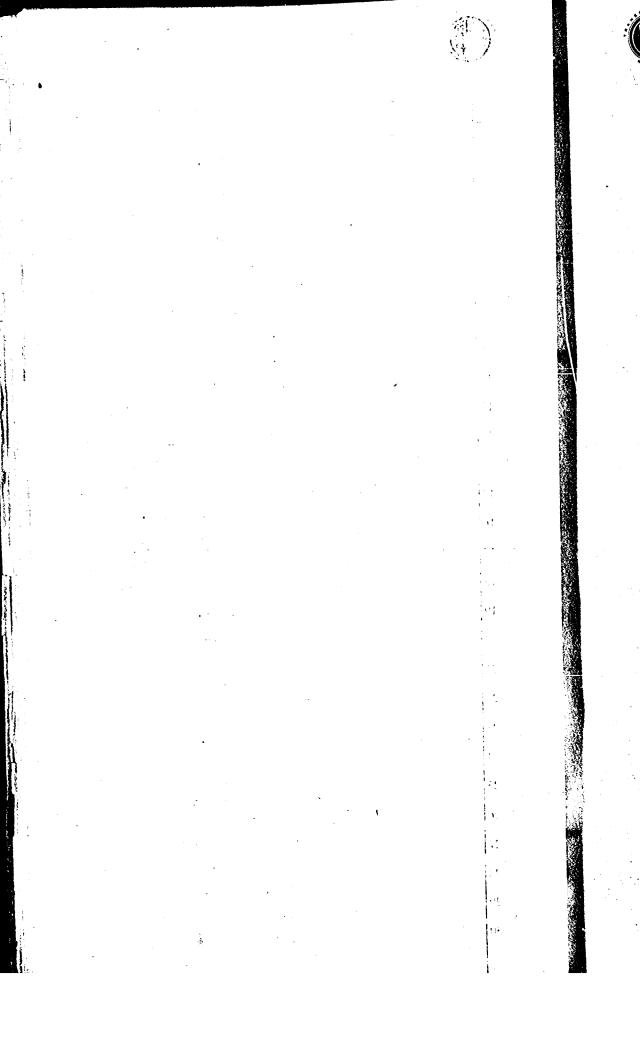
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as the policy at the Building Trades Apprenticeship
Centre in Montreal. The system for Veterans visualized for this Centre, according to Mr. Frice, its
Chairman, is as follows (K69 - Bl4):-

"We expect to have at the School an Examining Board consisting of representatives of the training centre and of the two labour unions with which we deal in Montreal. They will set up a board to give practical tests to the man, and the board will determine after practical tests how long an apprenticeship a man has to serve. In some cases it may not be more than three months. Others will have to go for the full course."

30 with respect to Veterans seeking classifications as



ogrpenters in Quebec. M. Resairo Gosselin, President of the National Syndicate speaking of former apprentices returning, states (K72 - A69):-

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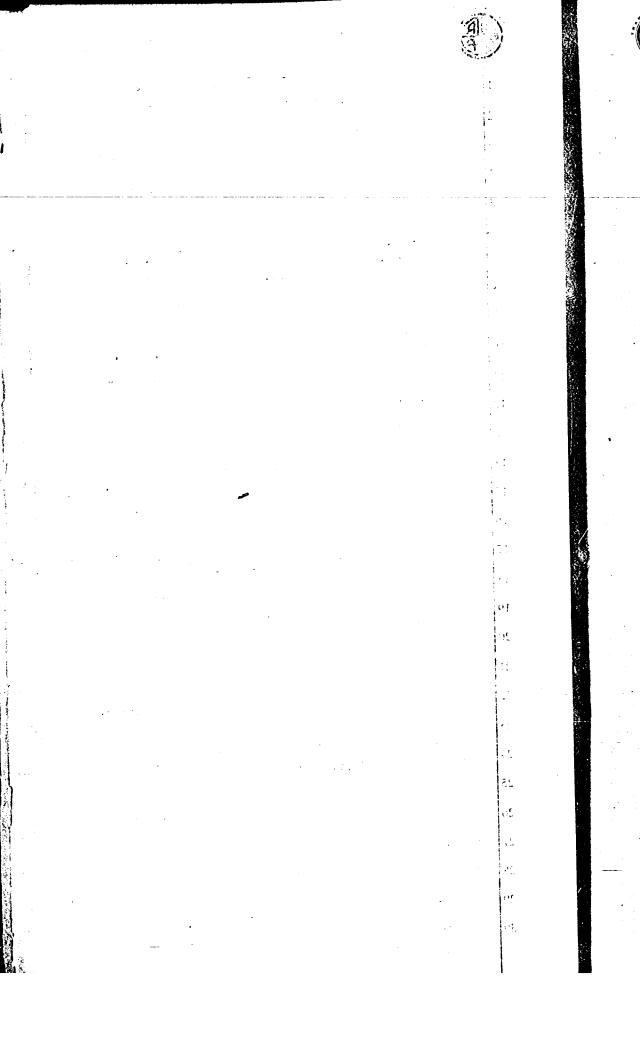
"Bi leur epprentissage n'etait pas terminee au moment de leur enrolement, nous prenons en consideration la duree du temps dans le service; on leur pose un questionnaire..."

Fitting the training period to the ability of the trainee is also advocated for the plumbing trade for which a provincial linense is required. Mr. Forrester of the Garth Company states (K77-AlO):-

"Q. ... Do you consider that in your business an ex-service man who had learned something about the trade in the armed services could benefit by having his apprenticeship shortened? R. Well, that largely depends on the boy. I do not think it is quite right to set a period, the same period for all boys, because some are much brighter than others, and some go to school and study and they are the ones who should get some encouragement. I feel very sure that there are many boys who come into the trade who have their period shortened because they are of the the type who get shead much faster than others.

Q. Then so far as you are concerned you would be in favour ... that authority should be granted to examiners to shorten the period in the case of particular people who had had experience in the ammed forces and who are so recommended by their employers?

29 R. Yes; but they would have to come up before 30 these Bourds for their examinations."



The same will be true of the plasterers and other Building Trades to be trained in the new Apprenticeship Centre. After a three months course it is hoped that graduate Voterans will be rated as at least second year apprentices. (Bibeau K77-A27).

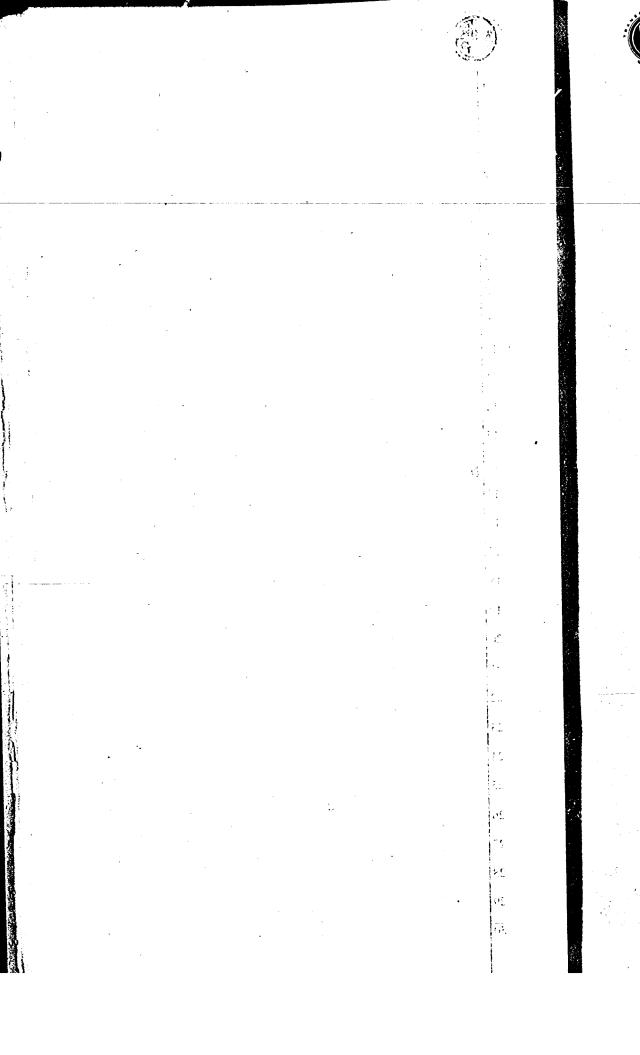
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5 The same progressive attitude is found to be 6 true of the Automotive Trade in Montreal (See Sub-7 section IV). There, according to Mr. Priour, the Chairman of its Examining Board, an applicant is 8 graded according to his knowledge as determined by 9 oral questions designed to demonstrate the derth of 10 knowledge acquired while on the job, without relation 11 to the length of time spent in the trade. After the 12 first examination the examines is classified in a 13 grade of apprentice or journeyman. A civilian must 14 wait six months after one examination before he can 15 present himself to be re-examined for upgrading in his classification. If he is successful he is re-16 This waiting period has been reduced 17 olassified. for Veterans to three months. Thus it would be 18 theoretically possible for a Veteran classified in 19 the lowest grade of apprentice on his first examina-20 tion to schieve top journeyman's grade in one year 21 and six months if his answers on each exem/nation 22 were satisfactory.

On the other hand it would be possible for 23 an apprentice to remain indefinitely in any classi-24 fication if he could not pass the examination lead-25 ing to the next grade. Two members of the Commission 26 Staff were present at a Session of this Biamining 27 Board, recently. The examination was witnessed of an. 28 syprentice who had been employed in garages for twelve 29 years, and yet was unsuccessful for the third time in raising his classification above a second grade ap-30



prentice. In comparison to this case, a recently discharged R.A.F. Flight Engineer, an Englishman, who had been in the Service since 1937, and who for the last two or more years had been employed ferrying aircraft and has decided to remain in Canada, was classified on examination in the highest apprentice grade on the strength of the knowledge displayed even though his practical experience had been exclusively on aircraft or automobiles of 9 English manufacture.

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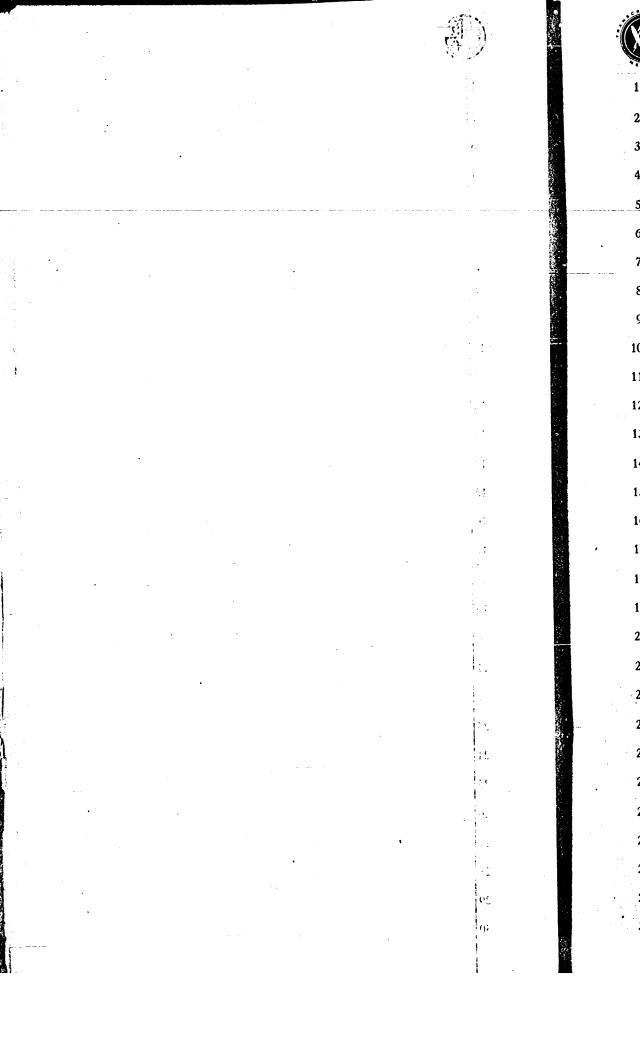
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During this same Session a former experienced 10 mechanic who had left his Montreal garage in 1940 to 11 take employment with the R.A.F. Transport Command at 12 Dorval on aircraft maintenance was given the highest 13 journeyman rating as a result of his showing.

14 Application of this same principle; to wit, 15 allowing advancement in accordance with demonstrated ability; though usually without the formality of an 16 examination, is general in trades and callings not 17 governed by Parity Committees or union regulations. 18 For instance, a former R.C.O.C. carpenter is employed 19 training-on-the-job in a cabinet factory. His 20 advancement depends on the employer's assessment of 21 his ability. He explains his position as follows 22 (K-76 - 04) !-

> "Q. Are you trade tested periodically or do you expect to be graduated from one floor to another?

I think that is the way it should be. R. If you do not qualify they do not put ۰. you ahead. I believe they would hold you back until you know all ab: 4 it, (one operation) then put you form rd. Does your employer give you trade Q.



B-35

tests periodically?

R.Well, he could not very well do that ... " The same is true of a class of veterans training to be telegraph operators with Marconi Company, e.g.,

> How long do you have to be in your new "Q. work-until-you-are-qualified?_____ There is no definite time limit laid R. down. You are there until your course is completed. It depends on your own

Who determines that? Q.

ability.

There are instructors. There are R. regular examinations to determine that." (K76 - C12).

13 From the foregoing it would seem reasonable to conclude that there is a trend away from the 14 traditional inflexible term apprenticeship towards 15 giving the individual oredit for the knowledge and 16 skill acquired at any one time, irrespective of how 17 long it may have taken him to learn. This is in 18 accord with Recommendations No. 73 and 77 contained 19 in the Second Report. It provides an incentive to 20 the ambitious and hardworking Veteran with natural ability to apply himself more intensively to his task 21 and enables him to realize the fruits of his applica-22 tion before his more leisurely or indolent co-learners. 23 It should tend towards the desirable goal of uniform 24 standards in a trade, the subject of Recommendation 25 No. 69, and definite syllabus of training and progress 26 trade tests referred to in Recommendation No. 78.

Syllabus . 28

In no instance was the Commission able to find 29 an organized published syllabus which an apprentice

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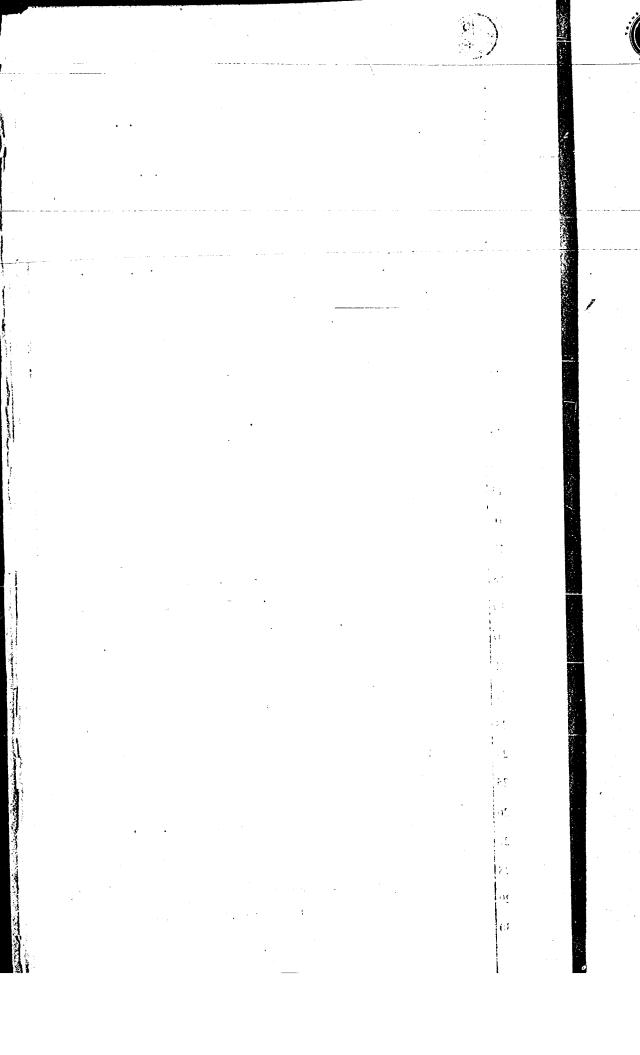
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had to follow in order to qualify himself to sit for interim or his final journeyman examinations. 8080 thought was being given to this by bhose interested in organizing apprenticeship centres, but so far there was apparently nothing finally laid down. - This, to a large extent, can be attributed to the lack of standards as to the qualifications required of a journeyman, and if the Commission's Recommendation No. 69 in this regard were generally adopted there would be no difficulty in drafting a syllabus which, if followed by the apprentice, would ensure that at the end of his training period he would have covered all the essentials of his oraft. The adoption of a training syllabus for apprentices is regarded as essential for the success of any programme for the improvement of trade standards in any trade.

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15 Progress Exeminations

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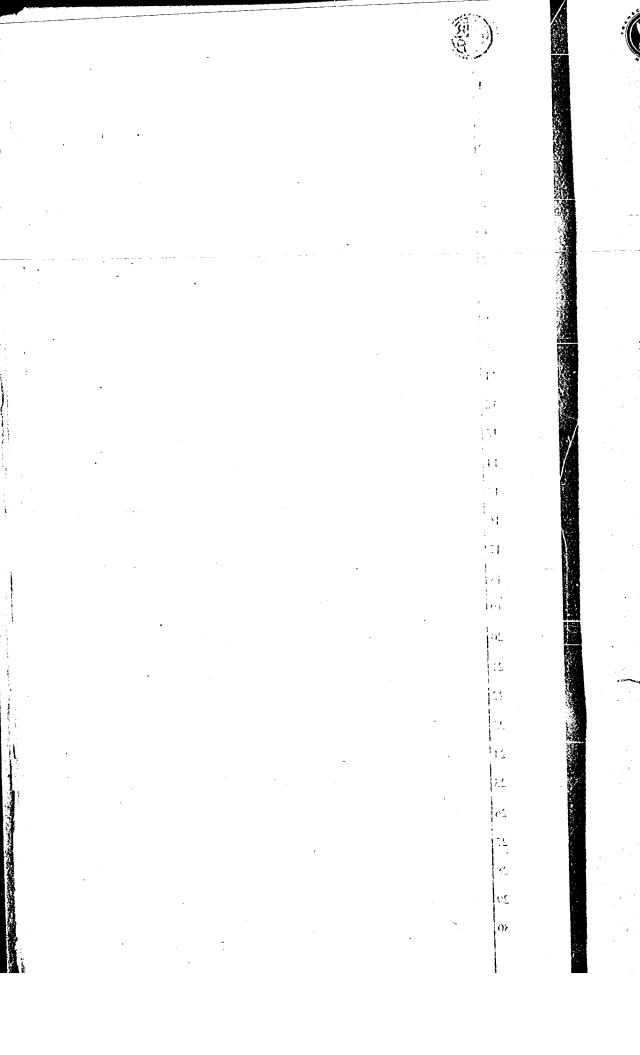
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While in certain trades apprentices could sit for 16 an examination which would reclassify them to a higher 17 grade, there seemed to be no attempt to require an 18 apprentice to prepare himself for such an examination at 19 stated intervals during his training period. In most 20 trades it seemed to be the practice for an apprentice to present himself whenever the spirit moved him. If he 21 passed into a higher classification there was so much 22 gained. If he failed there seemed to be no requirement 23 that he present himself at a leter date for another test. 24 Usually there was a minumum period fixed between examina-25 There was no evidence of a maximum period. In tions. 26 the automotive industry in Montreal the minimum period 27 was fixed at six months. As mentioned in Subsection I, it was reduced to three months in the case of Veterans. 28 However, it was disclosed that some mechanics, after ten, 29 twelve and even fifteen years in the trade were unable 30



to pass the second or third apprentice classification. There seemed to be <u>no system whereby the employer</u> <u>was questioned as to the lack of progress of his ap-</u> <u>prentice. nor any effort made to ensure that there wis</u> <u>some attempts to assist the traines in govering the</u> <u>subjects wherein he lacked knowledge and skill.</u>

Having once retablished this it will be possible to identify within a reasonable period those who have no aptitude for the trade being studied. Instead of, as now, having them continue in an apprentice status for an indefinite period of years without any advancement they can be directed to other lines of endeavour, thus ensuring that those who reach journeyman status within the ellotted time are those suited to the trade.

The Commission is informed that it is the intention at the Building Trades Apprenticeship Centre to have annual tests to determine progress. (K77-B6). No doubt other trades will see the merits of this policy in due course.

25 WAGES DURING TRAINING

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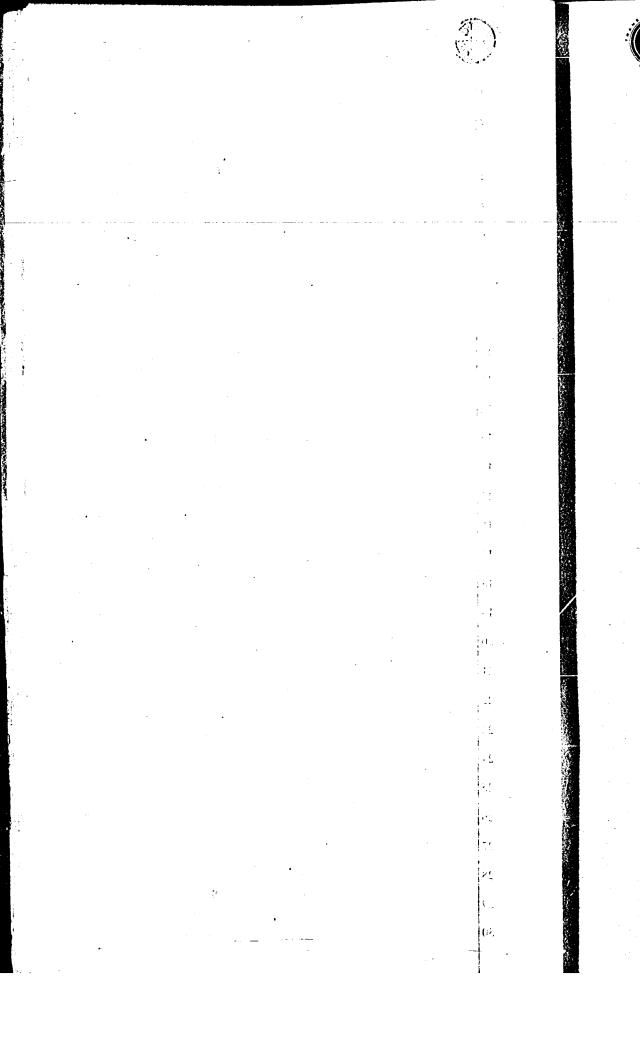
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There was found to be a great difference in wages paid during training. Some employers in certain trades paid the absolute minimum. Others were found to pay full rates to beginners, that is wages comparable to a skilled worker in the trade. In this latter chast is to



be found "Big Industry" for the most part where the demand is for production line experts and operation specialists who can be trained in a short period of time and are very quickly giving the employer adequate returns for the wages paid.

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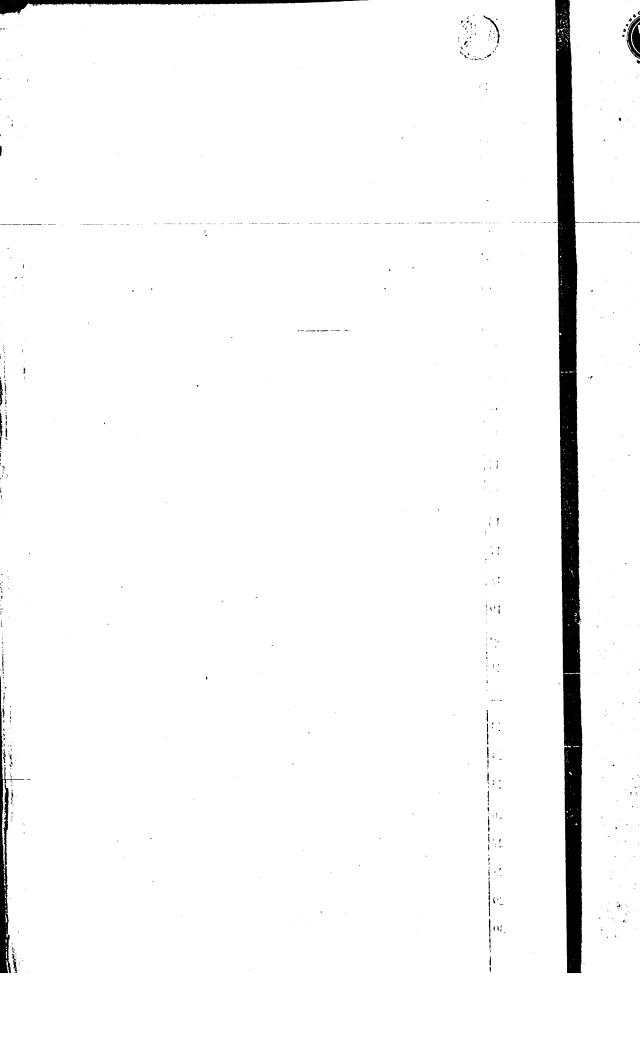
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Thure is a widely spread suspicion of exploitation 6 in some trades where there is an inflexible wage agree-7 ment and where the remuneration is based on the length 8 of the time required to be spent in each apprenticeship 9 stage of the trade. As referred to in another section there is not necessarily any relation between the time 10 spent and the amount of skill acquired. In many instances 11 the wage increases are granted automatically on the 12 expiration of the time period laid down without the ap-13 prentice being required to undergo an examination to 14 ascertain whether he has in fact improved his qualifics-15 tions. Conversely the apprentice who applied himself and 16 learns quickly soon increases his value to the employer and by the improvement in his qualifications will give 17 the employer a greater return for the wages paid on the 18 apprentice scale than in fairness the employer is en-19 titled to. It is only fair to record that there is 20 evidence some employers increase the wages paid ap-21 prentices to keep pace with their ability and value to 22 him. What influence the current shortage of trained 23 tradesmen has on this generous attitude, the Commission will not attempt to assess. It is feared that in normal 24 times, if there is an ample supply of workers, the 25 tendency will be to observe the minimum wage scale fixed 26 for each classification irrespective of the real ability 27 of the apprentice. 28

This subject is closely related to the desirebility of a training syllabus and progress examinations which will enable the real progress and ability of the



apprentice to be periodically assessed. The quantum of wages is dealt with later.

METHOD OF TRAINING

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The advantages to be derived from and the initial necessity of a syllabus of training and organized programme of progress examinations has already been dealt with. Closely related to these considerations is the method of training.

There are several methods whereby a beginner can acquire trade qualifications. The three principal methods are:

1. Training on the job.

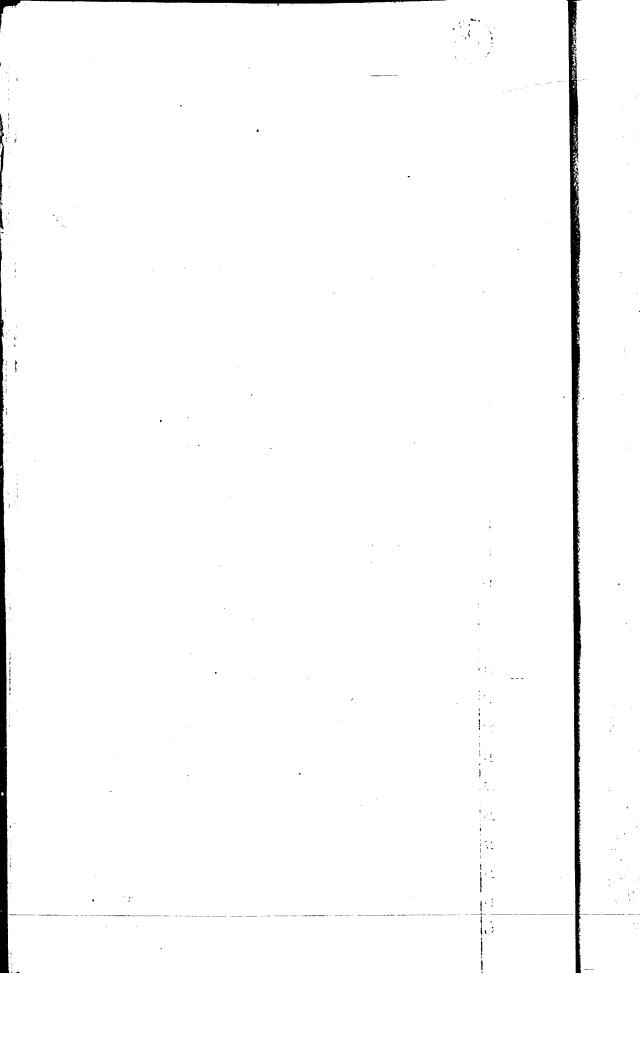
2. Technical or Vocational Courses.

3. A combination of the above.

All of these methods were employed in the Armed Services trades training courses, and it is found that the same is true in civilian occupations, although not in each trade.

Because in the final analysis employment for 18 Veterans must be sought with the employer class the 19 Commission made a point of seeking the views of a cross section of employers in all centres and surround-20 ing areas where hearings were held. They were asked 21 the best methods, in their opinion, of acquiring the 22 skills which were required in their industries or call-23 ings and other matters which the Commission felt to be 24 relevant to the inquiry.

Nearly all witnesses questioned on this aspect of the problem egreed that a sound and comparatively advanced general schooling was to be desired, particularly where there was an ambition on the part of the trainee to advance beyond the purely artisen and manual stage. In some trades a higher standard of scholastic training is



necessary than for others, e.g. graphic arts, wattoh-In other trades a minimum standard is makers etc. insisted upon in order to be accepted for training even though the majority of tradesmen at present in the trade have not themselves reached the standard 5 set. There is an indication that higher standards 6 will be demanded in most trades in the future. The 7 Commission regards it as most important that the veteran advance his scholastic standing to at least 8 eighth grade wherever possible before turning his 9 attention to trades training. 10

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in some trades or callings it was stated that 11 a technical course presented no advantage whatsoever. 12 This is particularly true of industry employing moutly 13 machine tenders and operation specialists. Any technical 14 training desirable could be taken in the form of night 15 or correspondence courses while working during the day. 16 Many employers make such courses available without charge to the employee. 17

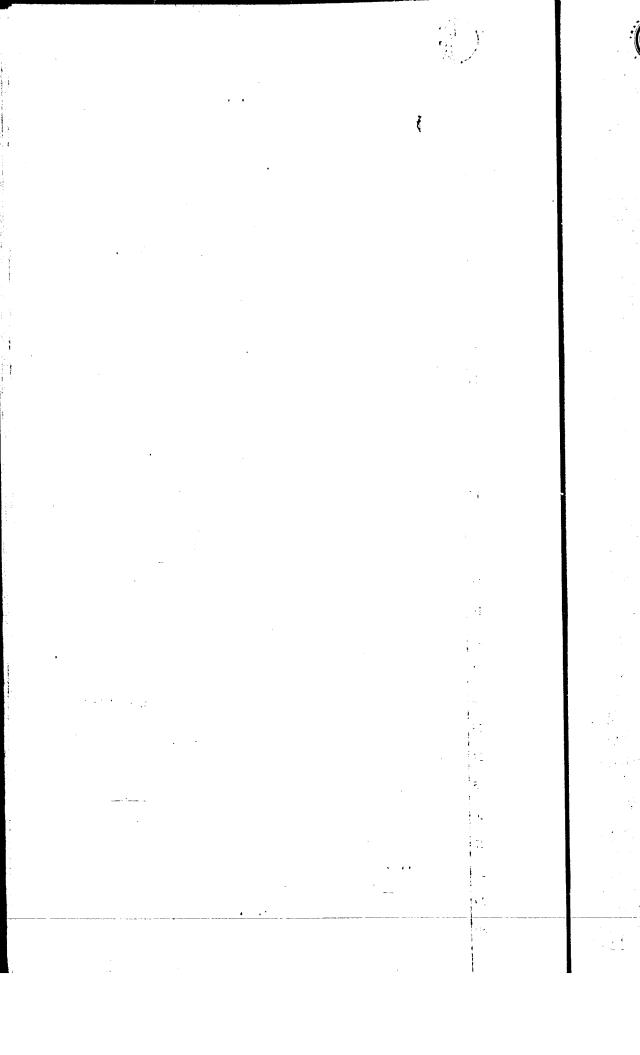
Some trades favoured a basic course in the elements 18 of the trade before the aspiring tradesman enters his 19 practical training period. All stressed the necessity 2û of practical experience in conjunction with any course, 21 suggesting the time ratio of at least two thirds shop 22 or practical experience and not more than one third

23 theory and study or formal schooling.

24 In respect to machinists there is the evidence 25 of Mr. R.J. Lamoureux, representative of the United 26 Steel workers of America, who says in respect to approntice training (K77 - D9):-27

> "....Ninety percent of the work is carried on month by month and year by year as to the different operations in the plant. They have

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to go through all the different operations working at the bench; also studying at school at the same time. Technical knowledge without the practical knowledge is of little value; unless they go together, at the end of four years he loses everything he gained in the first months."

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For the plumbing trade it is stated:-

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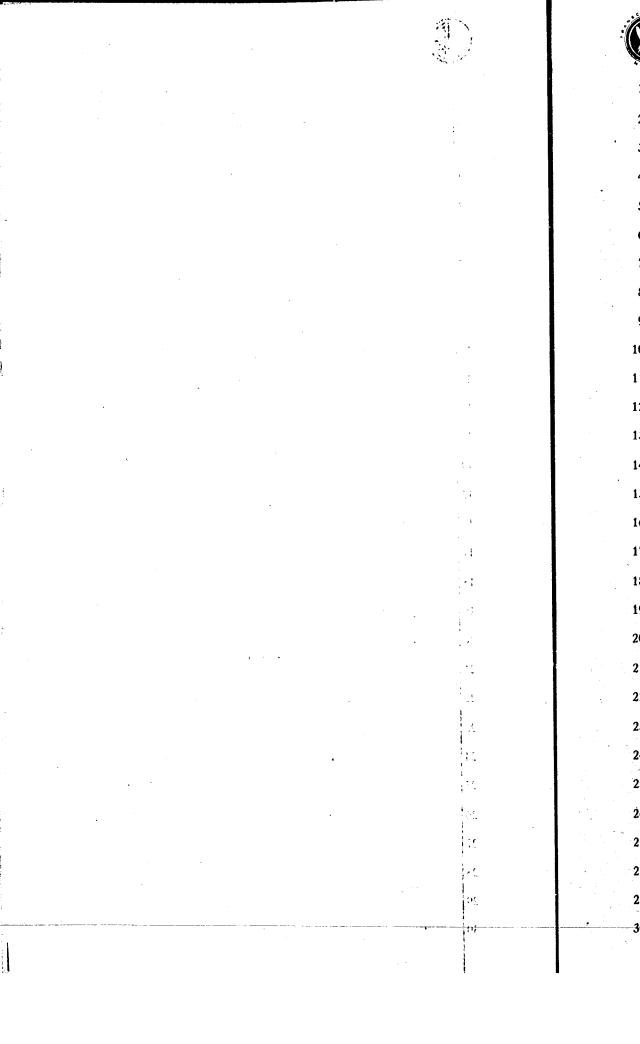
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"There has to be a combination of technical training, school training but that by itself will not give the apprentice the practical knowledge he must have. It must be supplemented by on the job training as well. I 12 have always advocated that with apprentice-13 ship, we do not try to make engineers, 14 estimators, foremen, or anything like that 15 out of apprentices. What we want is a 16 mechanic, and what we should endeavour to do is to make first-mechanics, and then if 17 the young man has the ability and wants to 18 advance himself he can take a post-graduate 19 course such as that offered by the Montreal 20 Technical School

I would say that a man has to have eight years experience, four years as an apprentice and an additional four as mechanic to be the type of tradesman I want. I do not think there is a place at high wages for the poorly trained man." (Charles Watson, Flumbing Contractor K77 - A17) This same witness feels that the ideal method of training would be to have classes of four or five apprentices with an instructor-mechanic in charge scattered all over the City so that at the end of a day's work the apprentifie would not have to spend half his time



travelling to and from a Centre. This of course refers to the advocated training to supplement the experience geined while training on the job (K77 - AB2).

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In industry, apart from the building trades and mechanics employed in maintenance work or auto mechanics where more or less sontinual schooling in conjunction with practical experience is recommended (e.g. K73 - A37), the weight of opinion was in favour of immediate training on the job assisted where indicated with night classes and courses. The advantages of learning on the job were stressed as most important.

A moment's reflection indicates the reason for this. 11 Modern trades and industry are becoming increasingly 12 specialized even though elements of the older trades are 13 present. The manufacture of radios involves some know-14 ledge of the electricians arts; the installation of oil 15 furnaces a combined knowledge of parts of the electricians 16 and plumbers trades with specialist knowledge added! the 17 installation of gasoline pumps in service stations, some elements of the plumber's and steamfitters craft. 18

The problem faced by employers engaged in these 19 different occupations is to find men with the knowledge 20 and skill of use to them. The only source at the moment' 21 is the men they themselves have trained or those trained 22 by others in the same business. For instance, the 23 evidence of Mr. Mairn, Manager of the Geo. W. Reed Co., 24 who are engaged in the installation and maintenance of service station gasoline and fuel pumps in typical of 25 the problem (KV7 - AS):-**26**

> *Q. Are there any phases of your industry for which you have difficulty getting man-power?
> R. At the present time there is one. I do not think there is really any difficulty in getting manpower; it is a matter of training men



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B-43 to meet the requirements, the men must be trained for this specific job; in other words there is 2 not much in line at the present time in the way 3 of men available for that work. 4 Q. What particular occupation? 5 I am referring now to the fitting of piping to R. 6 these gasoline and fuel tanks. It is not really 7 a brade, if a man has been used to something different. It is not what you would call a steam-8 fitter's job and it is not a plumber's job. We 9 have actually to train these men. That is what 10 we are doing now with the ex-service men who 11 have come back to us on the job. It is a matter 12 of three or four months training. 13 By working with you would they get sufficient Q. 14 knowledge of the trade (steamfitter) to pass the examination (for a provincial license)? 15 R. No, Sir. 16 Some employers viewed with dismay the suggestion 17 that the traditional craft skills be encouraged for 18 veterans and others. It was their complaint that they 19 were unable to obtain now the unskilled men they needed 20 to train into the job operations upon which the under-21 taking depended. During the special investigation in Toronto, some employers went so far as to suggest that' 22 immigration of low type unskilled labour be encouraged 23 at once in order to fill the urgent need for that type 24 of heavy labourers and totally unskilled workman. 25 Their slarm can be understood when the statistics 26 are considered which show such a small percentage of the 27 jobs open in modern industry require real skill. A survey 28 recently concluded at the instance of Herverd University showed that in the United States some 65% of the total 29 jobs required no skills other than an easily acquired 30

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'know-how" learned on the job in a short period. Representatives of large industries and plants heard by the 2 Commission estimated their total payroll had only from 5 3 to 10% skilled labour (K77 - 05), mostly made up of main-4 tenance man, i.e., plumbers, electricians, cappenters, 5 and stationary engineers etc., with a few machinists, 6 dye-outters eto,, who although they had spent at least 7 four or five years in acquiring their skills were paid 8 very little more than the others on the same payroll. 9 In some cases they received no more. It was stated that a machine operator or operation specialist can be trained 10 to perform his particular function in the production 11 process quickly and efficiently in a few days or weeks 12 without previous training or experience, depending to 13 some extent on his own aptitude and the intricacy or 14 difficulty of the operation required. It was stated that 15 this form of production was far more efficient from the 16 manufacturer's point of view than the older method of a 17 highly skilled mechanic himself performing most of the operations which made the finished product. Modern 18 production is tending more and more to the operation 19 specialist, not only in the production line but also, 20 through replacement parts policy, in the repair and main-21 tenance after production. Even in the construction 22 business the Commission learned that only about 50% of a 23 general contractor's pay-roll on the job is composed of 24 tradesmen (Hewson K77 - 03). -25 The Commission believes that every encouragement 0y should be given to veterans who wish and have the ambition 26 and aptitude to follow the long apprentice and training 27 period which is now required for the skilled trades, as 28

once acquired these skills make the tradesman a more

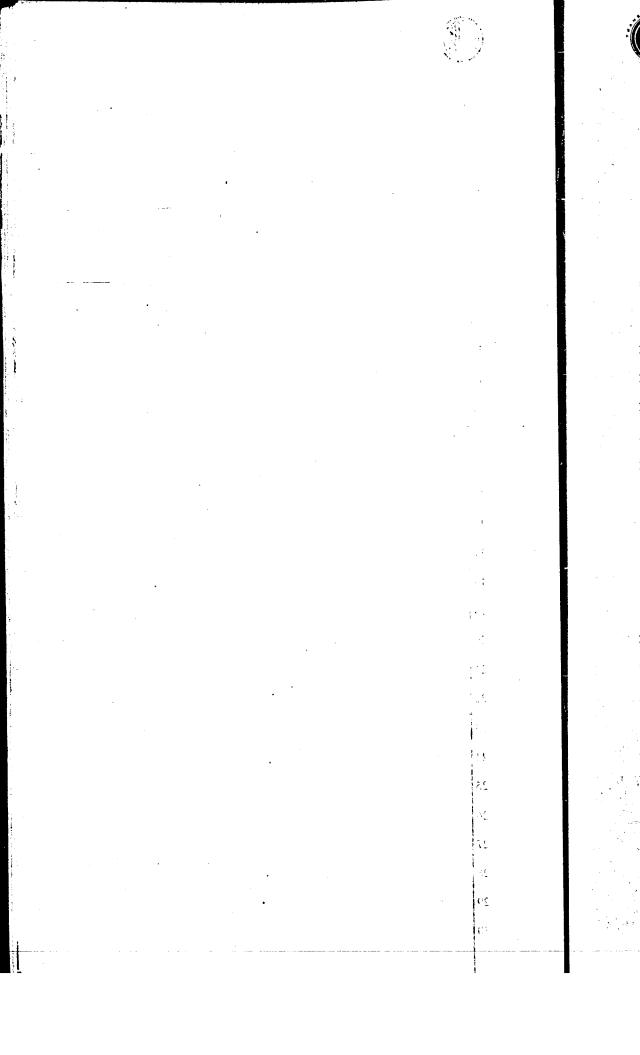
versatile and independent individual with normally a

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greater field of employment open than the specialist brained to one operation in a production line. Nevertheless the Commission also feels that due regard must be given to the modern requirements of the Canadian economy and that the apparent trend eway from the traditional trados (even in the building industry if the claims of 6 the prefabricated housing experts are accepted) cannot 7 be ignorei when advising veterans on their course in returning to find a place in divilian employment. Personne! 8 Counsellors should exercise discretion in recommending 9 courses and training leading to qualifications in à 10 skilled trade and limit their recommendations to those 11 veterans who are not only physically and mentally capable 12 and apt for the trade recommended but slee who have the 13 ambition necessary to attain journeyman status and the 14 stamina to adhere to their training for the long period 15 usually necessary.

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It should also be stressed here that most employers 16 expressed directly or indirectly their reluctance to 17 accept the formal certificates of competency issued by 18 parity committees or other authorities purporting to grade 19 a man'w skill and status in the trade. It was found that 20 despite the rating of the examining board the employer in-21 variably reserved the right to judge the employee's qualifications for himself. If he was forced through a collect-22 ive agreement to pay a certain minimum for a certain 23 elassification certificate, he did not necessarily consti-24 tute that his morinum. As already montioned there were 25 many instances disclosed to the Commission where the employ 26 or rated the employee at a much higher classification then 27 that granted by the Exemining Board and paying him scoord-28 ing to the value of his services to him. Ofteh the wages paid bore no relation to the rates laid down in the contrac 29 The converse of course was not true. If an employee 30

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was found lacking in the qualifications inherent and understood by the classification held, the employer disoharged him rather than pay the rate called for in the contract but which, in the opinion of the employer, he was not worth. It was stated in connection with the certificates issued by the Parity Committee in the Automotive Trade¹-

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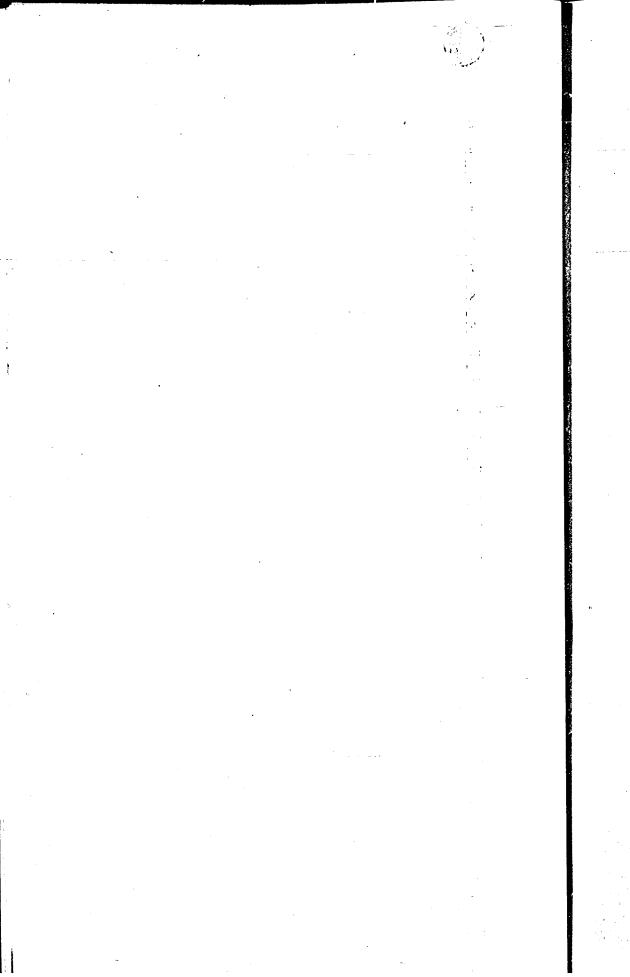
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"Le seul moyen pour nous de trouver la competence d'un mecanicien c'est de l'envoyer dans un gerage et de la faire travailler pour un mois afin devoir ses capacites."

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(Darwau K 69 - 09).

From the foregoing it is evident that there is a 12 great divergence of opinion as to the detail of training 13 methods, but that all are agreed that practical experience 14 on the job is absolutely essential to a thorough grounding 15 in any trade. There is fortunately a great deal of 16 interest and progressive study being given to this subject 17 in most trades and callings. It is quite apparent that due to the many differing factors involved in each trade, 18 generalizations would be not only dengerous but futile. 19 It is felt that if the present trend and interest con-20 tinues for the future great progress will be made in im-21 The Commission should add that proving trades training. 22 for most trades it is timely.



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SUBSECTION III

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PART III - BERVICE TRADES AND TRAINING

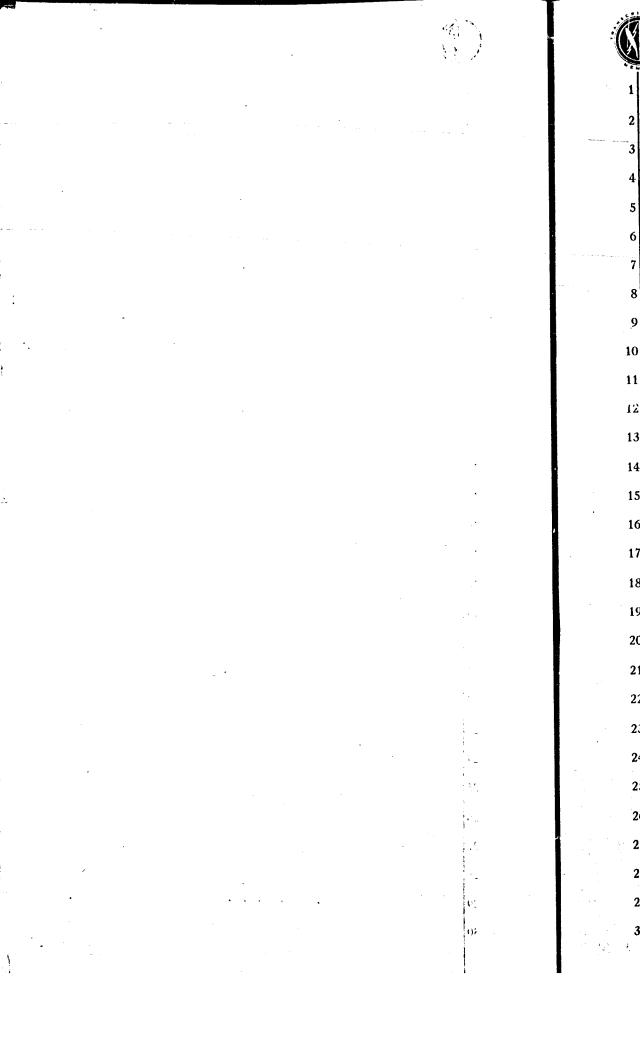
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3 For its Second Report the Commission obtained a 4 great deal of evidence on Service Trades and Training. 5 An attempt was made to have Provincial authorities assess and grant credits in civilian trades for Service-6 acquired skills and knowledge. It was hoped at the time 7 that some plan could be evolved whereby the holder of a 8 Service Trades Qualification Certificate would be granted 9 the equivalent civilian classification. (See Second Report, 10 Section XIII, Para 2).

11 There was no evidence in the recent hearings that 12 any progress had been made in this direction. In fact, as mentioned elsewhere, there was ample evidence to 13 show that, by sud large, employers and trade officials 14 were profoundly ignorant of all matters connected with 15 Service Trades. It is doubtful (as indicated in sub-16 section II of this Section) if any progress can be made 17 in this direction for the following very cogent reasons:-18 There are no standards of general application 1. 19 in most civilian trades, and therefore no 20 civilian standard by which service qualifications can be measured. 21

2. There are too many service tradesmen whoso qualifications and experience do not equal the standard of their trade end group or class called for by Service regulations.

The lack of civilian standards has been dealt with extensively elsewhere in this Section and the point need not be laboured here. The sucond point has else been dealt with in Subsection II and reference is made to the evidence of Lt. Col. W.O.C. Smith recited there. Jis evidence was confirmed for the most part by witnesses in Quebec, Montreal and in the special investiga-



Many employers and experienced tradesmen were asked how they would rate a tradesman who had the qualifications listed as requisite for the various service trades in the booklets prepared and issued for employers' information by the three Services. They all stated that any veteran who had the top qualifidations as set out would be accepted anywhere as a top man in his trade. Their experience had been however that only those veterans who had been qualified 10 tradesmen before enlistment could qualify for that 11 olessification, on me-entering civil life.

in Subsection IV on the Automotive Trades.

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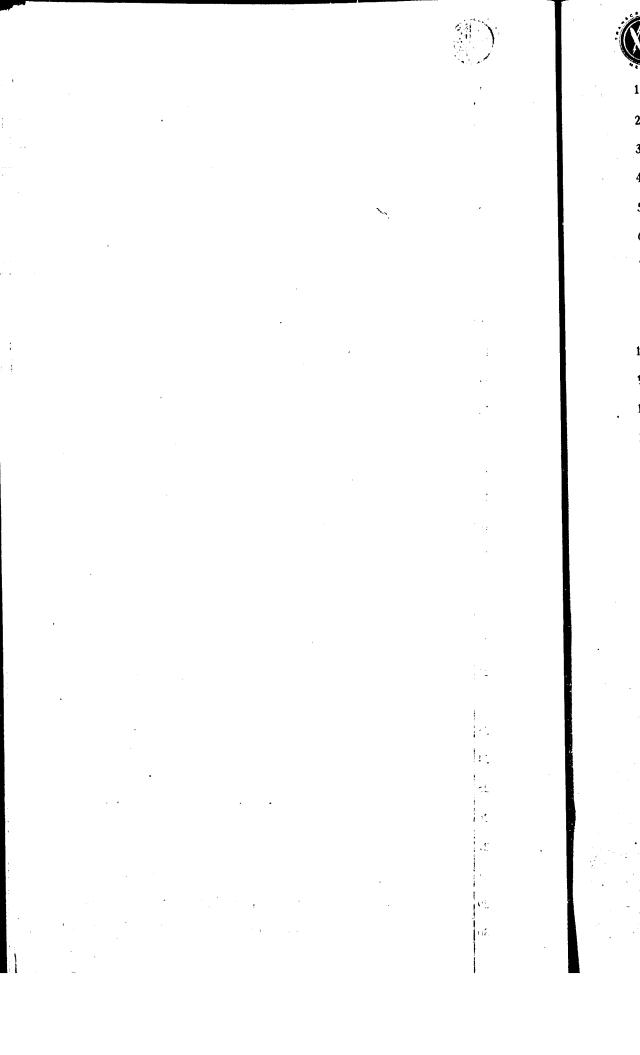
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121 The experience with veterans who had received 13 all their training in the Services, according to the great majority of witnesses heard, was on the whole 14 disappointing insofar as the report of their trade 15 skill was concerned. Employers were most enthusiastic 16 about the excellence of the other factors of interest, 17 loyalty, conscientiousness, will to work and learn, etc. 18 which are looked for in an employee. This finding is 19 reported in greater detail in Section VI of this Report. 20 No witness reported that a top class Service-trained tradesman had been accepted in the equivalent oivilian 21 category on the basis of his Service-acquired training. 22

It might for instance be assumed that Service-23 trained cooks and bakers would be able to take up 24 civilian employment with journeyman status. Such 25 apparently is not the case. M. Bmile Cosselin, 26 President of the Bakers Syndicate in Quebeo states 27 (K78 - A91):-

"..... seulement je comprends que ceux qui ont 28 travaille pour l'armee, c'etait dans la cuisine 29 et ne sont pas aptes du tout a remplir l'ouvrage 30



dans nos boutiques ils ont pris une certaine maniere de travailler. Vu la rarete de la main-d'oeuvres, plusieurs patrons ont ete encline a les employer, meme a nous a passer. Pour donner justice a tout le monde ... le veteran et le civil ... avec le systeme d'examen la note donne a chacun la position qui lui revient."

It was found though that even after Army oredit 8 for some 44 months work as a bricklayer in one case 9 and fifty odd months in another, two particular veterans 10 cited lacked the full knowledge and skill deemed requisite 11 for a journeyman civilian bricklayer. Although it was 12 admitted that their Service experience was extremely valuable to them they could not yet be considered up to 13 normal civilial requirements (even though they were in 14 their own opinion fully qualified). Because they would 15 have had difficulty obtaining employment at their exist-16 ing level of skill they were advised to take the course 17 offered at the Apprenticeship Centre. After a short 18 course of three months, it is hoped they will be turned 19 into finished bricklayers in a very short space of time. 20 (Price K69 - B14).

There was evidence that the training received in 21 the Services in many trades would exable the veterans 22 to attain senior apprentice or journeyman status in a 23 comparatively short period, particularly if he was allowed 24 to take his qualifying examination when he felt he was 25 sufficiently prepared rather than have to wait out the 26 normal apprenticeship period.

The principal deficiency found was that the Veterans' practical experience was not broad enough for civilian requirements. The plight of the veteran auto 29

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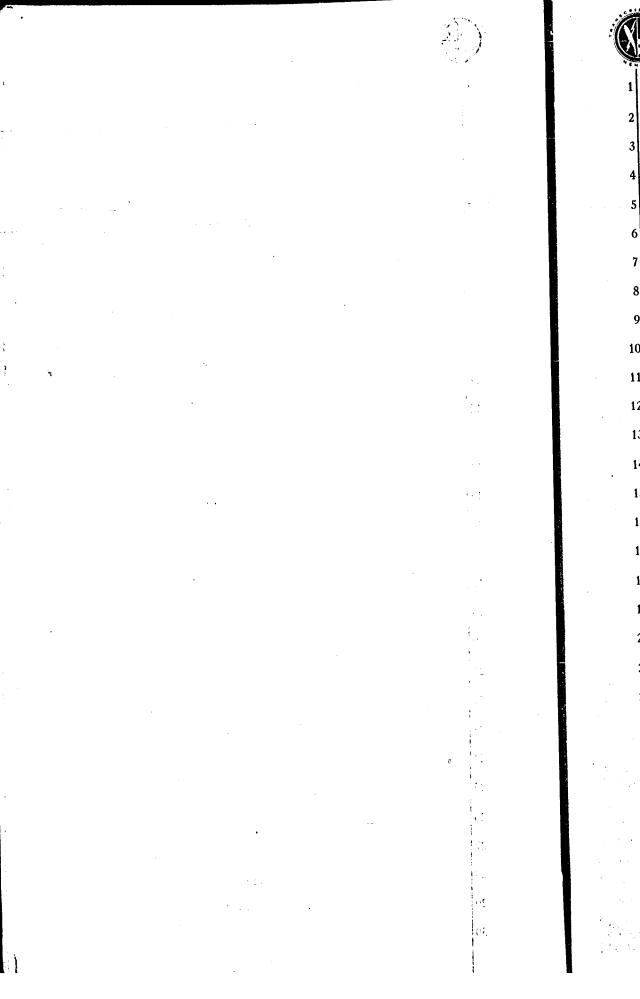
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mechanic is reviewed in Subsection IV. The underlying reasons are also given. It is agreed that the theoretical training given in the Service trade schools was excellent but that the ensuing practical experience was too specialized. It was found in the Toronto special investigation that many of the veterans examined could answer the questions put with apprent ease. Their theoretical training had been thorough and they were 7 actually entitled under existing regulations to a 8 journeyman's certificate on their showing. However, 9 Mr. Keyes, the Government examiner wisely pointed out 10 to these successful applicants that their practical 11 experience had not been sufficient to qualify them to undertake the responsibilities of a journeyman mechanic 12 in a civilian garage - in which the veterans agreed -13 and consequently a fourth year apprentice certificate 14 was issued with the consent of these veterang. No 15 prejudice was suffered in this as Mr. Keyes stated that 16 they had been able to find work for them at full 17 mechanics wages. They were therefore given the protection 18 of the Apprenticeship Act of the Province but at the same time were able to earn the same pay as a fully-19 qualified and certified mechanic. 20

The same general criticism and the identical 21 situation found in respect to auto mechanics can be 22 said to apply equally to all other trades. The veterans 23 trained in the Services know something about it, they 24 have had a good theoretical background training, but 25 their practical experience has been too narrow and specialized to enable them to compete on an equal basis 26 with the qualified civilian tradesman. Where a civilian 27 enterprise is organized on the same system as most 28 Service trades, that is where the tradesmen specialize, 29

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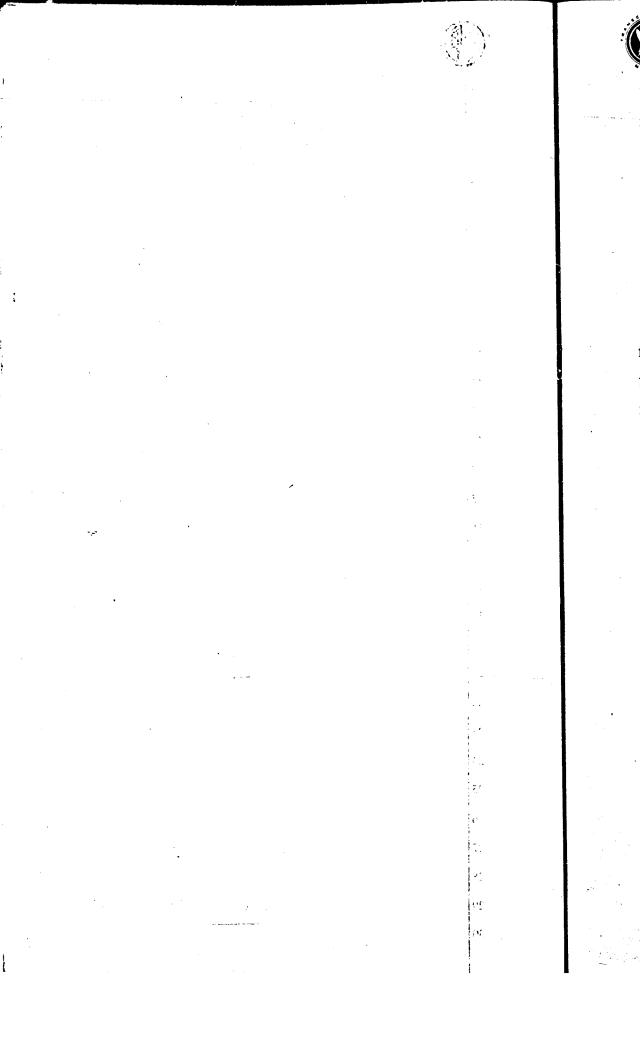
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the veteran who has found employment for his special training has been eminently satisfactory and the equal if not the superior of the civilian. The employment opportunities for this type of job are not sufficiently numerous to absorb more than a very few veterans. The civilien employer wants a good ell-around tradesman 6 capable of dealing quickly and efficiently with any situation which might arise during the normal course of work. Mr. Racine of Quabec says (K-93 - A41):-8

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"L'ouvrage qui se fait dans les ateliers n'est pas de l'ouvrege qui sefsissit dans 10 l'armes ou dans les arsenaux, Une homme 11 traveille une semaine sur le meme ouvrage; 12 ca lui prendre quinze jours. Dans les 13 ateliers c'est de l'ouvrage fort; le matin 14 dans le moteur, l'apres-mide dans la trans-15 mission, ainsi de suite."

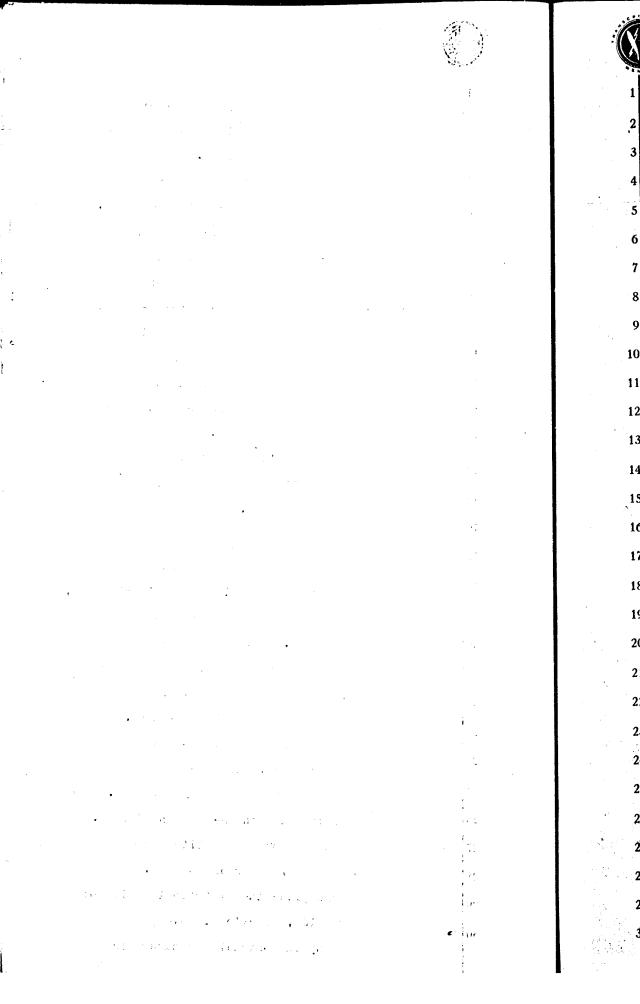
SERVICE TRADES QUIDES

17 It is stated in Section IV Subsection II that a very thorough enquiry was made into the distribution, 18 value and use of the trade guide booklets issued by 19 the three Services, viz, "Navel Rates" issued by the 20 R.C.N., "Army Employment - Civilian Jobs" prepared for 21 the Army Trades, and "Employers Guide" published for 22 the R.C.A.F. The findings are disappointing. 23

In the first place there was some delay in 24 distributing these volumes. The Army publication was not issued until the beginning of January 1946. The 25 other two were distributed in the autumn of 1945. A 26 great many veterans had been demobilized and were 27 looking for employment long prior thereto. 28

In the second place the distribution did not 29 appear to be very wide, Practically every witness in 30 Quebes City and many in Montreal and elsewhere was

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asked his opinion of the Navy and Air Force Booklets (the Army volume had not been published at that time) but only a very small percentage had seen them. A compilation of the replies made is attached as Appendix IV to Section IV.

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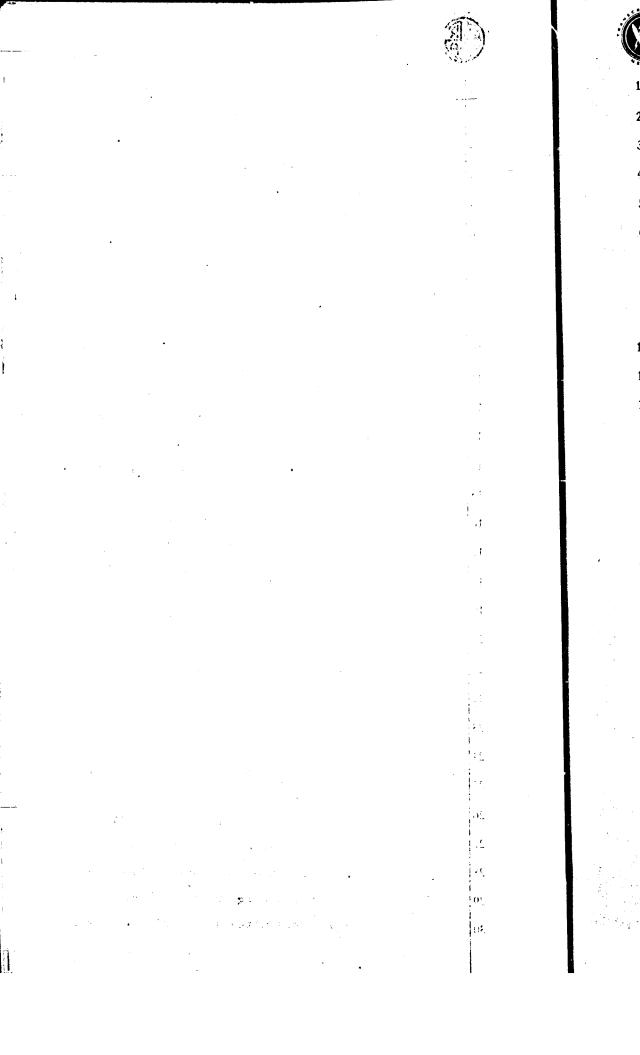
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5 In the third place little interest in the booklets was evinced by those who had received them. It 6 is admitted that, admirable and fact-packed though 7 they are, to the average employer they appear formid-8 able volumes to examine, and the normal reaction 0 appeared to be to throw them to one side. In any 10 event practically the only use made of them which the 11 Commission was able to ascertain was in large companies which employed personnel specialists and in the various 12 agencies responsible for the placement, training or 13 counselling of veterans. (See Subsection IV, part 2). 14 However this disappointment was relieved somewhat by 15 the evidence that the information contained in these 16 booklets would not be as valuable to prospective 17 employers of veterans as had been supposed for the 18 reasons mentioned earlier in this Report that not all Service-trained veterans appeared to possess the 19 qualifications attributed to him in the booklets unless 20 he had had a pre-war trade classification, in which case 21 he relied on his civilian certificate or record of 22 qualification. 23

Nevertheless the Commission is still of the 24 opinion that a very useful and valuable service can 25 be rendered the ex-serviceman and woman by acquainting employers generally, and particularly the small business 26 owner and manager of the crafts and skills possessed 27 by the Veterans. As has been mentioned before the 28 Commission found a profound ignorance of Service 29 qualifications among most witnesses eramined. There 30



is also an almost complete ignorance of the various benefits to which a veteran is entitled under the War Service Gratuities Act, 1944 and allied legislation, and particularly under P.C.5210 and extending orders. Mr. Hankin, Chairman of the Montreal Employers' Council which recently sent a letter to the 22,000 employers in 5 the Montreal area urging them to make a position for 6 even one veteran each with the view of training him for 7 the active business cycle anticipated and which is also 8 actively engaged in other ways in sttempting to create 9 employment for veterans, in his evidence said in part 10 (K76 - A 12):-

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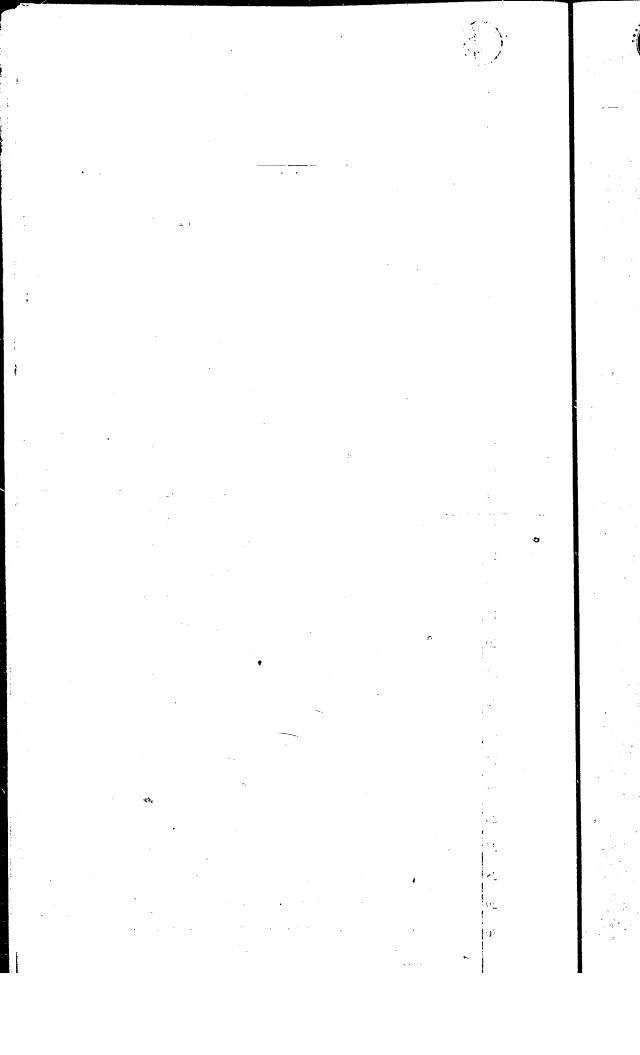
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"Mr. Chairman, our experience is that in spite 11 of the distribution of a considerable amount 12 of literature and in spite of the fact I believe 13 that facilities for training on the job have 14 been explained over the radio, the average 15 employer knows very little about it; and some e 16 means must be found in order to acquaint him. 17 with the facilities that are evailable." 18 The situation is such that the commission is convinced it is of the utmost importance that steps be 19 taken at once to acquaint all in a position to give 20 employment to veterans with service trades training 21 and qualifications and veterans benefits. 'ine Com-22 mission is convinced that despite the steps taken to 23 date the majority of employers remain in ignorance of 24

the value to them of giving employment to a veteran 25 even though such veterans may not be fully qualified for his requirements on first employment. 26

It would still be advantageous if some relation-27 ship between Service standards and civilian require-28 ments could be established. Possibly regional 29 conferences among those interested in particular 30



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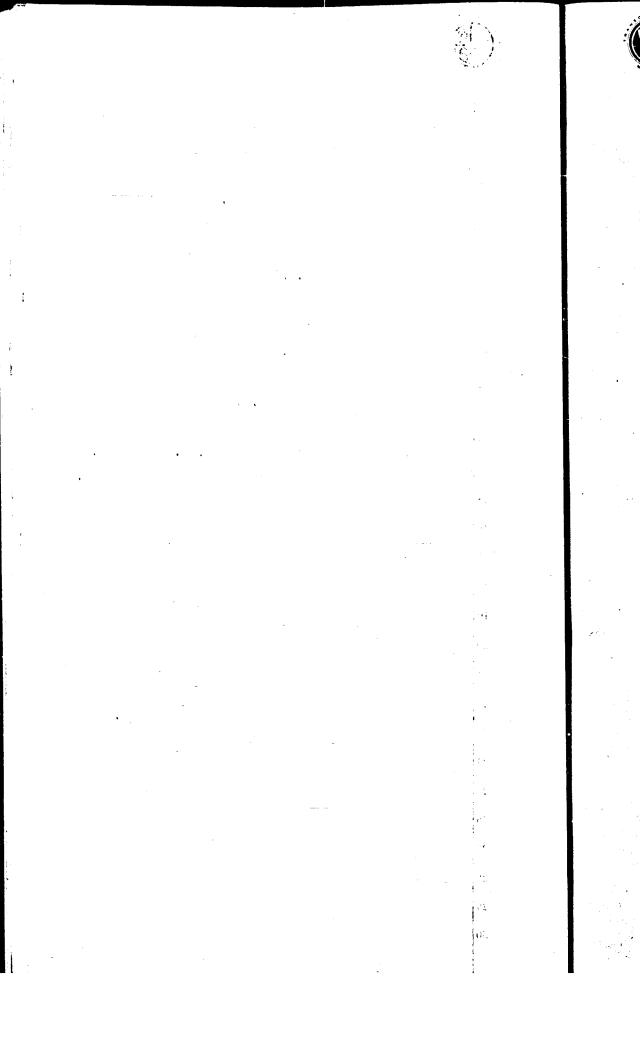
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There are other means elso of course of informing the Canadian employer of the advantages of employing ex-service personnel, e.g. talks to service clubs and trade association, articles end advertisements in newspapers, magazines and trade journals, pamphlets and oirculars, personal calls.

There are many private agencies engaged with goodwill in attempting this e.g. Montreal Employers' Vouncil, K76-A9; Junior Chamber of Commerce in Quebec -See Brig. Francosur K74 - Cl4 and Mr. J. Gegne (Mr. Jean Vallee- K74 - C68) and the Montreal Rotary Club.

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SUBSECTION III

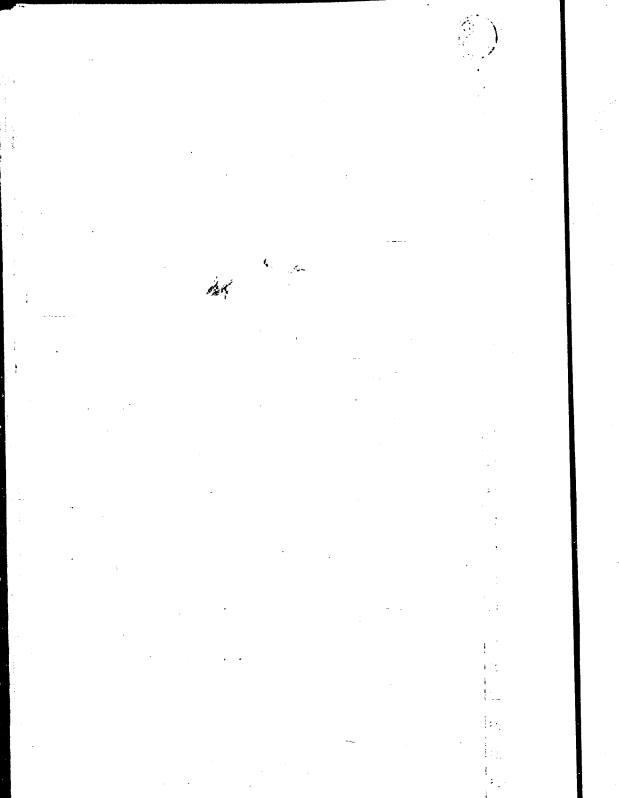
PART IV - JOB PLACEMENT

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Considerable evidence on "job opportunities" was 3 obtained during these hearings as during the hearings 4 leading to the Second Report, as a necessary corollary 5 of the investigations into Veterans' Qualifications. As 6 satisfactory and permanent employment under the best 7 obtainable conditions is the ultimate objective of all 8 Veterans' training schemes the Commission devoted a consideration to this subject. The witnesses heard were 9 by no means agreed that the unemployment problem would 10 actve itself. Serious unsuployment on full demobilization 11 of the Services was predicted. Mayor Lucien Borne of 12 Quebec City referred to the difficult problems created 13 by the cessation of hostilities in his District which 14 would result on the return of those on active service in 15 an unemployed total of over twelve thousand men, (K72 -A5) as compared to the 1938 total of four thousand, five 16 hundred. (K-72 - A8). (See Section I of Third Report). 17 The same problems are faced in every community on a scale 18 commensurate with their population. 19 At the inception of the hearings in Quebec City the 20

(Reference: K-71, pages B1 to B6)

24 "There are, at the moment, we are informed by the 25 Department of Labour, some thirty-six thousand 26 veterans who are in the class of unreferred 27 applicants across Canada. That means that they 28 have applied to the National Employment Service, 28 for work, and there is no vacancy for them. The 29 numbers have been increasing quite rapidly since 30 September, when they were negligible, and we



anticipate that, with discharges continuing at rates which the armed services have laid down, and which it is the policy of the government to continue, that there will be an increasing number of vaterans ; epplying for work, and that there will be increasing difficulty in finding places for them. Up to the 1 present, I think nearly 600,000 of the million 10 people who have served, have been discharged; so we still have a considerable number that will be coming on the labour market;

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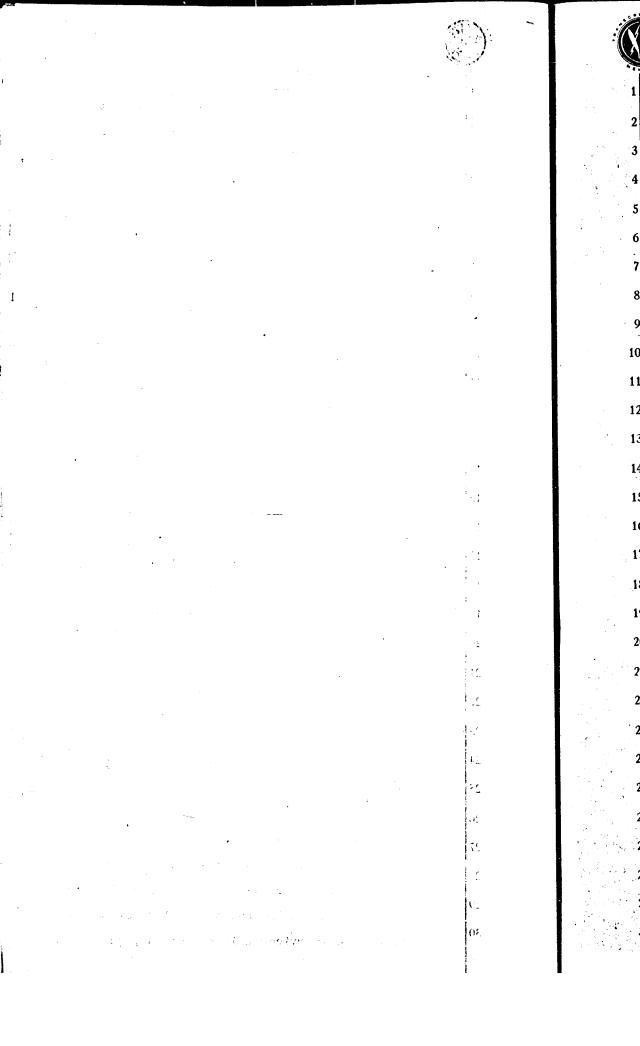
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"Now, Mr. Mackenzie in his release to the press, stated that something over fifty percent either are being reinstated in their old jobs, or have other jobs to go back to that have been arranged for them while they would still be in the services; end of the balance, something like twenty per cent may be taking vocational educational training, end five or six per cent will be going farming. That leaves something like twenty-five per cent, or a higher number for whom jobs have to be found, who do not know what they are going to do, but who need employment.

"Discussions are at present proceeding with the Department of Labour towards preparing a definite statement of policy which will indicate the areas of responsibility, as it were, of the several government departments, and the voluntary egencies and veterans organizations, and others who have taken an interest, or whose duty it is to arrange for the employment of the veteran.

"First of all, I should say that it is the Department of Labour, through its national employment services that has the responsibility for the actual pacing of ex-servicemen in employment, just as they



are responsible for placing other man who come to them who are not veterans. But a special organization has been set up. I understand Mr. Dupuis is the Regional Director for Quebec region. It has to do with veterans placements in the larger centres. There are what are called armed forces registration units in the smaller centres, veterans officers, who specifically have the duty of seeing that the veteran who is looking for work has his problems considered in accordance with his needs, and that he secures, so far as possible, preferential treatment.

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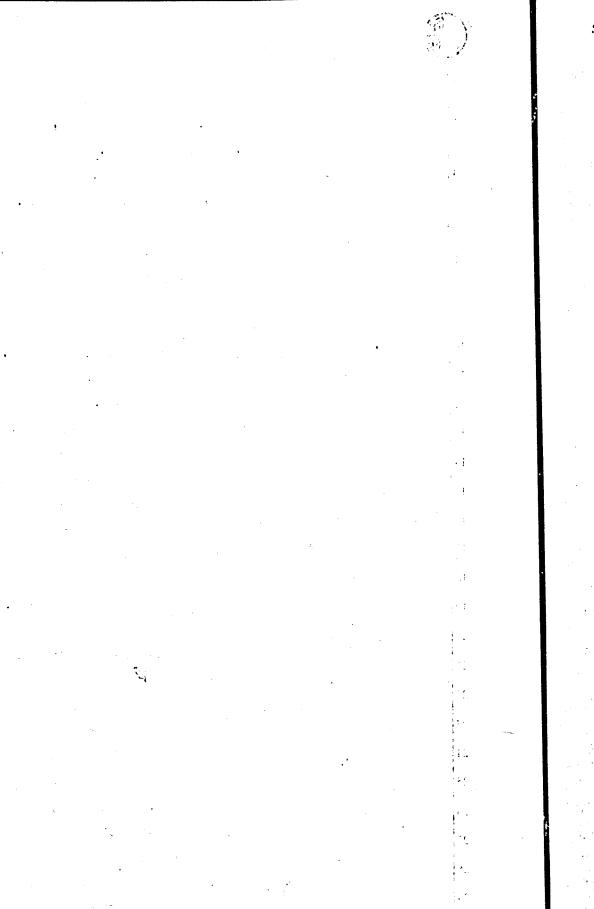
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"In finding employment for the veteran, there are certain things that need to be done. The whole process may be split up into a series of functions. In the first instance, the employer has to be imbued with the idea that the veteran needs work and thet a veteran is a good person to employ; also it is his national duty as well as to his actual advantage to give employment to these young men who are, after all, among our best and finest oitizens, and who will be the leaders of the future.

"The employer must also be made acquainted with the special skills which men have developed in the services. What man may have learned in the services will not, perhaps, be specifically applicable to any job in civil life, but he will have developed his intelligence and his ability and his reliance and so forth, and he will be a better man than before he went into the services. In many ways that needs to be brought to the attention of employers. Finally, the employer should be persuaded of the desirability of placing his orders, any demands for labour or help, through the Lational employment service, and make use of the veterand



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placement organization which has been set up specifically for that purpose.

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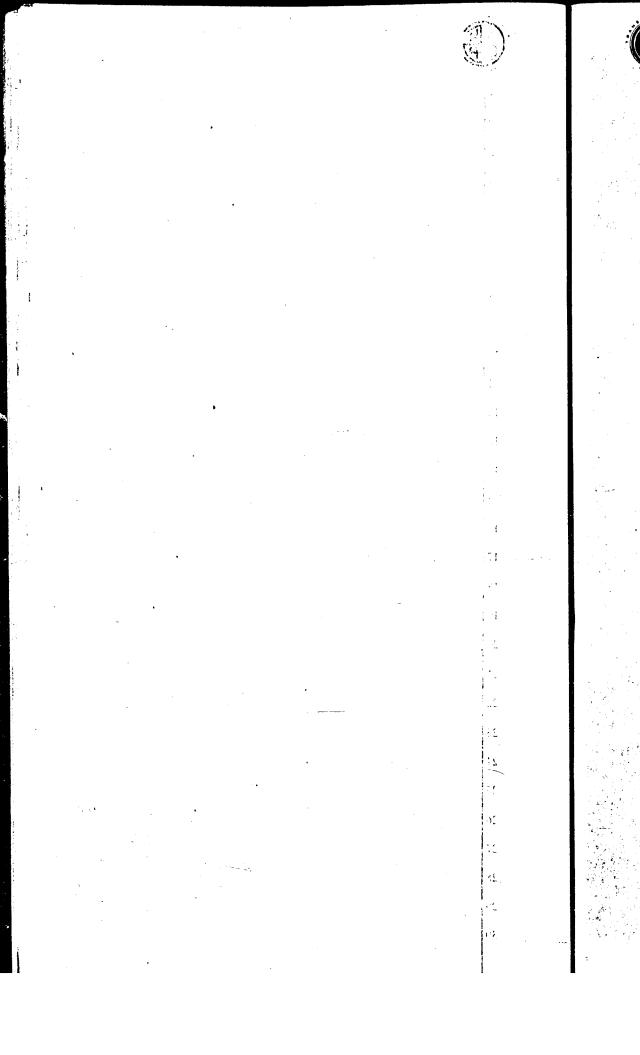
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"Then, the rest of the process is finding out and matching the demand for workers and the demand for work. It means, say, that we have to find out from the employers what jobs there are, who they want to employ, and to find out from the veterans what they want to do to bring them together at one point. That point must be focussed in the national employment service. Those are the principal things, and they are provided for. The people who are to do that work are the various officials of the National Employment Service which has the prime function in all these things, and also the Department of Veterans.Affairs which has counsellors who can advise the veterans about the different kinds of employment he may take up as well as the training he may get for it and the prospects in connection therewith.

"Counsellors will place the veteran in touch with the veterans employment service. Then again, we have each community the citizens' rehabilitation committee which is, or at any rate should possess, an employment sub-committee which is interested specifically in making job opportunities and creating a preference in employment in favour of the veterans.

"The employment sub-committee is supposed to be representative of employers. They are supposed to go around and interview all employers that they can, explaining the advantages and trying to persuade them, where any persuasion is necessary, blat it is to their edvantages as well as to the country's edvantage, for them to take on some of



these young men who have been away for one, two, three, four or five years, and have not had opportunities of establishing themselves in civil life. Then, you have veterens organizations such as The Canadian Legion, who helped to do the same thing. I should mention also, at this point, the case of the men who have served and who have been wounded and have come back with a disability. Those men received pensions, but the pensions, except in a very few cases, are not enough for them to live on.

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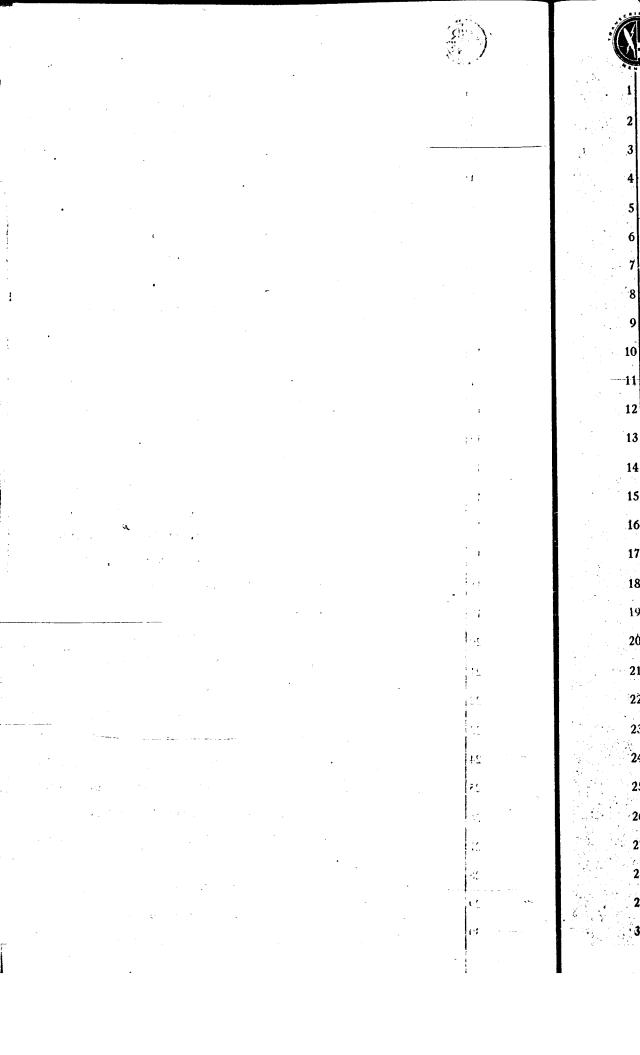
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"During the war and previously a great duel of work was done about the employment of persons with disabilities. It was found that there are very few disabilities of any kind which totally incapacitate a man for work; and it was found that the vest majority of them are such that the man can be quite an asset in production, in fact, on the average, the man who has some disability, if he is put into a job where that disability does not count, will be a better employee than the average man who has no disability at all.

"We have in the Department of Veterans Affairs a special section, the basualty rehabilitation section, which represented in all districts and which has the duty of seeing the veterans in the hospital and finding out what they want to do and to arrange for their training where necessary. Then they ge and actually place them in employment, working in close cooperation with the armed forces registration units, the veterans' placement organization, and the Department of Lebour.

"The machinery which I have tried to butling briefly to you does exist. That is understood in government circules, but I am arread it is not as

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well understood outside of the Department of Labour and the Department of Veterans Affairs, We feel that it is desirable that it be more widely known so that all voluntary bodies can work towards the same and rather than is perhaps sometimes the case, for example, that of Rotary clubs and Kiwanis clubs or the Canadian Legion, going and seeing employers and saying: Will you find a job for a couple of veterans? And then perhaps placing a few doxen.

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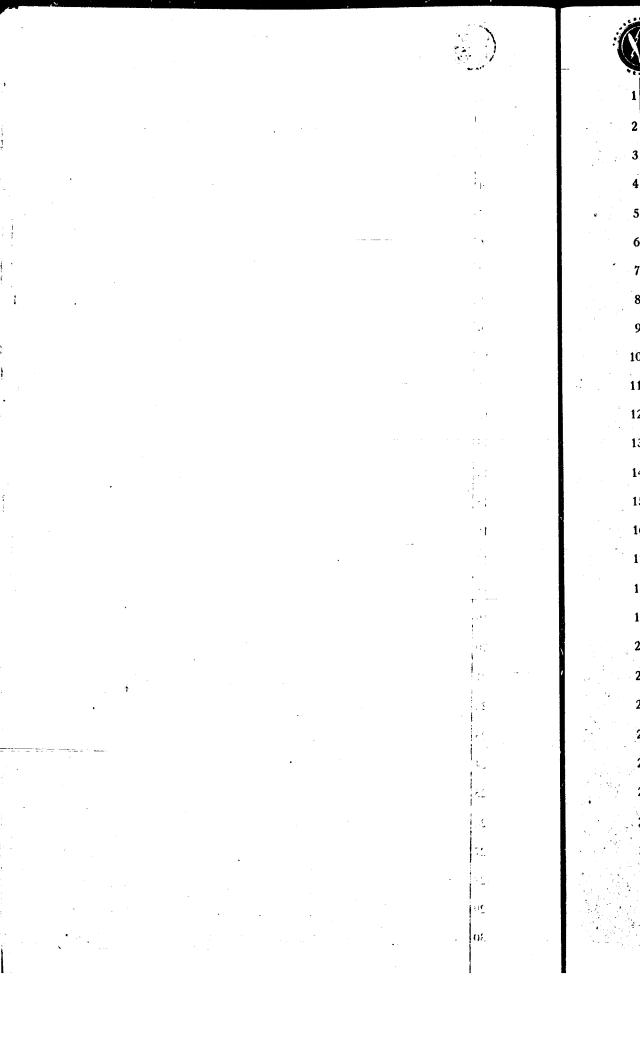
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"We feel that what should be done is first to oreate the understanding of the problem and the machinery that exists to solve it, and then to get the employers to feel that they are doing a good thing for themselves as well as for the country and the veterans in employing veterans, and to place their orders, when they have any jobs which a veteran can fill, or any jobs at all to give first orack at the veteran, through the Mational Employment Service. If everybody works in the same direction towards that end, we feel that that will provide the best solution to the problem.

"Now, the final question of course is: where are the jobs coming from? That, of course, is an answer which goes far beyond the province of the the Department of Veterans Affairs to answer. I dare say it is not one to which this Commission can find an enswer. It is of course what is going to be the future course of the economy of Canada; but what we are concerned with is: that, with what employment there is and what provision of the service there is, the veteran shall get his fair and reasonable preference in the allocation of that employment, and shall take his part in the services end production of onr Canadian sconomy."

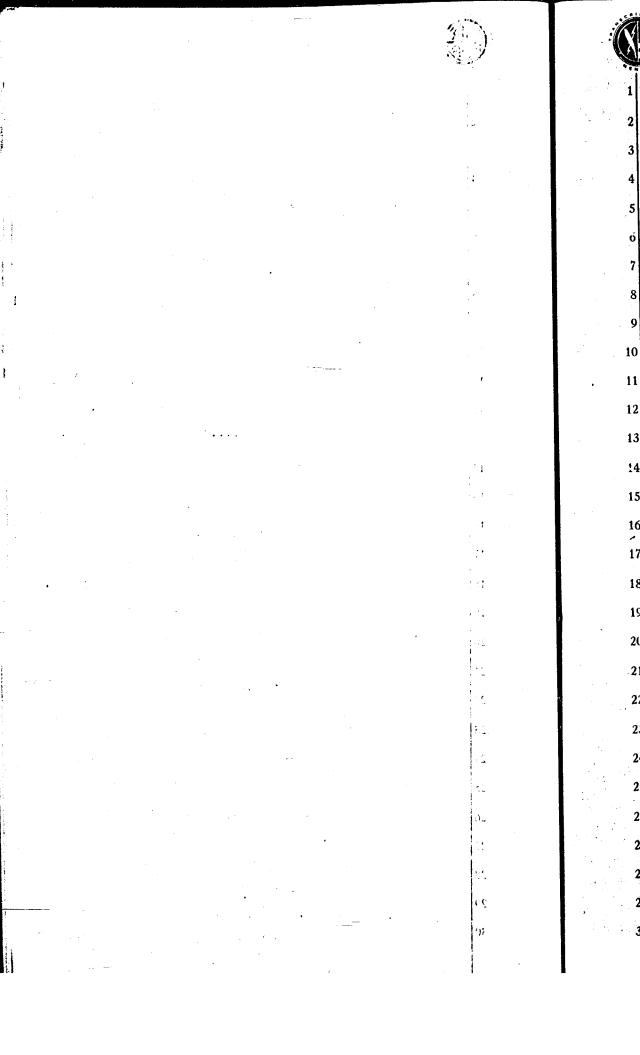


It is with the jobless and presumably simless veterans and those following training that the Commission 2 is vitally concerned. It naturally follows that in order 3 to provide training on the job there must be the jobs 4 available. One of the reasons advanced for the scaroity-5 of skilled tradesmen in the building trades was the lack 6 of building activity for the last twenty years (Fournier 7 K76 - A23). This question is dealt with elsewhere in 8 this section. Jobs will have been or have to be found if there is to be full employment, not only for the vet-9 erans on total demobilization but also for the unknown 10 increase of the natural influx of young people approach-11 ing working age, and for the displaced war workers. 12 "Where are the jobs coming from " (Burns F-"1 - B6). 13

Big industry, represented by the large 'nyers 14 anticipate being able to place a certain L 15 erans not previously in their employ through the vacancies oreated by normal turnover of labour. The Building 16 Trades expect to employ tradesmen limited in number in 17 the next five years only by the materials made available. 18 If the Canadian sconomy is maintained at the projected 1 national income of \$7,000,000,000 per annum all employers 20 and small business men anticipate ample employment for 21 those abla and willing to work.

Assuming that this goal can be schieved there remains not only the problem of fitting and qualifying the veterans to take their place in the economic life of the country but also consideration of the methods whereby a metting ground for prospective employer and employee is assured.

General Burns in his evidence refers to the elaborate governmental manhinery slready in operation or planned. (K71 - BE). The plans of the Unemployment insurance Commission and related agencies are detailed



by Commissioner Dupuis (K71 - 01). However, as he points out,

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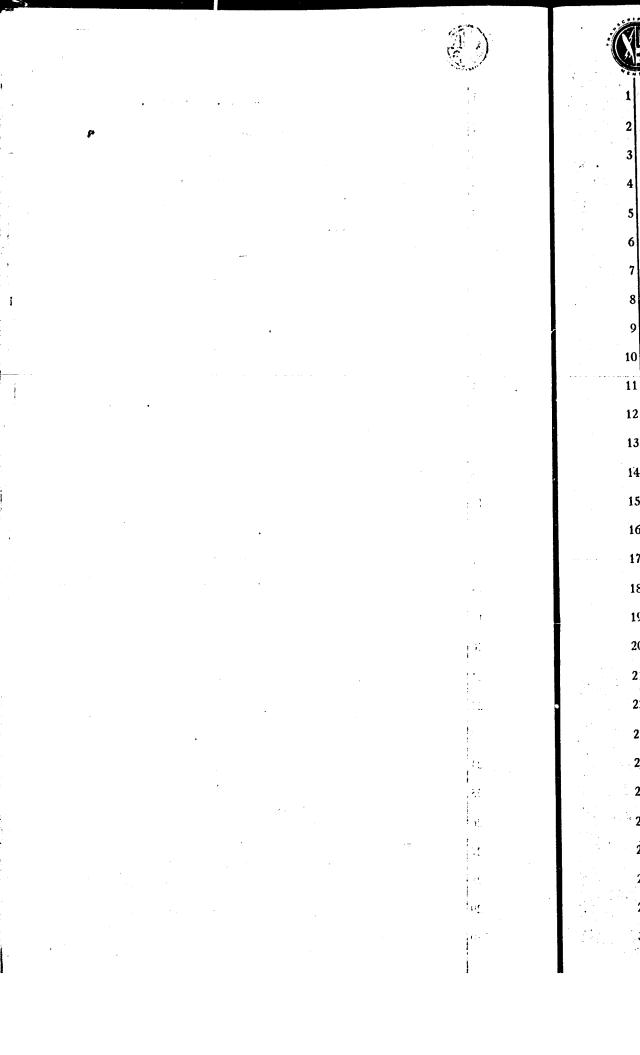
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"Ce n'est pas notre (la U.I.C.) fonction de oreer des emplois ... nous ne pouvons pas oreer des positions; dels depend de la situation economique du Canads......

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Recalling the opinion oft repeated of this Commission Ó 7 that the re-establishment of the veteran is the joint and equal responsibility of Government, management and 8 labour, the evidence of Mr. Francis Hankin, Chairman of 9 the Montreal Employers' Council is referred to (K76 -10 A5), as illustrative of what problems are faced and what 11 steps have been taken by employers to help. If, as re-12 quasted in Montreal by the Employers' Council, employers 13 everywhere will follow the request to orests jobs (and labour does its part) there still remains a grave respon-14 sivility on the government and particularly on its 15 agencies directly concerned. 16

It is the function of D.V.A. officials to counsel 17 and not place in employment. But on what basis do they 18 counsel? It is absolutely imperative that they base 19 their counselling on some basis of potential job 20 opportunity. They must not cally counsel a square peg into the square hole, but it seems reasonable that they 21 should by every means capable of being placed at their 22 disposal have some grounds for believing that the square 23 hele will be available when the veteran is ready and 24 qualified to seek the employment. The time would stem 25 opportune to conduct a survey across Canada of the job 26 potentials over not only the next five years but with . 27 the long term view, so that too great a surplus of veterans will not seek qualification in those brades in _ 28 which immediate employment is available But which do. 29 not offer reasonable assurance of employment of a permanent 30



It is not known the the recently announced nature. Labour Force Survey by the Department of Trade and Commerce, Bureau of Statistics, will provide this information. There is also ample evidence that employers are

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not fully aware, not only of the qualifications possessed by veterans but of the nature of the Benefits open to them, and which might influence their being given immediate This is particularly true of the Training-onemployment. This fact is referred to elsewhere in 8 the-Job Benefits. this Subsection as well as in Subsection IV. Because 9 every employer representative heard expressed the common 10 desire to ascist in all ways possible the re-establish-11 ment of the veteran it is of the utmost importance that 12 all measures be taken necessary to ensure that the poten-13 tial employers are fully informed on these matters. M. Jean Gagne, Secretary of the Chambre de Commerce des 14 15

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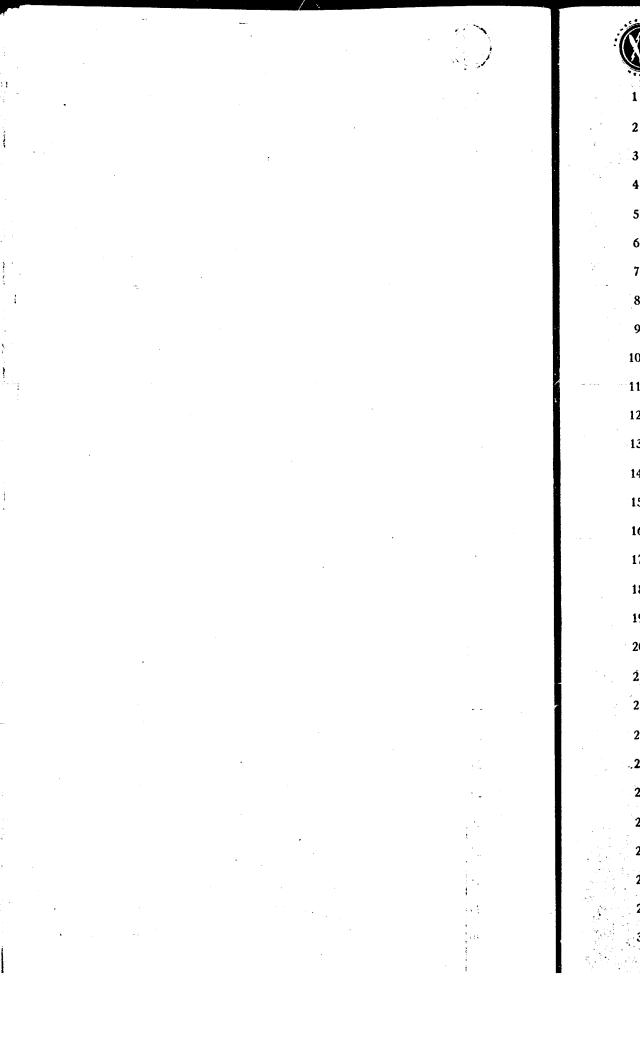
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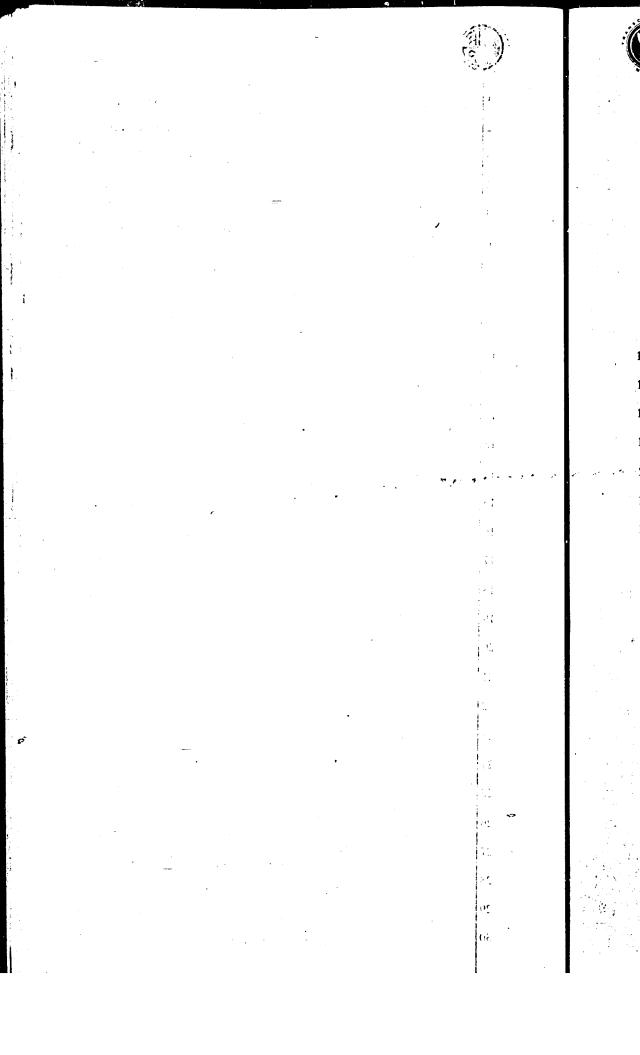
"... il nous apparut qu'on devait combettre an quelque facon l'indifference involontaire chez une partie des employeurs (K71 - 037)

Except, as already mentionel, for those large industries 19 which employ personnel managers and specialists whose 20 duty it is to familiarize themselves with such matters for the benefit of their employers, it was found that 21 the very small minority of those in a position to make 22 thousands of employment opportunities for veterans knew 23 anything about the facts. Mr. Robert, Local Manager of 24 the Unemployment Insurance Commission of Montreal stated 25 (K-76 - A67) that his office now has a division working 26 on employer relations. Since January a special staff 27 of 56 has been working on canvassing all employers, and that special emphasis is now being placed on the On-the-28 Job Training facilities open to employers of veterans. 29 Where an employer is found who can be interested, Mr. 30



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1	Robert's office inclustely gets in touch with 0.V.T.
2	who send a special representative to discuss training
3	facilities and a contract for a veteran with the en-
4	ployer. This programme is reported to be getting good
-	results. The Commission endorses also the suggestions
5	put forward by Mr. Gagne (See Section III Subsection
6	VII) in his report citing the educational campaign to
7	be initiated by the Junior Chamber of Commerce in Quebec
8	City amongst the employers of the district under the
9	following (K-71 - 038):-
10	1. Government Benefits (K-71 - 038)
11	8. Government and Service educational facilities (0-40)
12	3. Small Holdings (C-40)
13	4. Zublic Works (0-41)
14	publicized (C-41)
15	and of the Montreal Employer's Council (K-76 - A5).
16	THE COMPLETEN WAS BELOW AND COMPLETENCE
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19	tions Nos. 98, 99 and 100 as suggestions for furthering
20	this proposal.
21	The attention of the Commission was also directed
22	to the important part played by the unions and syndicates
2.	in job placement. In Quebec 10 18 Boated and a many
	OI MIRGES BUR CATYTOR OF CALLORS
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2	6 (K-7B - A41):- "Parco que si un employeur a besoin de main-
2	d'oeuvre il s'addressers aux syndicats, surtout
2	8 la ou 11 ya un atelier ferme."
2	9 It is for that reason that the closest contect
<u></u> 3	o should be maintained not only by the Department of

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Veterans' Affairs but also by Unemployment Insurance 2 Commission, with the various labour organizations who 3 are in a position to advise on job placement. The importance of this is realized by Brig. Francoeur, 4 Regional Director of D.V.A. for Quebec City who asks 5 that the closest op-operation be maintained by C.V.T. 6 with the Parity Committees and other bodies controlling 7 trades qualifications (as recordended elsewhere in 8 this Section) to ensure that after a course of training 9 the veteran will be assured that his training is accept-10 able to the Parity Committee and that there is reasonable hope that there will be employment available (K-74 -11 018). It is also stressed by Mr. Cyprian Miron, Inspector 12 of Parity Committees, who says (K-76 - A48): 13

Fin. I fully endorse your remarks as to a committee being set up with a view to co-ordinating rehabilitation activities to facilitate the return of the veteran to civil life and I think it would be a good thing as well if we could have organized labour sitting on such boards or committees together with representatives of our department (Labour)...*

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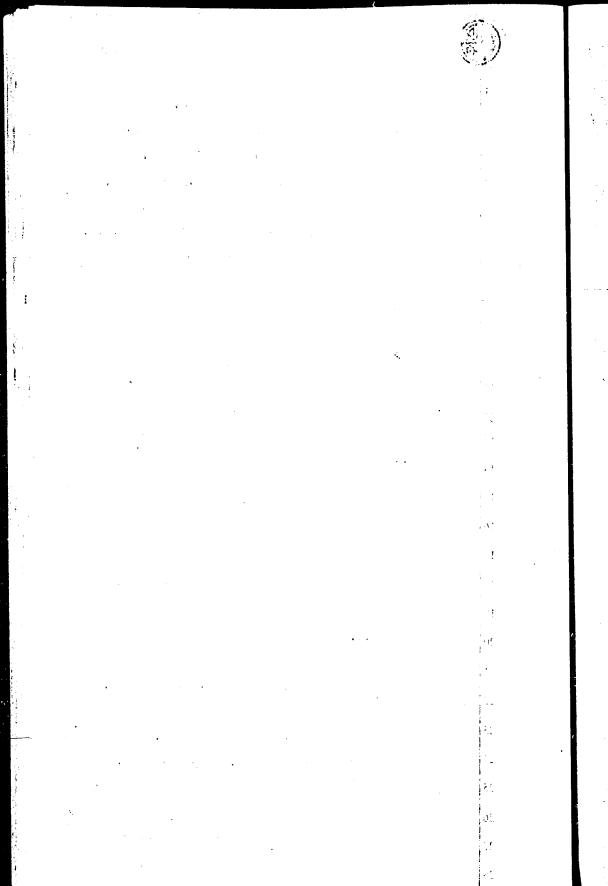
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The suggestion was endorsed by all others to whom it was broached, including C.V.T. (Mizgala - K-76 - 081).

22 In a brief submitted on behalf of La Confederation 23 des Travailleurs Catholiques du Canada Inc. a policy for 24 the post-war period was outlined. (K-72 - A42). One of the suggestions was that in order to assist the veterans 25 in re-establishing themselves a Committee of well-informed 26 men should be formed in each area for the purpose of 27 interviewing and counselling veterans and directing them 28 to the employment best suited to their aptitudes and 29 experience, as well as, in cooperation with D.V.A., 30 advising them on the benefits available to them for their

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War Service. It is felt possibly that the Citizens' Rehabilitation Committees formed by D.V.A. may enswer this purpose in the smaller communities.

There were further specific problems and suggestions placed in evidence on this general subject to which reference is made in the following paragraphs:-

REGISTRATION FOR RMPLOYMENT

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It was disclosed that the regulations covering 8 registration for employment require only the statement 0 of the applicant as to his trade and qualifications. 10 There are many who on discharge from the Services register 11 for employment as tradesmen and qualified in the Service 12 trades who in fact are not qualified by civilian standards. There are no regulations requiring them to exhibit a 13 Competency Card or Union Certificate which is recognized 14 as having a value among employers. (Robert - K-76 -15 A27). The Employment Officers suggest that such registrant 16 obtain immediately a civilian certificate of qualification 17 from the authority recognized in the trade in which he 18 wishes to become registered but there can be no compulsion 19 on this at the moment (Toussignant - K-73 - A7). As a result not only is the prospective employer possibly mis-20 led when asking the National Employment Services for 21 skilled tradesmen of a certain type and prejudiced for 22 the future against applicants from this source but the 23 veteran applicant is disillusioned when he cannot, 24 through lack of qualifications, hold the job and in 25 addition the statistics published by the Service are 26 mijleading.

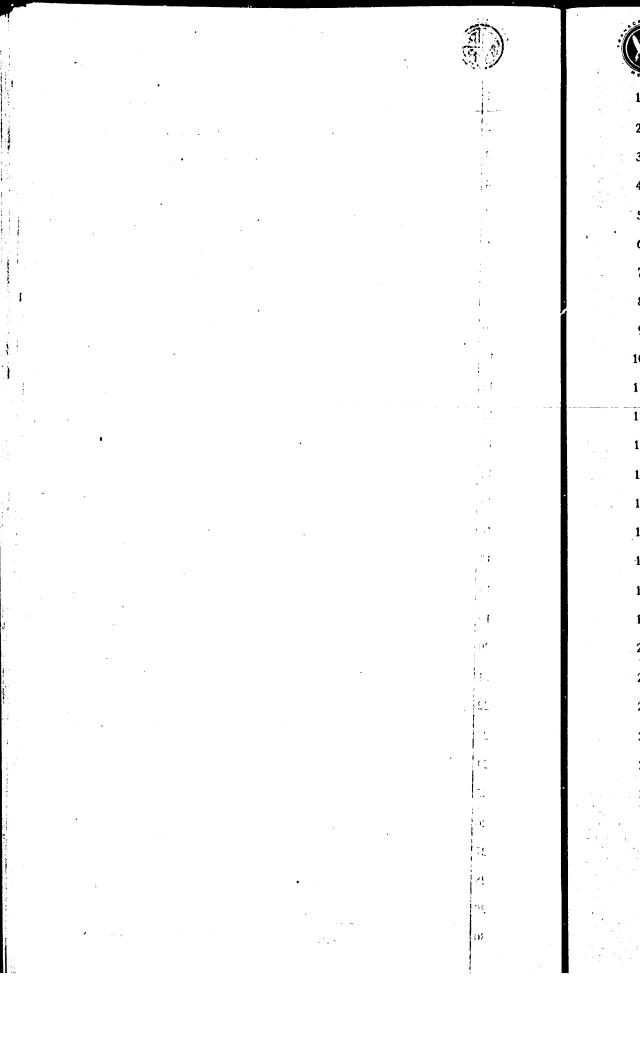
It is felt that steps should be taken at once to
 correct this situation.

29 WHITE COLLAR WORKERS

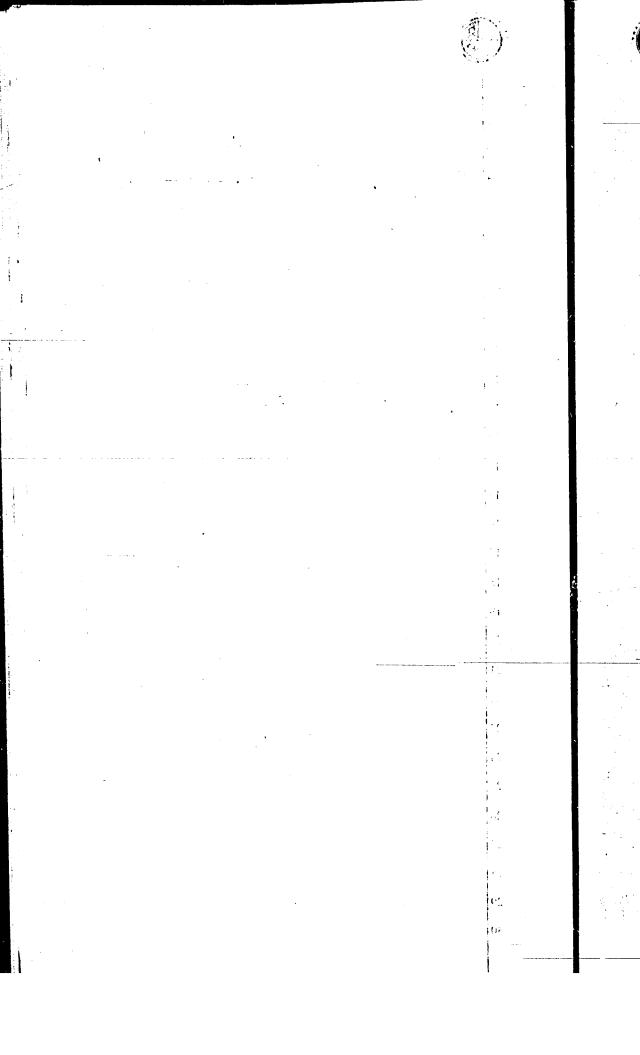
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It was disclosed in the course of the evidence

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B-67 that there were a great many so-called white collar workers among the unemployed veterans (see evidence 2 of M.J.H. Tousignant, Employment officer at Quebeo, 3 K-73 - A6, and Hankin K-76 - A7). Their numbers seen 4 to run to about 80% of the total unemployed (Robert, 5 K-76 - A28). There appears to be a strong tendency 6 among a number of Veterans who had some trades exper-7 ience before the war as well as those who had had no 8 training to regard themselves a white collar worker 9 and to sock that type of employment rather than to start a trade training. It is possibly that this situation 10 may right itself, but it is obvious that there are many 11 now weeking employment in this field who are not quali-12 fied to compete through lack of natural aptitude as well 13 as absence of a high enough grade of formal academic 14 Though the average salary received would training. 15 hardly seem to justify this popularity there are other 16 factors which undoubtedly make this field of employment popular and it would appear to the Commission that 47 Personnel Counsellors should exercise the utmost disere-18 tion in recommending Veterans to the callings grouped 19 under the generic term "white coller" and ensure that 20 only those with the natural aptitude and sufficient 21 education coupled with a strong desire and suitable 22 character and personality are counselled for employment 23 or training in those callings. 24 25 26 27 28 29 30



SUBSECTION III

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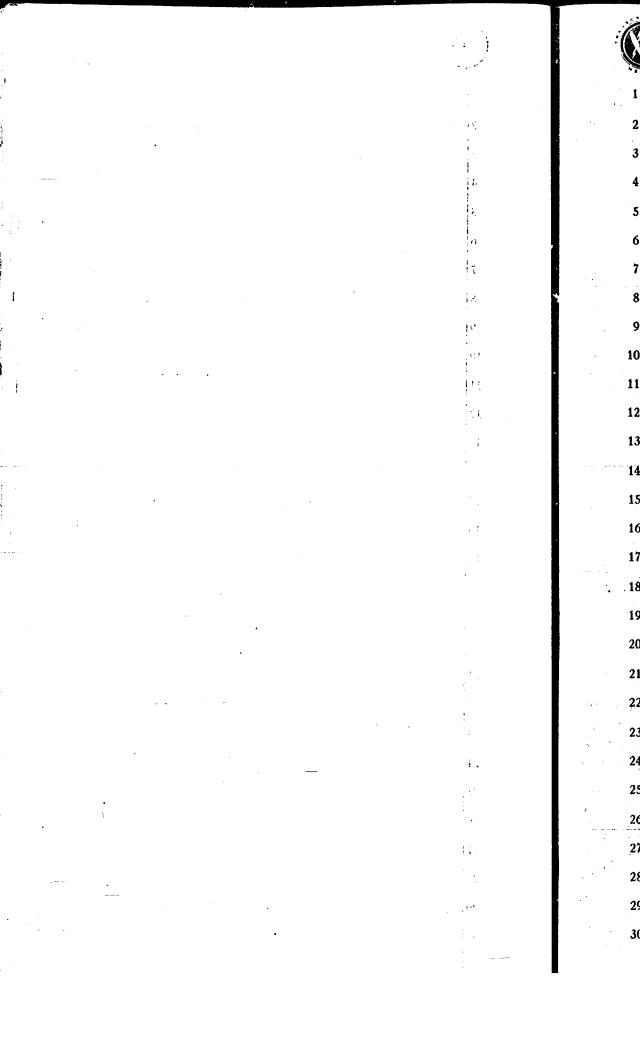
PART V - UNION ATTITUDES AND RECOMMENDATIONS

The Commission has repeatedly reiterated its view 3 that the re-establishment of Veterans is a tri-partite 4 responsibility resting equally on Government, manage-5 ment and labour. (See Section III of the Second Report). 6 This was indicated to the various labour representatives 7 who appeared before the Commission and who for the most part accepted the proposition. All expressed their 8 sympathy with the Veteran, their anxiety to be fair to 9 him in his re-establishment problems, and their desire 10 to cooperate to the fullest extent. (e.g. - See Filion 11 K-77 - A5). Some representatives went evon further by 12 regretting that organized labour had not teen called 13 upon to accept even greater responsibility in the 14 formulation of plans and policies for the re-establish-As expressed by Mr. Faul Fournier 15 ment of the Veterans. of the Montreal Trades & Labour Council (K76 - A20):-16 "These problems are ours as well as yours, because 17 many of our own members are veterans, and we would 18

like to see them assimilated into civil life as soon as it can be done."

It was pointed out by Mr. Fournier, however that each local has practically full autonomy in the determination of its policy towards veterans, and that despite what general policy may be adopted by the central body and urged upon its constituent members, the locals are quite free to adopt or reject it according to their own conscience and local conditions (K76 - AE4). As a general rule the policy of the central body is followed.

The attitude was not so clean-out as regards the Veteran seeking employment for the first time, the Veteren who had never worked, or who had been employed. 30 elsewhere before the War. There was a tendency to treat



this class of Veteran in the same manner as any other seeking employment in an industry. H. Lessard expressed the attitude of 1s Federation Nationale de 1s Pulpe et du Papier a union whose regulations cover 9,000 of some 16,000 to 18,000 in the industry, as follows (K78-A53):-

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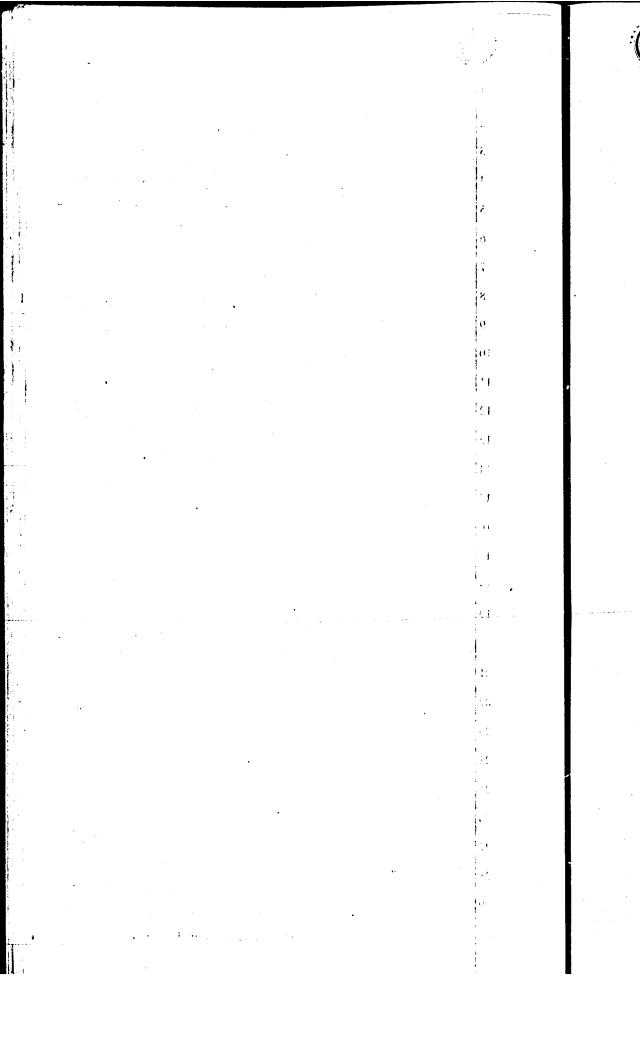
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"Du cote de coux (Veterans) qui n'ont jameis travaille dans l'usine, c'est la concurrence entre ceux qui sont slles a la guerre et ceux qui ne sont pas alles a la guerre. Si nous deplacions la jeunesce qui est entres a l'usine nous renverserons le probleme. Il faut donc essayer de donner du travail aux veterans, a coux qui reviennent." All unions declared their approval of the proposal that full oradit be given to former apprentices for any time spent on their trade in the forces. There was some question as to the method of establishing such time, but the principle was accepted. Similarly was the principle accepted that a Veteran for the purpose of determining the victims of lay-offs should have their seniority calculated from the line of entry into employ prior to the War.

Most unions agreed to waive the age limit for 20 apprentices if the man wished to enter an apprentice-21 ship after his return and was over-age for the normal 22 entry. Difficulties of a physical nature reacting en 23 the applicant himself were pointed out but there was 24 no objection to the principle. There was some objection to the question of somitting apprentices over and 25 above the quote agreed to. This was based on the fear 26 that should a great number of apprentices be additted 27 then a number of journeymen presently working would be 28 let out by the employers in favour of the chesper sp-29 prentice labour. This attitude the Commission found 30 The not unreasonable all things being considered.



Commission has already stated its conviction that satisfaction for the Veteran cannot be obtained at the expense of the rest of the populace and that is but another manifestation of the necessity of providing job opportunities for the whole mass of employables, the welfare of the Veteran is dependent upon the general economic welfare of the Nominion as a whole.

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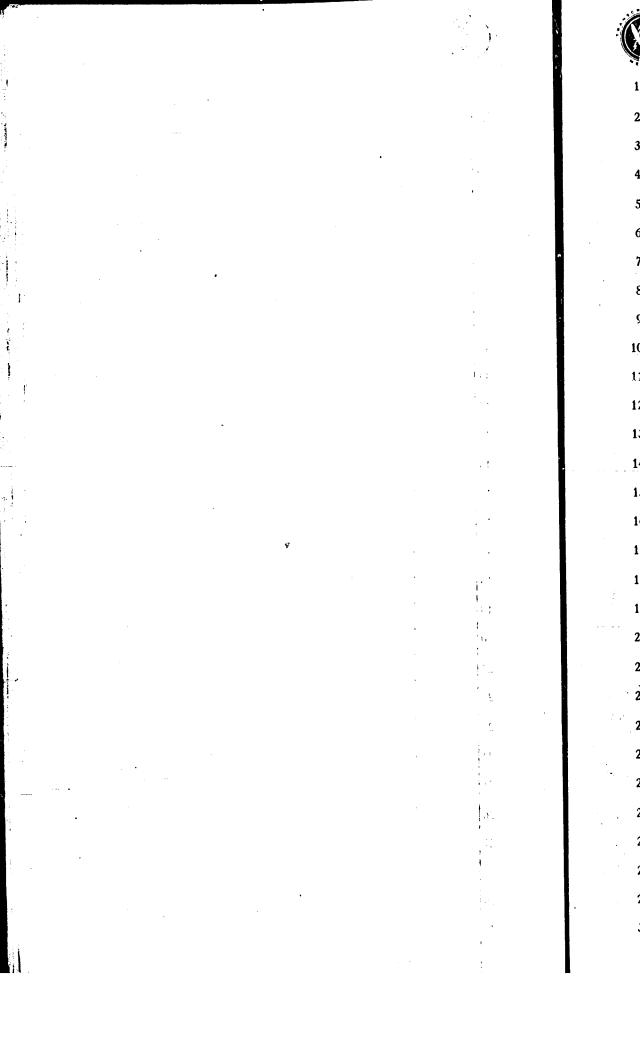
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7 It was evident that Unions had given this matter 8 some considerable thought. Many were prepared to put forward their ideas as to how a high general level of 9 employment could be maintained and give to the Veteran 10 and employable civilian alike his job opportunity. The 11 need for serious consideration of this problem is evi-12 dent if the unemployment figures across Canada are 13 examined. Some of the union views as to the causes of 14 unemployment are the following:

15 1. Lack of material and merchandise (K72-A9) (K72-A34) 2. Seasonal (e.g. construction trades) 16 3. The development of labour-saving machinery 17 4. Lack of public works (K72-A6) 18 5. Cossation of war contracts 19 6. Rapid demobilization of the Armed Forces 20 7. Look of private initiative 21 8. Relaxation of union demands of job labour requirements 22 9. Continuing governmental controls over 23 production, prices and wages 10. High taxation ourbing production private 24 initiative and risk capital(K78-A8)A14;A81; K76 - B7) 25 11. Peaks of employment is stable industries 26 being ourtailed on return to percetime basis. Many of the representatives of industry anticipate 27 a high level of employment in their particular lines 28 for sume years to come. This is based on the present 29 and anticipated demand and purchasing powers which 30



remained dormant due to war time controls. Although few anticipate being able to maintain their wartime peaks of employment they do anticipate a large increase over their pre-war pay-roll. (e.g. Bell Telephone, Northern Electric, building trades, automobile manufacturers, household appliances, etc.) This demand is anticipated to be large enough to give employment for several years to come, provided there is no shortage of materials.

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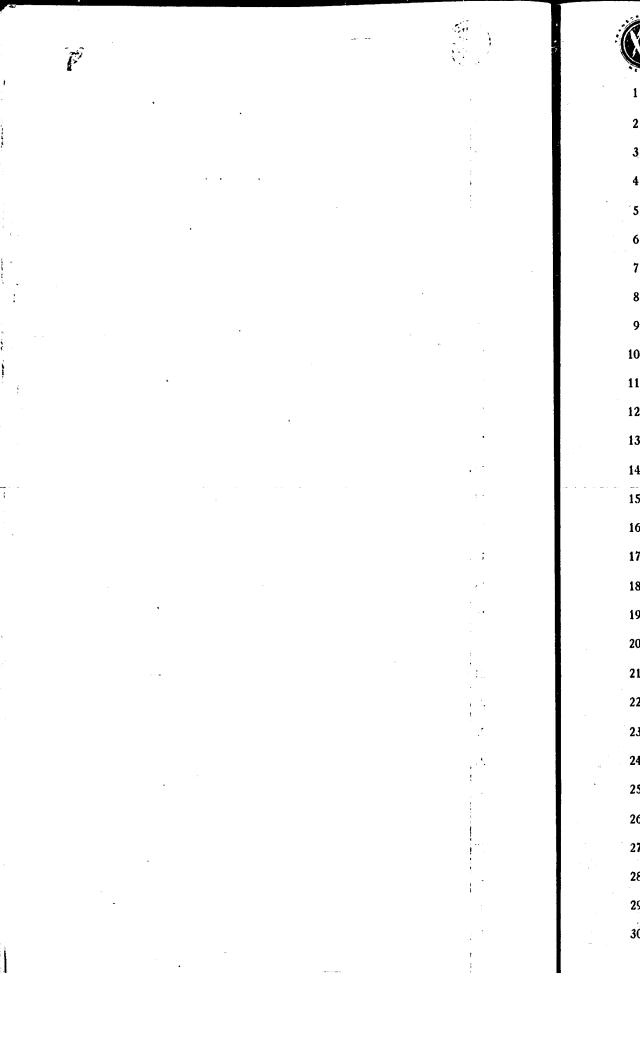
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9 The anticipated high production level will not 10 necessarily mean vacancies for Veterans who were not 11 in the pre-war employ of such companies.

Most of the large industries report that a large 12 percentage of their personnel enlisted, and in order 13 to maintain their war-time production level new employees 14 were taken on who have by now become skilled in the job 15 requirements. Some of these have since left to take up their own pre-war employment which was dormant or un-16 profitable during the war years but their places have 17 been taken by Veterans returning with a right to re-18 instatement in the employ of the Company. (see Sub-19 section VI on Personnel Relations for a study on this 20 subject).

It is evident that the Ganadian economy must be maintained at the high level necessary to ensure that the war-built demand for consumer goods will not be illusory through dissipation of the purchasing power now held by inflationary or other means. New channels for employment must be studied and opened up if the Veterans (and displaced War Industry workers) are to become reabsorbed in the Ganadian economy.

In the following paragraphs the Commission records some of the views and suggestions advanced by labour representatives as a means of maintaining the Canadian



economy at a high level and eliminating or at least reducing unemployment.

A Representative Economic Council

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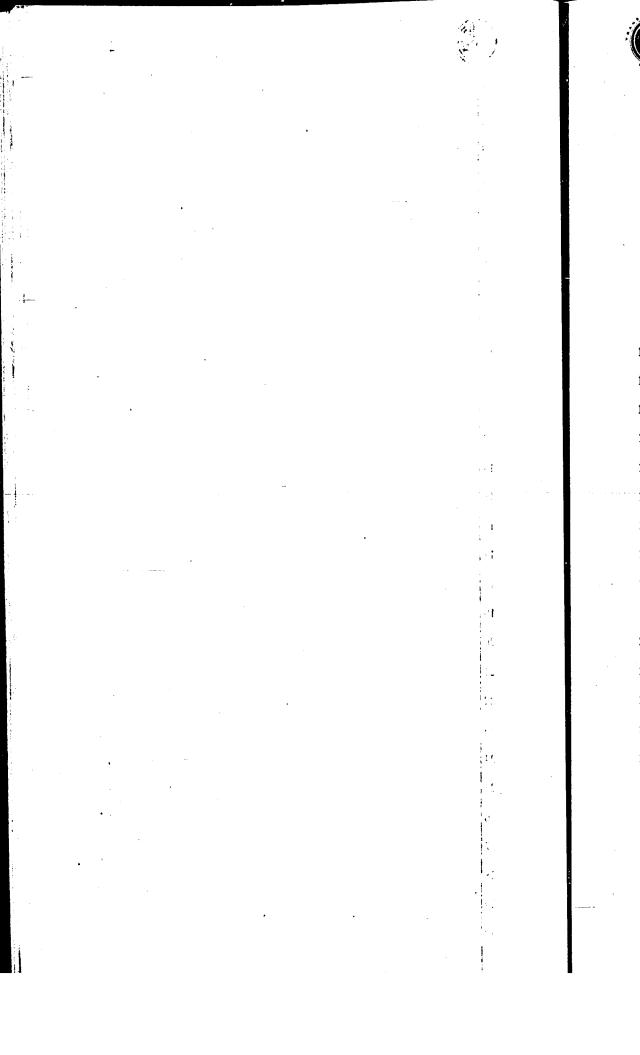
In a brief submitted by la Confederation des Travailleurs Catholiques du Canada Inc. the following recommendation was made (K78 - A43):-

"Pour assurer la vraie democratie, dans le monde du travail, l'activite industrielle et commerciale devrait etre confiee aux soins des corps professionnels issus de plan syndical, eleves au rang d'organismes de l'ordre public, at munis sous la surveillance de l'Etat, de pouvoirs reglementaires et disciplinaires en matiere economique".

Labour Organization and Regulation

The absence of uniformity of working conditions and wages, of standards of qualifications and training conditions between the various parts of the Provinces as well as across the Dominion is remarked on in greater detail in other parts of this section. That these conditions react unfavourably on labour, as well as on the general economy, is recognized by at least one labour organization which recommends

"qu'une entente soit conclue a breve echeance entre le gouvernement federal et les gouvernements provincieux dans le but de concilier en Matiere sociale les exigences de la Constitution canadienne et celles des faits, en revolte contre elle. Le situation actuelle est cause de retards irritants et d'inaction prejudiciable aux travailleurs. Le 0.T.C.C. est d'opinion que des ententes, per voie de legislation concurrente seraient le solution." (Brief of Confederation of Catholic workers of Qanada Inc. K72 - A43):



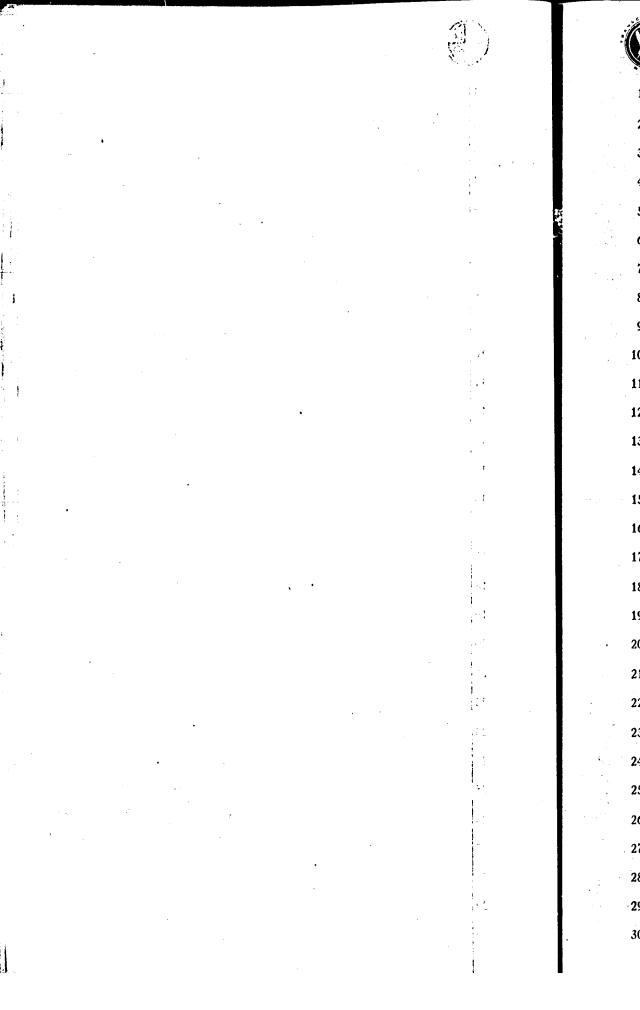
Relocation of Industry

2 The C.T.C.C. also recommends in their brief (K72 -3 A46) the formation of national and provincial Reonomy Planning Councils whose function it will be to direct 4 the establishment of industries which do not depend on 5 the natural resources of their location to the poorer 6 areas thus furnishing a local market to agriculture and 7 rural enterprise. The disadvantages to labour result-8 ing from the tremendous urban growth in the last 9 dentury and its attendent slums, unhealthy living 10 conditions and higher cost of living, juvenile delinquency more prevalent in urban areas, and the other 11 recognized evils of large population centres could be 12 avoided by a much larger percentage of the workers if 13 an attempt were made to decentralize industry and 14 spread through the rural communities. If successful 15 a much more stable economy would result it is argued. 16 Not only would there be an incentive to home owner-17 ship but the advantages encouraged by the Small-Holdings Act would be enjoyed by a much greater percentage 18 of the population which would thereby achieve a greater 19 independence from the economic cycle of depressions 20 through land cultivation and subsidiary vocations, and 21 also reduce the costly labour turnover conditions pre-22 vailing to-day.

Control of the Machine

23

One novel suggestion submitted by M. Armand Dion, Becretary of the Union Nationale Catholique des Charpentiers-Menuisiers of Quebec was the governmental control of machinery used in indus kry as a means of oreating employment. Alluding to previous evidence that there were idle machines in the newsprint indus try which, if put into operation again would provide vacancies he said (K72 - A 79):-



"...La machinerie moderne qui a cree un surplus de production et je ne vois pas pourquoi le governement ne met pas un controle sur ces machines. Pour moi, j'ai conclu que la machine devrait etre controlae; les cuvriers sont trois corps par jour de huit heures et où fait six jours par semaine. Il faudrait que le semaine soit diminue a trente heures; on aurait le meme rendement et on aurait quatre corps ainsi donnant de l'ouvrage a nos veterans".

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10 Reduction of Working Hours

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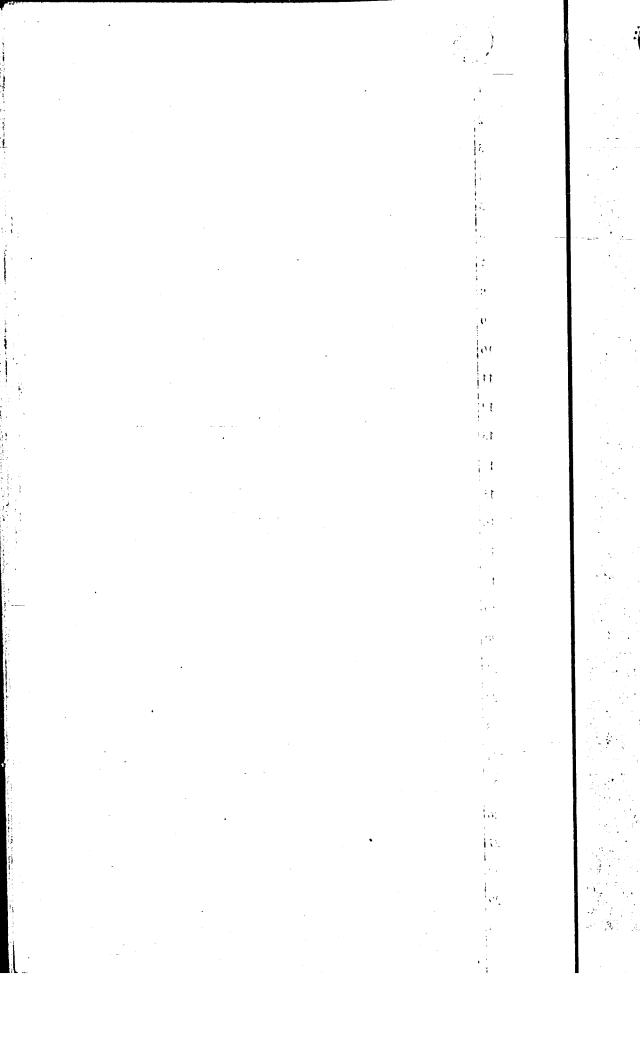
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11 A means of creating additional employment almust universally advocated by labour representatives was 12 the reduction of the working week. This is discussed 13 in the Third Section of this report as well as in 14 Section IV Subsection I, IV (a). The following excerpts 15 from the Evidence are representative of the general feel-16 ing. Statistics on unemployment were cited and the fear 17 of them growing steadily worse unless something drastic 18 was done was uppermost in the mind of many workmen. Ϊt was the most often cited solution for providing job 19 opportunities for Veterans without any lessening of pro-20 duction or takehome pay for the workers. This would, it 21 was estimated provide many more jobs without affecting 22 the cost of living or contributing to the feared infla-23 tion.

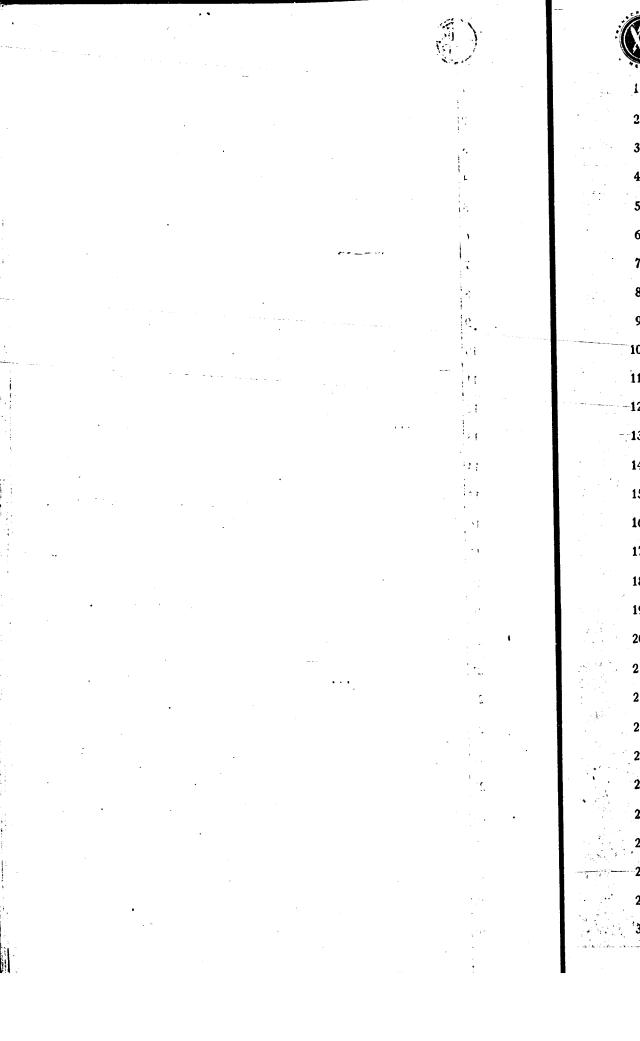
²⁴ Speaking for the pulp and paper workers Mr. Lessard
 ²⁵ states (K78 - A53):-

²⁶ "La Federation a eu deja l'occasion de discuter dans
²⁷ ses congres de l'argumentation dans l'industrie de
²⁸ la pulpe et du papier. Etant donne que l'industrie
²⁹ au Ganada produit six jours par semaine nous avons
²⁰ recommande de diminuer a 5½ jours; ca veut dire que
²⁰ la production des machines sera diminuee d'environ



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1	un-douzieme. Ca necessitera une augmentation de		
2	nombre de machines et par consequent necessitera		
- 3	une main-d'oeuvre nouvelle. Il y e actuellement		
4	au Canada plusieurs machines a pepier qui sont		
5	arretees."		
	and again (K72 - 'A57):-		
. 6	"Si les machines actuelles arretees dans le "news-	a	
7	print" etaient remises en operation os necessitera		
8	plus de main-d'oeuvre."		
9	The same suggestion was put forward for the Baking		-
10	Industry. It was stated by Mr. Smile Cosselin, Presi-		1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -
11	dent of Nutional Catholic Syndicate for this Industry		
12	that (K78 - A91):-		
13	" dans certaines boutiquos on fait jusqu'a vingt		
· • ·	heures d'ouvrage avec interruption de dix a quinze		
14	minutes pour manger. Bi on pouvait avoir la semaine		
15	de travail de 48 heures comme les autras nous n'au-		24.0, T.
16	rions pas de travail supplementairs et nous pour-		
17	rions dans notro industrie employer plusiours vot-		35
- 18	erang."		•
19	and Mr. Lamoureur of the United Steel Workers (K77-D10) :-		
$\frac{1}{2} = 1$	"Si l'on veut absorber le surplus d'employes au-	ili Ni la	'n
20	jourd 'hui, que l'on commence par couper nos heures		1
21	de semaine Augmentons le pouvoir d'achat des		
22	individus et le travail sugmentera. Ceci aura pour		المحاطية
23	effet d'augmenter toute la production."		Constraints of the second s
24	Return to the Farm		
25	Many witnesses complained that farmers were desert-		
'	ing their farms and entering industry and trades. This		
. 26	was regarded by most as undesirable.since it prevented		f
27	the maximum agricultural production which was badly		5.00
28		-	No.
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On this subject Mayor Borne of Quebes City had the following to say (K72 - A20):-

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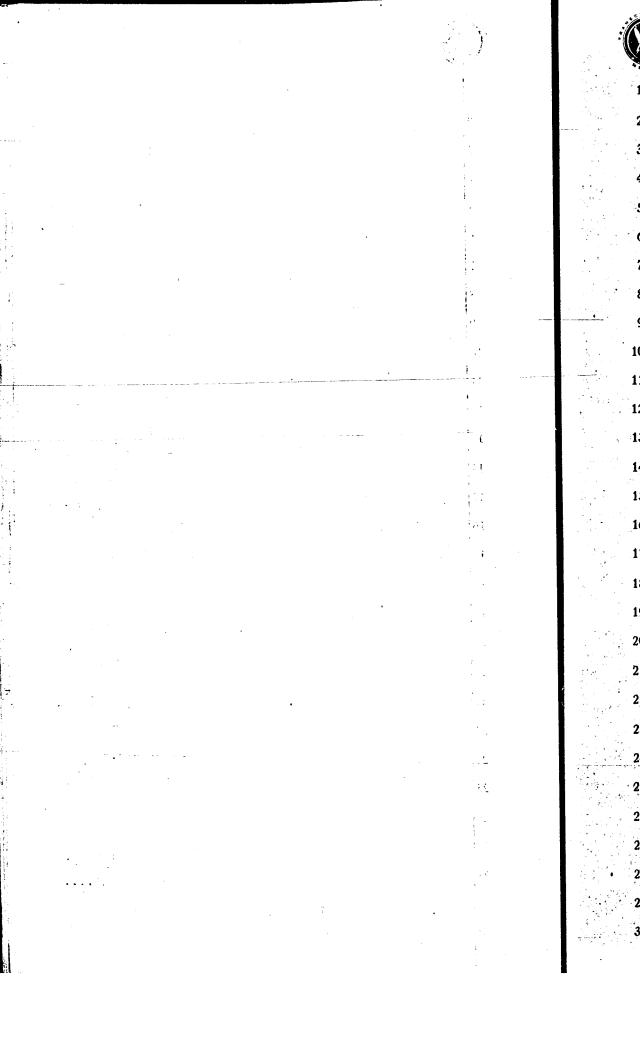
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"Le retour a la terre devra s'etendre non seulement sux personnes emigrees vers les villes pendant la guerre, mais aussi aux soldats qui, de retour du front ont des sptitudes et du gour pour la culture. "e chomage, comme on le sait, nous a coute des sommes fabuleuses, qui ont servi, il est vrai, a faire vivre la population mais qui n'ont rien Il ne faudrait oreer un etat produit de durable. de choses qui nous obligerait a repeter cette triste experience. Pour le retablissement-d-une bonne partie de la population sur des terres et le retour a un sain equilibre des populations 13 rurales et urbainés, il faudra assurer aux futurs 14 colons des conditions qui leur permettraient de tirer de la terre des moyens de subsistence suffi-15 sants. Les colons devraient prendre possession de 16 leur lot avec batisses dessus construites, les 17 routes et chemins ouverts afin que des la premiere 18 anner, ils puissent produire suffisemment pour 19 subvenir a leurs besoins. De mene, serait-il 20 desirable d'assurer la construction des ecoles et de chapells et, dans les endroits les plus develop-21 pes, la fondation de caisses populaires, institu-22 tions d'epargne et de oredit qui peuvent rendre 23 de si grands services aux nouveaux colons." 24 In the pulp and paper industry, it appears (K78-A57):-25 "Il y a actuellement dans l'industrie des fermiers, 26 des cultivateurs, qui pendant la guerre etaient 27 necessaires mais qui maintenant ne le sont plus. Si des formiers-la etaient renvoyes chez eux.... 28 Pour ses fermiers dout yous avez perle, est-os 29 des jeunes gens qui cont venus de l 30



ferme de leur pere?

R. O'est ca.

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Q. Qui pourraient probablement retourner sans trop de difficultes?

R. C'est cela.

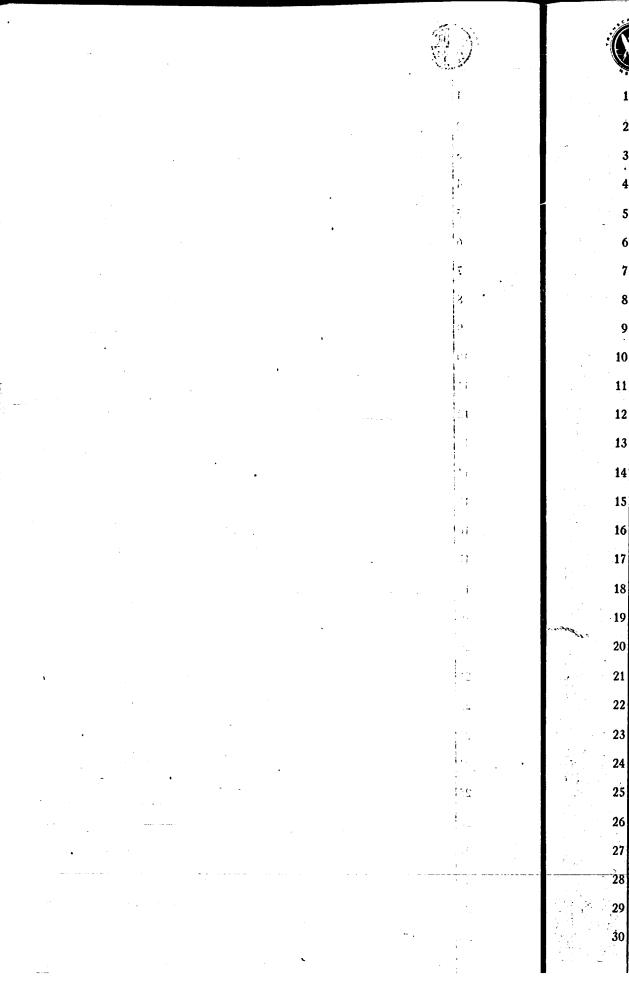
⁵ The same condition is stated to be true also of the 6 baking industry, particularly in the rural areas 7 (K72 - A93).

As mentioned in Subsection I of Section IV an important social as well as economic problem is involved here, particularly for the farmer's son. The wage level for this class is not usually very attractive compared to trades or industrial pay. Nevertheless, the Commission feels that a solution would contribute in no small measure to an improvement of the job prospects for the urban worker.

15 Women in Industry

It was found that there is a definite feeling in 16 many quarters, particularly among labour representatives 17 that there will never be full employment so long asy 18 there continues to be the large number of women now 19 found in industry. It is recognized that during the 20 war they were necessary if the huge industrial commitments undertaken in the Dominion were to be disuberged, 21 but now that the War is over and the closing of war 22 industries denies employment to thousands of wege 23 carners the view was expressed that it is time that 24 women withdrew from the labour market. This view was 25 noticeably more dominant in the areas other than Montreal 26 where women have generally been recognized in industry 27 for a longer period than elsewhere in the Province. The Confederation des Travailleurs Catholique du 28

29 Ganeda in their brief have the following to say (E78 -30 A49):-



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"qu'il est impossible de concilier l'ordre naturel des choses avec la presence des fommes dans les activités industrielles et commerciales". However it is admitted:

"Dans certaines branches de l'activite humaine les femmes auront toujours acces assez facilement, et, bien que l'on ne doive pas accepter la generalisation du travail feminin, on ne peut defendre non plus, aux veuves et aux jeunes filles soutiens de famille, par exemple, d'aller gagner ce qui est necessaire a leur subsistance et a la subsistance des leurs."

PENSIONS FOR AGED WORKERS

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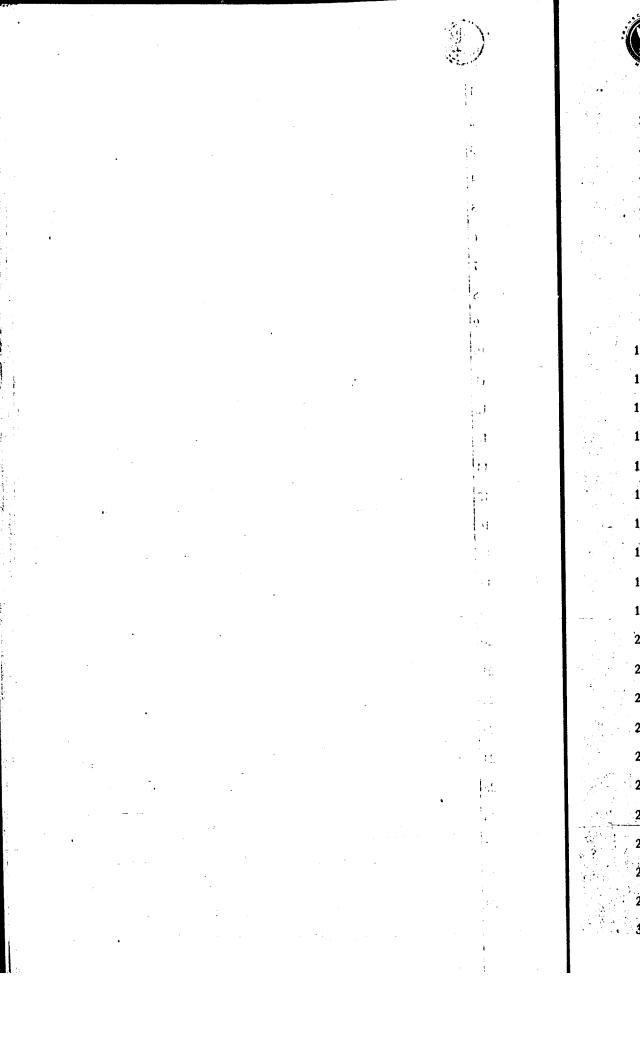
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It became apparent that in many industries the 13 average age of the workers was higher than might be 14 expected. It was stated that in Montreal the average 15 age of the journeyman bricklayer was sixty three. While not commenting on the accuracy of this stat-16 istic it was abundantly proved that even prior to the 17 war few youths were entering the long training required 18 of many trades, and certainly during the wer years 19 there were very few being trained. In many trades it 20 will be nevessary to retain the older oraftsmen few 21 sometime until a sufficient number of more youthful 22 tradesmen have been trained to replace them.

23 On the other hand there are many industries which do not offer many vacancies at present, but in which 24 there are many employed as an advanced sge It was 25 suggested that those over sixty or sixty-five should be 26 forcibly retired on pension to make room for veterans. 27 It was felt also that this palloy would ease the burden 28 on others employed in the same trade who were forced to 29 do more work and harder work of which the older men 30 were physically unable to bear their fair shere. (K78-A98)



This was considered by the Commission in its Second Report and led to Recommendation No. 06.

PUBLIQ WORKS

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4 Under this heading there was more enthusiasm for 5 the lifting of government restrictions on production and expansion of trade, thus allowing private initia-6 tive scope within which to develop post-war projects, 7 than that the governments should embark on an embit-8 ious public works programme in order to provide full 9 employment. However, there were some suggestions as 10 to the direction in which public works should be plan-11 hed. It was the opinion that such works as might be 12 undertaken by the governments would be those which 13 would contribute to the national economy and progress rather than be of purely local advantage. Referring to 14 the evidence of Mayor Borne (K72 - AB1):-15 "Les traveux que le gouvernement canadien pourrait 16 entroprendre sont nombreux. Ce sont pour la plu-17 part des ameliorations publiques d'une utilité in-18 contestable et dont la realisation, constituerait 19 un actif considerable. Qu'il me suffise de men-

tionner les suivantes:

a) Construction d'habitations

b) Suppression de traverses a niveau

c) disparition des taudis

d) Amelioration des edifices gouvernementaux

e) Amelioration des porte nationaux-

f) Construction d'serodrames ...

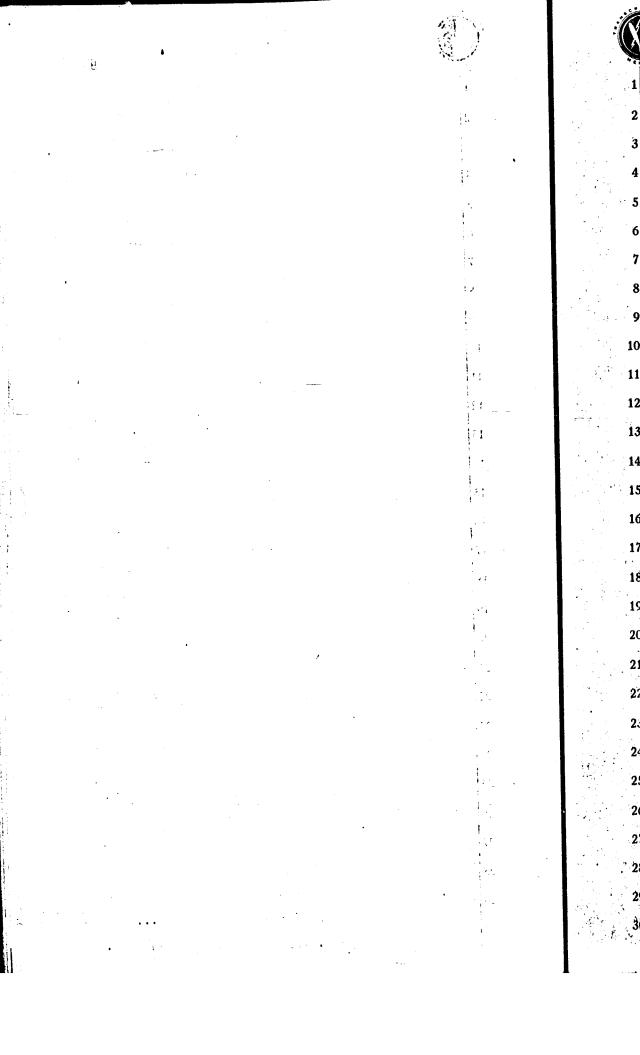
g) Bolusage et nettoyage des rivieres et des oours d'esu, alimentant les systemes d'aqueduo

h) "Slum alearan de"

29 and again, referring to the provincial responsibilities, 30 Mayor Borne cites (K78 - A24):-

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2	1) Constructions des routes commerciales et de colonisation	
3	j) Refection et construction de ponts	
4	k) Harnachement des pouvoirs d'eau et distribu- tion de l'electricite a bon marche	
5	1) Construction des hopitaux et de sanstoriums	
6	m) Developpement des richesses naruelles	
7	and for municipalities	
8	n) L'introduction des services d'sau et le pavage des routes avant la construction	
9	o) La Construction d'egouts collecteurs	
10	p) L'etablissement de parcs et de terrains de neux -	
11	q) L'elargissement des rues	
12	v) La construction de trottoire	
13	s) La refection des systemes d'aquedud, de l'Hotel de Ville et autres edifices municipaux	
14	t) Construction de gymnases	
15	u) Etablissement de dispensaires	
16	v) Construction et refection d'ecoles	
	But in order to obtain the greatest benefit from	
17	any public works carried out by any of the authorities	
18	it was most essential that there be close coordination	n de la compañía de la
19	of the efforts of all the authorities and agencies en-	1
20	gaged in the direction of these tasks. It was suggested	÷
21	that there be a Committee at the highest level whose	
22	responsibility would be the planning and co-ordination	_
23	of any projects.	3
	The Commission was impressed with the particular	
24	problems of Quebec City, as was shown by its Recommenda-	
25	tion No. 85, "Public Works Programme for Quebeo".	
26	The recommendations of Mayor Borne are also en-	
27	dorsed for the most part in the brief submitted by La	g T
28	Confederation des Travellleurs Catholiques du Canada	
29	Inc. They also ask assis tance in the unemployment	
30	problem through public works in particular (K78-A46):-	
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fongtions; routes, voies fluviales, ports maritimes, reboisement des firets et tout autres traveux de protection, etc."

It is also recommended by this organization that the governments

" ... pour accorder des subsides, sous conditions de salaires justes;

1) aux industries de base, talles que lo betiment, construction maritime, la metallurgie, etc. a condition que des subsides scient affectes, par exemple, e la demolition des taudis, e la construction d'immeubles pouvant loger dependér les familles de selaries, a la construction d'hovitaux, de senatoriums, etc.

B) eux industries nouvelles (non de luxe) qui exploitoraient les ressources naturelles, et a celles que les decouvertes scientifiques faites pendant la guerre, feront maître après le conflit.
3) aux industries que les necessites de la guerre auront forces d'abandenner la production de produite civils pour fabriquer du materiel de guerre, sutant pour assurer le continuite du travail des employes que celle du capital d'operation des dites entreprises.

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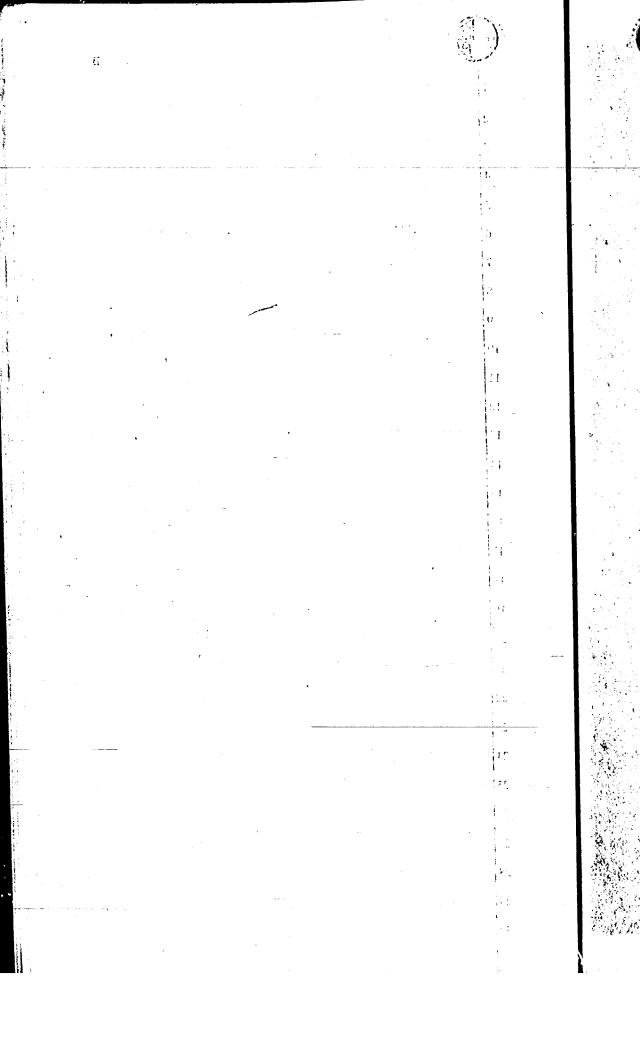
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SUBSECTION III

PART VI - WAGES

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The government was well aware when P.O. 5210 was adopted providing benefits available to veterans to augment the salaries they could be expected to receive while training, that the remuneration to be expected in many instances was not sufficient to attract veterans. A great deal of discussion dams before the Commission on this subject.

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While everyone was agreed that admirable controls had been exercised over the cost of living during the War, it was evident that the wages paid in many callinge were now, at least, insufficient to give a bare subsistence.

During the source of the hearing: the students attending the universities held a meeting at which the question of ellowances and the cost of living was studied. The conclusion reached was that the ellowances fixed were insufficient and it is understood that representstions have been made or will be made before the Parlismentary Committee to increase the amount payable as subsistence.

21 21 evidence that veterans are discouraged from completing 22 their qualifications by:

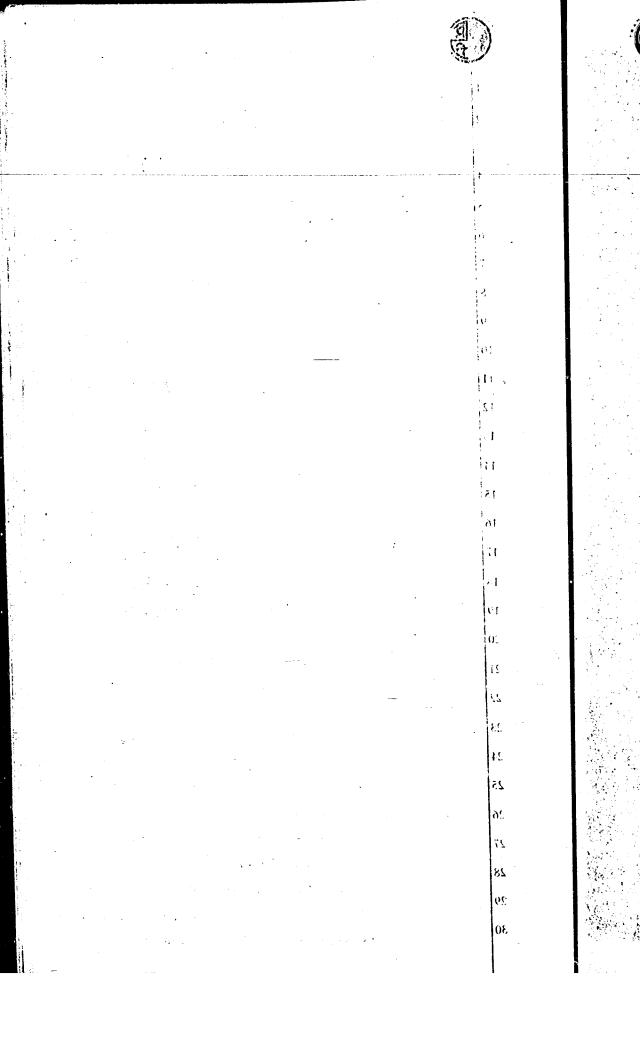
a) Wage rates as stated to be inadequite and savour-

b) Allowences which do not provide a decent sub-

(It is possible that an up-to-date regional origination of the cost of living might

provide an explanation.)

28 It was found that the complaints of the students 29 applied squally to these pursuing on the job training. 30 As mentioned elsewhere in this section there are



many large industries which will pay a beginner the full rates applicable to all in the industry. It is mostly in those industries organized on a production line pasis where the beginner is able to sequire the skills and knowledge required in a comparatively short period of time. The Commission also found that in new communities where there is a scercity of skilled help and few established enterprises it had become necessary to pay wages higher than those prevailing in most centres, in order to attract and hold the labour required. This was found to be the case in the mining area of Northwestern Quebec. In this area the wages are on a scale that would preclude application of Benefit No. 2, because the minimum wages paid are in excess of the combined wages-allowances provided by the regulation.

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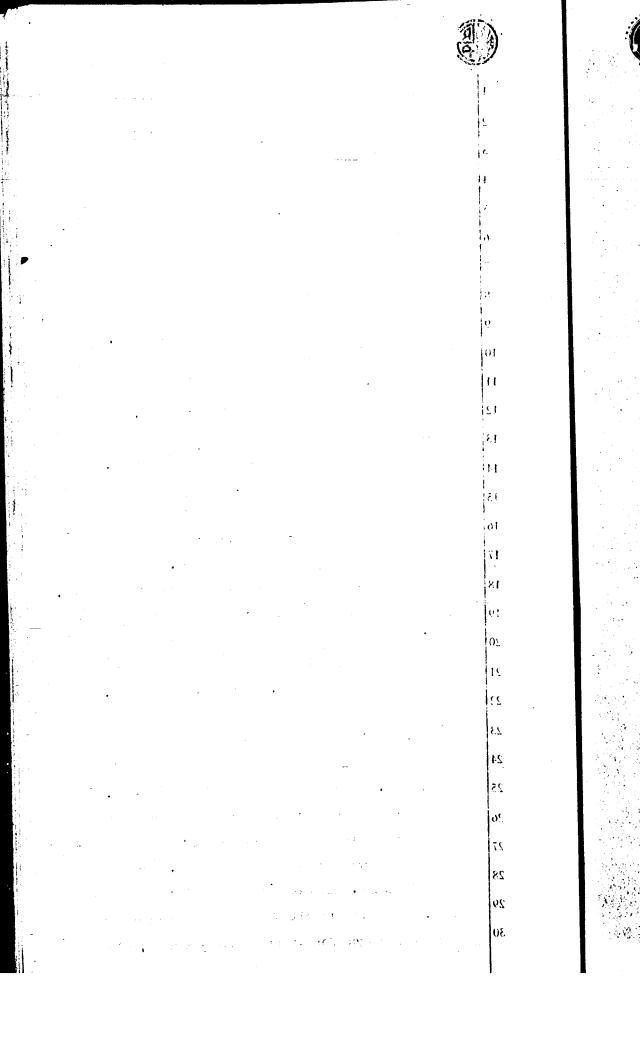
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On the other hand the Commission found that in many trades and industries the wages paid, even to those considered skilled or experienced, is scarcely ¹⁷ sufficient to maintain a bare subsistence. Wages paid 18 to those beginning or training are correspondingly lower.

These low wage scales discourage the average Vet-19 eran from seeking employment in the trades affected. 20 For instance beginners in the retail stores in Quebec 21 City dan obtain but from \$10.00 to \$15.00 per week. 22 They may remain on these rates from two or three or 23 more years. Obviously they are not weges designed to 24 attract Veterana whose midiaum age would be in the early twentles. (Dorion K72 - A89; Filion K77-D4). 25 The cash of a chef Group B discharged from the 26 R. C.A.F. with a wife and children who had found employ-27 ment with a pantrymaker at a salary of \$10.00 a week 28 is another example. He was rated as a first year ap-

29 prenties. According to him there was no prospect of 30 any service in wages for at least three months, al-



though it must be assumed that with his practical experience in the Service he could not be classed as a raw beginner in the trade. (See Charest K76 - B16).

The wages of an apprentice plumber in Quebes City, earning a salary of \$10.00 or \$12.00 a week is not attractive to the Veteran of some maturity and responsibilition (K78 - A61)

The same was found true in Montreal for this trade. The wage scale for apprentices beginning at 41 cents an hour is not sufficient, even with the absistance of the veterans allowances, to subsist in Montreal. total of \$25 to \$28 a week is not considered by employers to provide sufficient incentive to the mature veteran 12 to stay with the trade for the required period of learn-13 ing, and consequently employers are having a fairly heavy turnover of veterans who leave for some more . 14 immediately remunerative job. (K77-A12) A witness says:-15 "The only thing that I would like to suggest is 16 this, that if a young married man comes back and 17 wants to learn the business there should be some 18 means to put him through the three or four years 19 that it takes so that he could live under decent conditions with his family. If we do not do that 20 these boys are going to take the first job that 21 comes along and not put in any years of training 22 23 wha tsoever.

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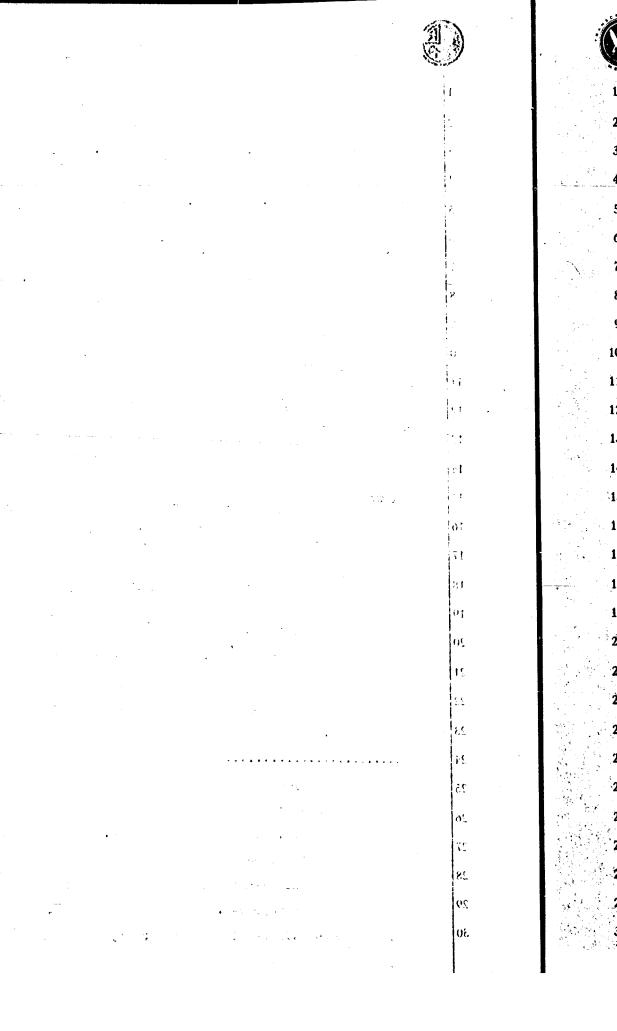
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For the first year they start out at only 41 cents; it is 46 cents for the next two years, and then they step up to what is known as an improver. That brings their pay up to 71 dents an hour; and then they have to take a further examination if they want to go abead and be an improver. feir promise of continuity of amploy-



R. Well in the building trades that is pretty hard to say. We cannot guarantee them steady employment.

Q. What is the rate for a journeyman? R. \$1.01 on hour.

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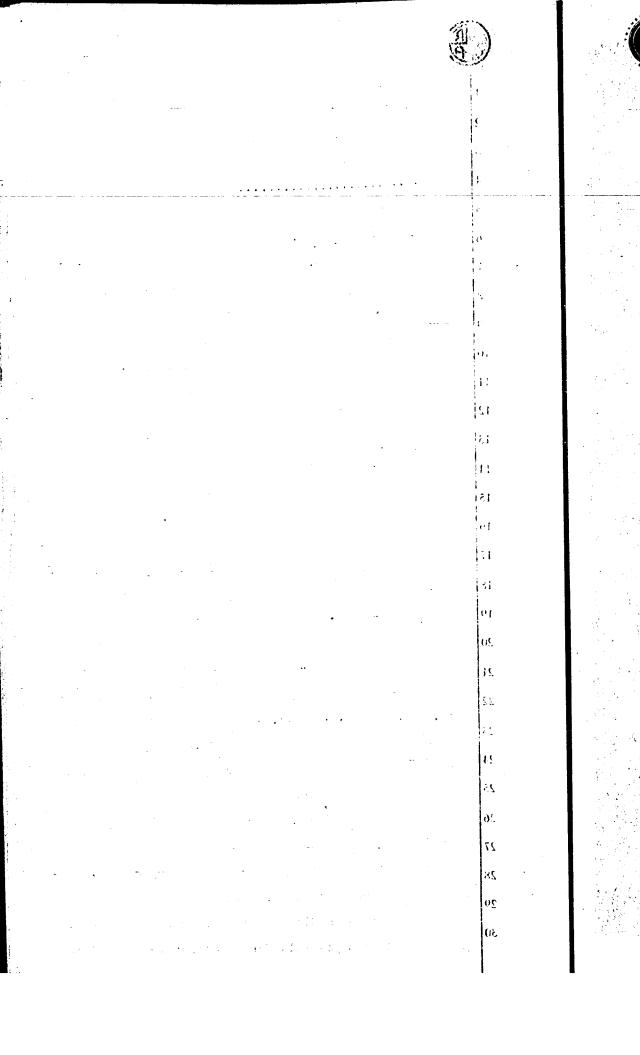
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One plumbing contractor stated that he had rated some of his former employees whom he had reinstated at a more advanced apprenticeship stage and was paying more (50 cents an hour) than the wages called for in the Collective Agreement (41 cents) (K77-A17).

11 This same employer stated that one of his Veterans employees had had the opportunity to go on the plumbing 12 course at the recently opened Apprenticeship Centre in 13 Montreal. This opportunity had to be turned down be-14 cause he could not live on the \$60 monthly allowance to 15 which he would then have become entitled. While working 16 he was being paid \$28 a week, and being single and board-17 ing out, that was the absolute minimum he could live on. 18 (KV7-A21) The same was said to be true of Carpenters (Larose K77 - D18). 19

20 Attention was also directed to the young university greduate or other well-aducated young men engaged in 21 training for the examinations of the Chartered Account-22 ants. Mr. Omer 0.J. Pouliot, recently discharged from 23 the R.O.A.F. and holding a McGill University degree 24 points out that because his patron pays him a salary of 25 \$40 or \$50 per month during his training he is not 26 eligible for the University training benefits, although he may have two or more years further training to put 27 in before being accepted as a chartered accountant. Be-28 cause he is working full time with his patron he has not 29 the opportunity of adding to his selary by extra work, 30 and yes it is not possible for a Veteran to subsist on



¹ the amount of salary paid. (K74-035) Since that date 2 (Dec. 18th) the Commission has been informed of a pro-3 posal to increase the amount which may be sarned by a 4 Veteran independently to \$75 per month before schedule 5 of allowances. Certain university authorities consider 5 this sum to exceed what a veteran can earn while paying 6 due attention to his studies. (See letter Dean C. S. 7 LeMesurier K.C., quoted in third supplement to Second 8 Report.)

9 A forty-seven year old veteran of two wars cites 10 his own example as a variation of the predicament many 11 returned men find themselves in. He was an accountant 12 before enlisting earning \$150 to \$175 per month. While 13 in the service he was engaged in his calling as a pay 13 sergeant. The best he can do now as an accountant is 14 \$35 per week. (Copley K76 - 0 15)

15 Mr. Norman Forrester of the Garth Company Plumbing and Heating contractors stated that some Veterans had 16 been given jobs with his company but after two or three 17 months had left for other jobs because of the low wages 18 peid. As beginners, learning the plumbing business, 19 wage controls were said to limit their pay to 41 cents 20 an hour (but see Watson above). Thus were lost several 21 needed apprentices in a business looking forward to an 22 exceedingly busy and prosperous period, and some Veterans lost the opportunity of learning a trade they were 23 interested in because they could not afford to work at 24 the wages paid (K77-A9). ,25

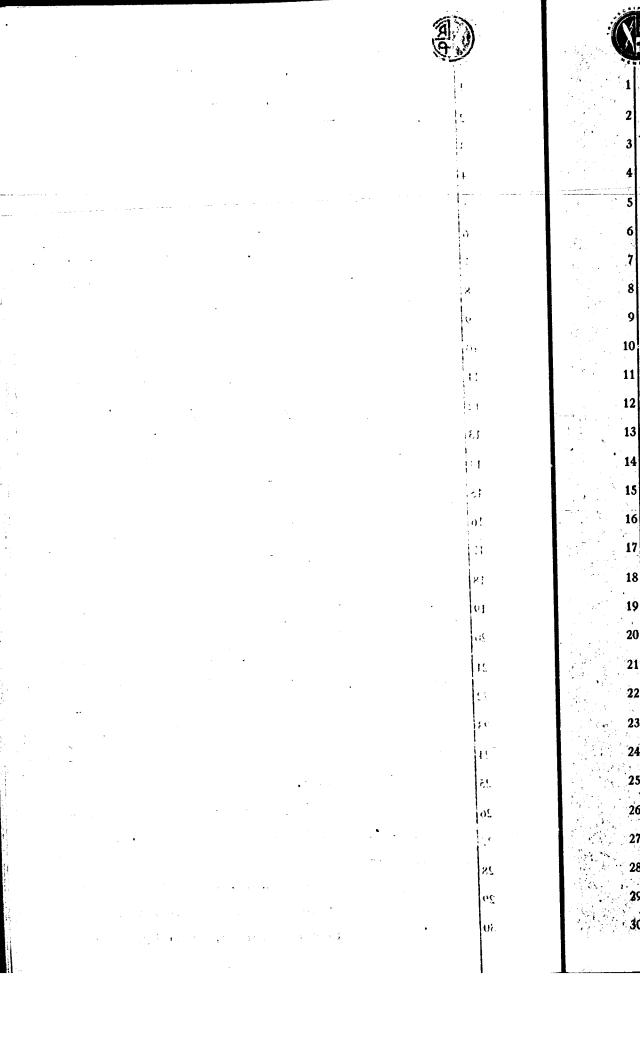
26 The Confederation des Travailleurs Catholiques du 27 Canada Inc. discuss fair wages in their brief. (KVS-A44) 27 It is stated!-

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"Par salaire juste la G.T.G.G. entend tout salaire dont le montant tient compte de tous les elements decoulant de la valeur morale, economique et sociale



de travail; par exemple: a) la subsistence du travailleur et celle de sa famille (moyenne); b) les qualifications exigees par et dans l'emploi, les aptitudes et le rendement des salaries."

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The brief continues by stating that these conditions must be considered and given effect to by joint action on the part of the state, which is the only agency which can by the force of law assure to families the minimum vital necessities by fixing wages based on the cost of living in the various regions, by employer and employee organizations who are the ones qualified to assess job evaluations on the minimum return basis and to stabilize employment over the whole twelve months of the year.

The level of wages in some trades in this Province drew the following comment from a labour leader which the Commission regards as significant. Mr. Paul Fournier of the Montreal Trades and Labour Council, an A.F. of L. affiliate remarks (K76 - AEE):-

"When they (bakers in this instance) only get \$15 to \$18 per week for their work they feel that they are better off if they stay home and draw unemployment insurance of \$14.40 than they would be working on a job of that kind."

When discussing the question of wages the Committee 23 feels bound to report the great dissetisfaction abroad 24 in respect to the delays experienced by employers in . 25 receiving from D. V.A. peyment of the proportion of the 26 wages rayable by the government in training on the job 27 contracts. While there are probably many administrative 28 difficulties admiributing to this situation it cannot 29 be denied that the long delays apparently experienced normelly are projudicing the success of the programme. 30

B-88 well as causing great dissetisfaction, among employers 2 and veterans alike. There are many instances of this in the evidence, particularly at Val d'Or (see evidence of Dr. Price). There are cases elsewhere (e.g. see Charest K76 - B15) and (Tracey K76 - 013). It also appears as above-mentioned that the regulations governing pay of the Veterans subsistence allow-7 ance while training on the job do not cover a long ¥ 8 enough period in many ceases. In view of this evidence the Commission respect-fully suggests the immediate implementation of its Resonmendation No. 65 of the Second Report "That ... a searching inquiry be instituted into the earned income of returned personnel."