

MONDAY OCT 29 1945

ROYAL COMMISSION
ON
VETERANS' QUALIFICATIONS

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SECOND REPORT

(WITHOUT APPENDICES)

MONTREAL
Sept. 1945

Vol. II

ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

S E C O N D R E P O R T

1016 Dominion Square Building,
1010 St. Catherine St., West,
Montreal, P. Q.

September 14th, 1945.

The Honourable Minister of Labour,
Ottawa, Canada.

Sir:

The undersigned have the honour to present
the Second Report of the Royal Commission on Veterans'
Qualifications, appointed pursuant to the provisions
of P.C. 2486, dated at Ottawa, April 19th, 1945, as
amended by P.C. 3342, dated at Ottawa, May 8th, 1945;

ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

SECOND REPORT

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"	II - Reassimilation Conference
"	III - Mailing List
"	IV - Names of witnesses
"	V - Evaluation of syllabi
"	VI - Universities (supplementary)
"	VII - I.L.O. Bulletin 1939

SECTION I

INTRODUCTION

1. (a) In its First Interim Report the Commission stated that it had made as complete a study as possible of the instruction given and experience gained in the Armed Services and submitted the syllabus sheets resulting from this survey. It was later suggested in some quarters that these syllabus sheets

- (i) were not sufficiently full to furnish employers with full information, and
- (ii) did not give educational authorities sufficient data as to examinations and standards.

As regards the first observation it did not apply to the Navy since in this case full details were given, it was well known to the Commission that further details would be forthcoming in the case of the other services and that all would later be made available to employers. The Commission moreover was deeply sensible of the need for expedition, believing as it did that the demobilization process would take place at considerable speed. The trouble which occurred at Aldershot and its results strengthened the Commission's feeling on this point.

As regards the second observation the Commission, as stated in the First Interim Report, felt it necessary not only to assure itself by examination of persons with first-hand knowledge of the real value of the work accomplished in the Armed Services, but to provide for immediate discussion with provincial authorities and the syllabus sheets proved of the utmost value in this task. Arrangements were made to provide educational authorities with copies of examination papers. A reference to this will be found in Recommendation No. 25.

The investigation thus outlined in the First Interim Report made it clear beyond any shadow of doubt that the mental development involved in courses and experience in the Armed Services was at least equal to that provided by the parallel experience in civilian life. The Commission was also convinced that the skills acquired were in many cases equivalent to those gained in industrial experience. The value of the work done in the courses provided by the Canadian Legion is stated in a subsequent section to be accepted as equivalent to civilian standards.

(b) It must be recognized that the cost of thus equipping these young men and women which has been borne by the Federal Government is a very high one. The expense of training an efficient air-crow member for instance was about \$20,000, and while other expenses were less none were negligible. It would be very poor accounting to consider these expenditures as chargeable solely to the defeat of Germany, Japan and Italy. A very considerable portion should certainly be charged to the future task of winning the peace, for our sailors, soldiers and airmen must take a large share in ensuring for themselves and their countrymen the fruits of victory. We have thus already a very large profit item, the tremendous increase in the value to the community of almost a million people. But unless this increased value is turned to account now it will begin to diminish rapidly. It was borne in upon the Commission as the result of its many sessions that the taxpayers of Canada expect the Federal and Provincial Governments

as well as our institutions of learning to spend still more time and still more money on further developing the human resources which have thus become available and which are worth infinitely more than any natural resources can ever be.

(c) It is more than doubtful whether in any other country there are such extensive and admirable plans as have been worked out by the Department of Veterans' Affairs with the cooperation of the Department of Labour for benefitting and advancing the men and women who leave the Armed Services. It is worthy of note that the resolutions of the International Labour Conference at its Philadelphia sessions in 1944, submitted as Appendix I to this report, followed almost without variation the Canadian pattern. More detailed reference to this follows in the sections of this report dealing with Labour and with Apprenticeship.

Of the utmost importance are the conception and execution of the great project of Canadian Vocational Training. In every part of Canada the result of this was seen and its potential value in the re-training of ex-service men and women was evident.

Nevertheless, neither generous financial contributions nor the best schemes will avail without an immense amount of unabating effort on the part of the Canadian civilians whose world has been saved for them by the men and women we are now considering, as well as on the part of the ex-service men and women themselves.

The Commission has found in many of the organizations and institutions which it examined a very considerable and very regrettable tendency to regard the Federal Government as solely responsible for rehabilitation and to explain their own attitude as one of cooperation. This position seems fundamentally wrong. Fortunately, it is not un-animously taken. A much healthier attitude is shown by the resolution of the Conference of Canadian Employers which met at Montebello in April 1945, which reads as follows:

"It is the feeling of this Conference that, in addition to those members of the Armed Forces who are covered by the Reinstatement in Civil Employment Act, employers as a whole should recognize that they have a moral responsibility and that they should apply to the fullest possible extent every effort to provide occupations within the ability of the individual to perform, to all members of the Armed Forces, who had not been gainfully employed at the time of enlistment. The Federal Authorities should make available accurate data as to the numbers in the Armed Forces who come under this classification with all available information which will indicate the training they obtained while on Active Service and the authorities should develop procedures which will encourage employers to absorb these people."

A complete report of this Conference appears as Appendix II to this report.

At this point it may well be said that the Commission considers the further education and the rehabilitation of the veterans who had no civil employment before enlistment to be a task which transcends in importance almost all those facing the Canadian people in the period of reconstruction.

The Federal Government in making its plans for financial assistance to veterans acted as the agent of its taxpayers and with the support of their representatives and they cannot escape their share of responsibility. If now the immense expenditures made and

to be made on education and training are to bring about the optimum result Capital, Labour and Education must regard themselves as the partners not the tools of Government in the great task ahead.

2. (a) On the conclusion of the investigation of courses followed and experience obtained in the Armed Services dealt with in the First Interim Report the Commission prepared for the discussions with the various provinces referred to on page 3 of that document;

It was decided that the most efficient method would be to visit the various capitals and also Vancouver and Montreal. The advantages of following this plan rather than of bringing witnesses to Montreal were first, that it was possible to interview a much larger number of people; second, that arrangements were flexible (so that if additional witnesses at any spot were required they could be obtained, or if necessary dates and times could be altered); third, that persons could thus be interviewed who could not have reached Montreal; fourth, that a much better idea of local conditions could be obtained. The cities finally visited were Toronto, Vancouver, Victoria, Edmonton, Regina, Winnipeg, Montreal, Quebec, Halifax, Fredericton, Moncton and Charlottetown, in that order.

(b) Before departure the Commission interviewed Mr. R. F. Thompson, Director of Canadian Vocational Training. Mr. Thompson provided the Commission with the necessary background for the study of the work carried on in cooperation with his department in the various provinces. His remarks seemed important at the time but the experience gained by the Commission in its survey gave them still greater value. More will be said at a later point in this report concerning this effort.

(c) Also before the journey began the syllabus sheets describing training, education and experience in the Armed Services were distributed as widely as possible to those whom the Commission was likely to meet, the distribution list is attached as Appendix III to this report.

Each of the recipients was asked to fill in at the foot of one copy of their sheets the value which he considered might be attributed to the education and/or experience represented by these sheets. This was done in the hope that some preliminary consideration would be given prior to the visit of the Commission. The procedure adopted en route was that a certain time at each point was set aside for discussions between the Liaison Officers and the local authorities, after which the latter were to forward their evaluations. Observations on these discussions and their results will be found in later sections of this report. All that need be said here is that there was a general attitude of willingness to help but no uniformity of views and not too clear a comprehension of the value of service teaching and experience. The Commission does not consider that the situation is irremediable and with this in mind has made Recommendation No. 50 q.v.

3. (a) Special arrangements were made by the Canadian National Railways which made available to the Commission the cars Port Mann and Cacouna. These were used en route as living space and offices and the time required at various centres was thus materially reduced.

(b) The Commission proceeded to Toronto on June 24 and, on June 25 and thereafter, interviewed 549 witnesses classified as follows;

Military	142
University	100
Labour	100
Dominion Government	52
Provincial Governments	79
Other Civilians	76

The full list of witnesses is attached as Appendix IV to this report.

4. Two important matters arose during the visit of the Commission to Toronto:

- (1) The representative of one of the Unions expressed great apprehension as to the possibilities of employment for both returning service personnel and the men and women who had been engaged in war production. In dealing with this point the representative of the Department of Planning of the Province of Ontario made some disquieting statements:

"MR. BUNNELL: Mr. Chairman, first in dealing with permanent jobs, I say this with a little diffidence, from the standpoint of what might be considered definitely permanent jobs, I cannot say that there will be any great increase in the number of such on either the provincial or municipal level; but, on the other hand, if we could look after the broad field of construction from the level of municipal employment then we can think in terms of a very substantial amount of employment as and when the need may arise. We feel in the department that it is the responsibility of the provinces and the municipalities to be provided and have a survey of public works which are first definitely of an essential nature and then working down to works which might not be quite so essential but nevertheless are desirable, and if finances are arranged so that men can be put to work quickly, as fast as the need arises in the trades that need it — I can say, and assure you, that the province has gone a long way in getting this ready with surveys, plans and specifications for a very substantial program of provincial improvements which embrace those that must be classified generally under highways and public buildings of one kind or another — to a very large extent, perhaps provincial hospitals. We are working on plans looking to the conservation and rehabilitation of our forests, water and soil resources; and, in connection with that we are making studies now of what is needed to cope with the problem of floods and dried up water courses in the Thames River Valley, the Grand River Valley and the South Nation River, and several rivers of smaller dimensions in the province. We are giving consideration to certain forests projects which we hope will be established on such a basis that people working in the forest industries will be able to have all-year employment by certain supplemental work on such a basis that those people to some extent will be able to live in communities. We have gone along with preparations and plans to that end.

THE CHAIRMAN: May I interrupt to ask you a question?

MR. BUNNELL: Yes, Mr. Chairman.

THE CHAIRMAN: The Canadian Construction Association have prepared a list of proposed works for post-war construction which shows approximately \$1,310,000,000 for the Province of Ontario. Are you familiar with that list?

MR. BUNNELL: Yes, I have seen it.

THE CHAIRMAN: Would you go so far as to say that so far as public works are concerned you might make some use of it?

MR. BUNNELL: You mean you make some use of it?

THE CHAIRMAN: Yes.

MR. BUNNELL: Well, I think a body such as yours, sir, should be very careful in using figures of that kind. I say that because of the experience which we have had in our own department. On the 1st of January our department asked for a return to a questionnaire from the municipalities as to what projects they were considering from their personal standpoint, and from a review of the answers we came to the definite conclusion that there was a great deal of unbalanced thinking; for instance, one place told us that they were planning a community centre; another place told us that they were planning a new university. We came to the conclusion that by and large the amount of concrete thinking on the part of municipalities, and the amount of preparation they have done based on that thinking is disappointingly small.

THE CHAIRMAN: I am afraid that is the answer I was expecting to my question about the Canadian Construction Association booklet.

MR. BUNNELL: Those things are usually prepared in a more or less general way based on what you might term casual estimates.

THE CHAIRMAN: Yes. Tell me this, Mr. Bunnell, is there any prospect so far as you know of a shelf of projects being provided, as you suggested it should be provided, and being ready to be used within a comparatively short time? These men, as you know, are all on their way now.

MR. BUNNELL: Our observation is that there would be immediately a very great increase in the volume of housing construction if first the normal materials of construction were available and the labour was available with which to erect these houses. And I think there has been too much loose talk going around about the number of houses that we are going to be able to build over the next one, two and three years; and the only people to my best knowledge who have the answer is the War Industries Control Board who have their finger on the production of all forms of construction material and all materials in Canada, and they are the only people who can give an answer as to what material is available. Now we are searching in the department to see whether we can discover whether any material can be made available to provide shelter, just the bare elements of shelter, from something that is not doomed to be a critical material. We are studying that at the moment. But we do hope, and we see some hope for the development of concrete blocks. There seems to be plenty of cement and all the ingredients that go into concrete, and as soon as they can be made available I think concrete is the best hope we have from the standpoint of house construction material -- and that is private enterprise.

THE CHAIRMAN: Yes, it has not completely answered my question.

MR. BUNNELL: No; I would like you to put the unanswered part of your question again.

THE CHAIRMAN: The unanswered part is this. What is the standing in the way of preparation of public enterprises which can be operated as soon as there are ex-service men -- or other people released or, upon the advent of ex-service men -- to work on them?

MR. BUNNELL: Yes, all right. There are two things. One I attribute to general apathy. The municipalities have been unwilling to proceed with the preparation of plans and specifications as their own responsibility and they are looking to the province for grants, even with respect to the actual preparation of the plans and specifications.

Up to the moment we have taken the position that if you are not sufficiently interested in your own community to develop those plans yourself and to pay the comparatively small cost of doing so, your intentions over to do anything about them are very meagre anyway, and not very sincere. If you are sincere you will feel that certain things are of benefit to your municipality and you should find the money and proceed on your own.

THE CHAIRMAN: You mean in the making of plans?

MR. BUNNELL: Yes, in the making of plans. They say, 'What is the use of proceeding with plans; we are looking for some grants-in-aid to carry out the work.' They say, 'We want to know what is going to be your policy with respect to grants-in-aid. Will you grant us money? Will you participate in the construction of sewers, water mains, roads?'

Our attitude has been, first, that in a consideration of that kind there could be no definite formula because the essential need in one municipality may be entirely different from that in another. One place may be in need of a sewer, another place in need of a hospital and still another place may need a water main.

Then we have also said we cannot undertake to participate in grants-in-aid because it will necessitate additional revenues, from the provincial standpoint. We cannot make grants until we know where we are going to be able to derive the necessary revenues. Following that through we have said, in effect, until we come to a peace time understanding with the Dominion as to what our respective spheres of taxation may be, we just are not going to give you any adequate answer to this grant-in-aid problem."

In view of this and other evidence the Commission came to the conclusion that in order to make any reasonable suggestion as to the training which ex-service men might undertake it would be necessary so far as possible to find out what jobs were likely to exist in different regions; in other words, what employments or openings the Provincial authorities saw probable in their respective areas.

The evidence on this head was somewhat disappointing. One province (B.C.) had completed a survey of openings and was making this public. Another province (Sask.) had prepared a scheme for local workshops which should be of great value. In the City of Quebec a very considerable plan of development was outlined and the Provinces of Quebec and New Brunswick had extensive forest plans ready to put into operation. The Railways and Communication Companies were well forward with plans for the reabsorption of all their own returning personnel and a considerable number of others. Nevertheless it cannot be said that all these plans would provide for all the men and women likely to be laid off from war work and discharged from the services. As a result the Commission felt itself constrained to search for any new

employments which might be established and at the same time to emphasize the importance of further training and education not only for their own sakes but as a cushion against unemployment. It was felt that even though new employments and training and education might only serve to place a comparatively small number of veterans, each individual so placed would be on the way to re-establishment and the general situation would be -- even though slightly -- eased. In this connection especial emphasis is laid on the recommendations regarding Communications, Practical Nurses, Police Forces, the Coastguard and Technical Institutes. All these were studied and discussed during the entire journey of the Commission and have only been put forward after much consideration.

(ii) The Commission found evidence that the institutions which were to be responsible for providing education had not adequate funds, space, equipment or personnel to carry out their task. In consequence Recommendation No. 24 proposed that steps be taken to ensure financial and other assistance. Soon after this, Order-in-Council P.C. 215/4440 was passed authorizing a grant to Universities in respect of each student following a University course. The Commission has recommended that this grant be extended to Technical Institutes and Schools of Nursing.

As regards the matter of space necessary for housing and teaching representations were heard from nearly every institution in Canada. A general summary of these is contained in Recommendation No. 41, and reference is also made in Recommendations 3A, 27, 28, 34, 36, 37, 43, 55 and 59. It is only desired to add here that the recommendations on this head are based on figures received from the Armed Services as to the numbers interested in University study and that in its considerations the Commission has assumed that the number likely to attend will be 50% of the number so indicated.

5. The results of the visits of the Commission to the Provinces are summarized in the following sections of this report. Each of these sections constitutes a brief survey dealing with one subject of inquiry and has been drafted by one or more persons who seemed specially fitted to give an impartial and adequate statement. It will be understood that since many facts have a bearing on more than one of the subjects dealt with, there will be a certain amount of inevitable repetition. The titles are as follows:

- II. ATTITUDE OF DEPARTMENTS OF EDUCATION
- III. ORGANIZED LABOUR AND THE VETERAN
- IV. UNIVERSITIES AND THE VETERAN
- V. SOME ECONOMIC ASPECTS OF VETERANS' QUALIFICATIONS
- VI. INDIVIDUAL VETERAN ENTERPRISE
- VII. TRAINING AND APPRENTICESHIP
- VIII. ATTITUDE OF:
 - (a) PROFESSIONAL ENGINEERS
 - (b) LAND SURVEYORS
- IX. STATIONARY ENGINEERS
- X. TECHNICAL INSTITUTES
- XI. CANADIAN LEGION EDUCATIONAL SERVICES
- XII. TEACHER TRAINING PLANS
- XIII. REMARKS FROM THE POINT OF VIEW OF THE ARMED SERVICES
- XIV. THE LEADERSHIP FACTOR IN REHABILITATION
- XV. ATTITUDE OF THE VETERAN

6. During and after its visits the Commission has made a series of recommendations which have been forwarded as they were made. The list is as follows:

RECOMMENDATION
NUMBER

- Preliminary - Handicapped Personnel
 1 - Certificates of Training
 2 - Matriculation Certificates
 3 - Photographers
 3A - Technical Institutes (with memo of Dean G.R. Young)
 4 - Teachers
 5 - Personnel
 6 - Civil Service
 7 - C.L.E.S. Publications
 8 - Meteorologists
 9 - Radar (with attachment) (Replaced by Rec. No. 57)
 10 - Employers
 11 - Nurses (Replaced by Rec. No. 58)
 12 - Trade Analyses
 13 - Meteorologists - Teletypists
 14 - Navigation
 15 - Sea Time
 16 - Master's Certificate
 17 - Mate - Homo Trade
 18 - Radar Industry
 19 - Handicapped Personnel
 20 - School Leaving Certificates (French-Speaking Personnel)
 21 - Additional Counsellors (D.V.A.)
 22 - Printing & Circulation of Appendices to Interim Report
 23 - "On the Job" Instruction for Stool Workers
 24 - Financial Assistance to Universities (Appendices A-E)
 25 - University Credit for Service Courses (3 attachments)
 26 - Senior Matriculation
 27 - University of British Columbia
 28 - Urgent Aid to Universities
 29 - British Columbia Training School
 30 - Salaries of Instructors - Control of Exit Permits
 31 - Assistance to Students (1st Para. deleted)
 32 - Assistance to Teachers in Training
 33 - Re-establishment Credit for Apprentices
 34 - Institute of Technology and Art, Calgary
 35 - Radar Industry II
 36 - University of Alberta (with attachment)
 37 - University of Saskatchewan (with attachment)
 38 - Police Forces
 39 - Canadian Legion B.E.S.L. (with two attachments)
 40 - Assurance of Employment (with attachment)
 41 - Temporary Aid to Universities (with attachment)
 42 - Increased Allowances to Students (with two attachments)
 43 - Grants to Colleges
 44 - Engineering Institute Rehabilitation (4 attachments)
 45 - Co-operation with Dept. of Labour, Prov. of Quebec
 46 - Parity Committees, Prov. of Quebec
 47 - Department of Lands and Forests, Prov. of Quebec
 48 - Shortage of Accommodation, Prov. of Quebec
 49 - French Canadian Veterans in Western Canada (4 attachments)
 50 - Educational Counsellors with D.V.A.
 51 - Rehabilitation of Entertainers (with two attachments)
 52 - Laboratory Technicians (with attachment)
 53 - Dental Technicians
 54 - Rehabilitation of Aircrew
 55 - University of Manitoba
 56 - Retraining of Pilots, R.C.A.F.
 57 - Communications (Replacing Interim Rec. No. 9)
 (with attachment)
 58 - Nurses (Replacing Rec. No. 11) (with 10 attachments)
 59 - Dalhousie University.

For convenience a complete set is attached as Appendix "A" to this report.

7. From the evidence submitted to the Commission two cardinal conclusions appear inescapable.

In the first place it is essential that in every possible way, without limiting his rights and privileges as a veteran, the ex-Serviceman should be assimilated into civil life as quickly and completely as possible. He should be encouraged to join with others in Trade Unions and cooperatives, and in the field of training and education a like aim should be fostered.

In the second place, there is a crying need for common legislation and regulation by all provinces on the subjects of:

- Apprenticeship and training
- Stationary Engineers
- Land Surveyors
- Standards in mechanical and construction trades, and, so far as practicable, in other fields of vocational and professional training and employment.

The situation at present is completely confused. A man may be "skilled" or "qualified" in one province and not in another, which is lamentable. The principle of mobility of labour, regarded as highly important by the International Labour Conference cannot be made effective until such assimilation of laws and regulations is completed and not only veterans (and other individuals), but the country as a whole, will suffer.

The Commission records its opinion on these two points in the hope that they may be studied by the Dominion-Provincial Conference.

Further remarks and recommendations on these matters are contained in later sections.

SECTION II

ATTITUDE OF DEPARTMENTS OF EDUCATION

The following appraisal of the plans made for the continuation and completion of formal school education for ex-service personnel up to the junior or senior matriculation level is dealt with province by province in the order in which Provincial Departments of Education were interviewed, namely, Ontario, British Columbia, Alberta, Saskatchewan, Manitoba, Quebec, Nova Scotia, New Brunswick and Prince Edward Island.

ONTARIO

A departmental sub-committee of two high-school inspectors, under the chairmanship of the Registrar of the Department of Education, has been set up to study the academic content of each course of instruction given in the three armed services and to evaluate the skills and knowledge gained in terms of Ontario academic credits.

Returning veterans, on production of a service certificate indicating the course or courses taken while on service, the time spent on each course and the subsequent period of service, will be granted credits toward the completion of the subjects required for junior and senior matriculation.

In cases where the service course can be equated to certain parts of a school course such as "Electricity" or "Work Machines and Energy", each of which is an essential part of the Senior Matriculation course in Physics, credits will be granted for the complete Physics course, if such be not a prerequisite for further studies. Similar credits are granted in other courses where the candidate's record and maturity indicate ability to take advantage of university studies.

Having received these credits, the veteran is referred to the Canadian Vocational Training Schools, operated by the Dominion Department of Labour in co-operation with the Provincial Department of Education, where intensive pre-matriculation courses are provided for small tutorial groups in order that the remaining prerequisite subjects may be written off. In addition to these schools, special classes leading to credit are offered by the Department of Extension of the University of Toronto for veterans who wish to take advantage of evening classes.

Similar provisions are made for the evaluation of such technical content of intra-service courses as may be equated to shop courses taught in technical and other high schools.

Veterans may obtain high school graduation on the completion of the following subjects:

- 1 - English
- 2 - Social Studies
- 3 - Health and Physical Education (taken in the Armed Services)
- 4 - Mathematics
- 5 - One major service course of 1000 hours' instruction or two minor service course of 500 hours' instruction in each.

The plans made in the Province of Ontario appear to be adequate and indicate that, while it is suggested that as many as possible of the subjects be covered, consideration is being given to the maturity of each candidate and to his ability to take advantage of university instruction. To ensure adequate follow-up, the larger Universities have appointed full-time counsellors to advise students on their future choice of studies.

BRITISH COLUMBIA

The following procedure has obtained in British Columbia for the past three years and has been very satisfactory from the point of view of both the student and the Department of Education.

High school graduation with university entrance requires that a student complete a total of 112 credits of work, one credit being the equivalent of one period of work per school day throughout the school year. For example, English requires 20 credits, five of which are earned in each of the four years of high school. Fifteen of these 112 credits are free electives which may be chosen from a large group of subjects in which industrial arts are included. These fifteen credits will be granted to ex-service personnel if they have taken any course of a practical nature in the Service which involves approximately 1,000 hours of work in related Science.

The candidate is interviewed by a committee of counsellors which includes the Regional Director of Vocational Training, the Registrar of the University and the Registrar of the Department of Education. His academic background is considered in the light of the course of studies which he elects to follow. In cases where the candidate's maturity and past record indicate ability to proceed, certain matriculation subjects are waived and the candidate is advised to select certain beginner's courses offered in the university which will more readily fit in with the desired course of study. The candidate is then accepted by the University of British Columbia.

ALBERTA

The Province of Alberta has set up a board of two members, both veterans of this war and officials of the Department of Education, whose duty it is to evaluate all courses of instruction, both intra and extra-service and to equate them to the Alberta High-School curriculum. In addition to the work of evaluating courses, this board is preparing a battery of tests which, when validated, are expected to be reasonably prognostic. Once the reliability and validity of these tests have been established, they will be used to assess the veteran's present grade-level of attainment in ordinary school subjects and to indicate the general field in which further studies should be pursued, consistent with the student's ability.

Service courses have not been completely dealt with although some are accorded treatment such as is indicated by the following sampling from the Naval syllabus:

- (A) Stoker, 2nd Class will be granted credits in—
General Science 1 (Grade 10 level.)
- (B) Seaman Torpedoman will be granted Electricity I
and possibly Electricity II.
- (C) Electrical Artificer will be granted:
Electricity I, II and III (26 credits.)

(O) Electrical Artificer, etc. (continued)

Mechanical Drawing	(3 credits.)
General Shop I and II	(8 credits.)
Metals I, II and III	(26 credits.)
Algebra I and Geometry I.	(10 credits.)

(See VOL. No. V, Report No. 34, Pages A8 - A17)

The candidate is then referred to a Committee of nine members, 3 of whom represent the University, 3 represent the Department of Education, one represents the Department of Agriculture, one the Department of Veterans' Affairs and one represents the Director of the Canadian Vocational Training Programme. This committee has four main functions:

1. To use the results of the above mentioned tests to assess the capabilities of candidates;
2. To grant credit fairly for all skills and knowledge acquired;
3. To provide adequate training facilities throughout the year at the pre-matriculation level; and
4. To facilitate entry to university at various times throughout the year. At present veterans may enter university at three different periods, September, January and May.

The training facilities offered are really tutorial groups of not more than twelve students to a class, taught by experienced high school teachers, all University graduates. The small classes guarantee attention being paid to individual differences and the monthly tests ensure that veterans will be allowed to proceed at their own rate of learning.

In cases where a veteran intends studying Applied Science or its related courses more stress is placed on the prerequisite Mathematics and Science and candidates are admitted who may be short of Matriculation requirements in such subjects as English and History, provided that they have reasonable facility in the use of written and spoken English and provided also that their factor of maturity is satisfactory to the Committee.

(See VOL. No. V, Report No. 34, Pages A18 - A22)

The evidence of all witnesses indicated that students will be dealt with individually and sympathetically in order that they may swing into the normal course of studies with the minimum loss of time and with an adequate background of prerequisites.

SASKATCHEWAN

The Province of Saskatchewan has set up a committee of three members to evaluate the academic and technical content of service courses and to equate them in terms of Saskatchewan curricula. These evaluations are commented on in Section XIII.

There is no counselling service, other than that set up by the Department of Veterans' Affairs, but the Registrar of the Department of Education, assisted by the Director of Vocational Training, will guide each applicant in his choice of studies. Deficiencies in subject-matter will be met by the provision of classes at the Canadian

Vocational Training School where Canadian Legion Educational Service Text-booklets are used almost exclusively in the teaching of the academic subjects.

Certain other considerations are made by the Province of Saskatchewan to enable ex-service personnel to readjust themselves to the serious business of study.

(A) If a service person had completed seven months of the regular school year in either Grades XI or XII before enlistment, the Department of Education will grant standing in the subjects of those years on the recommendation of the school principal.

(B) If enlisted men are desirous of writing Grade XI or XII subjects in which they are deficient, special papers will be prepared if the candidates are unable to write the examinations at the regular time.

(C) R.C.A.F. personnel who have completed the pre-aircrew courses prepared by Canadian Legion Educational Services and used at the C.V.T. in Saskatchewan will be granted standing in Grade XI Composition, Physics and Algebra. The same credit will be granted to correspondence students who produce the Canadian Legion certificate in those subjects.

(D) R.C.A.F. personnel holding a Grade XI certificate, will, on completion of the pre-aircrew course in Wireless Operator (Ground) and on request, be granted an option towards a Grade XII diploma. If he holds a Grade X certificate, he will be granted an option towards Grade XI.

(E) The W.E.T.P. course in Aircraft Mechanics (Aero-Engine and Air-Frame) is an eighteen weeks' course and will be accepted as an optional subject in whatever grade the student may request it from Grade VIII to XII.

(See VOL. No. VI, Report No. 38, Pages B23 - B26)

It is evident from the above analysis that the Department of Education in Saskatchewan is making adequate and generous provision for the continuation of academic work on the matriculation level by ex-service personnel.

MANITOBA

The Department of Education has set up a committee of two High School Inspectors and the Director of Correspondence Instruction to evaluate all service courses under the chairmanship of the Registrar of the Department. One member will evaluate the Mathematical content, one will evaluate the English content and the other will evaluate the Physical and Chemical Science content. Each Service sheet will therefore be covered by three persons, ensuring that as much Academic credit as has been earned will be fairly applied.

The committee has requested copies of typical examination papers to enable them to arrive more accurately at a corresponding grade standing for each course taught.

The technical content of all courses will be examined by the Director of Technical Education in cooperation with the Director of Apprenticeship Training and appropriate credits will be granted both in the Technical School requirements and in the Apprenticeship Programme.

The Department of Education will also accept the Pro-Aircrew courses prepared by the Canadian Legion Educational Services as equivalent to Grade XI standing in those subjects. While the complete subject-matter of the Manitoba curriculum is not covered by these courses, it is felt that the relatively high intelligence quotient of aircrew personnel indicates an ability to proceed with the work of the following year in these subjects.

Pre-matriculation classes are held under the C.V.T. programme to provide tutorial classes for students desirous of entering the University at any of the three admission periods which have been granted to ex-service personnel.

(See VOL. No. VII, Report No. 43, Pages F10 - F14)

QUEBEC

Under the auspices of the Department of Education three sub-committees, under the chairmanship of (1) the Director of Protestant Education, (2) the Secretary of the Department of Education (Catholic), and (3) the Under Secretary of the Province, a representative of Technical Education, respectively, were appointed to examine the Academic and Technical content of the courses of instruction given to Service personnel and to evaluate the knowledge and skills gained in terms of Quebec Academic and Technical credits.

The following summary of the views and recommendations of these three sub-committees indicate the plans of the Quebec Department of Education for the post-discharge educational training of the veterans of this province.

(1) THE PROTESTANT SUB-COMMITTEE

- (a) Practically all the Service courses are Trade or Technical courses or have prerequisites which demand students beyond high school level. Such courses could best be evaluated by personnel from Trade and Technical Schools and Universities.
- (b) Where high school work appears in any Service course it is in a restricted field leading to specific objectives and thus is only a narrow cross-section of the high school content of the subject or subjects concerned.
- (c) It seems to the sub-committee that each individual veteran's case, when he presents himself for further education on demobilization, is one for interview and examination, from two points of view:
 - (i) What he has done in one or more courses in the Services.
 - (ii) What he wishes to do educationally on demobilization.

The sub-committee feels that men and women returning from the Services will generally, because of age, maturity and the necessity of preparing quickly to earn a living, not wish to go to high school except for concentrated preparation for high school leaving or matriculation. If this point of view can be accepted, the problem is not then one of determining "paper" credits with reference only to the courses outlined by the Services; it is rather that of examining the background, needs and capabilities of each applicant in an endeavour to help him to meet his objectives as quickly as possible.

- (d) The sub-committee recommends strongly that men and women returning from the services should not be enrolled in regular high schools.
- (e) The sub-committee feels that the Government should arrange for the establishment of a specially staffed school in this area to meet the veterans' needs. In such a school, one feature should be an adequate examining board of system to evaluate veterans' qualifications and needs individually.

With respect to Section (e) the Commission notes that this work is being done by Sir George Williams College.

(2) THE CATHOLIC SUB-COMMITTEE

- (a) The perusal of different courses taken by personnel of the three Canadian Armed Services reveals that the question is, in most cases, of Arts and Trades courses or Technical courses of different kinds. The evaluation of these different courses should particularly be done by the staff of Schools of Specialized Teaching.
- (b) Some of these Service courses require ideas which are part of the programme of the superior Primary Schools, but it is difficult to establish the comparison, the subject-matter studied being somehow different.
- (c) This sub-committee is of the opinion that the Department should be as liberal as possible concerning equivalences, but it appears very difficult to establish general rules on this subject. It is believed that each individual case should be looked after in particular, and that one or more competent persons should be appointed to interview those concerned, obtain precise information on the subjects previously studied and direct the veterans according to their own taste and aptitudes.
- (d) Being given the age of demobilized men and women, their mental maturity and their desire to prepare themselves rapidly to earn a living, it is the view that it would be most convenient to organize special courses for them, studies different in a certain measure to that given in the regular schools. And as these schools are now actually crowded, new centres should be found to answer the special need of the veterans.

This last proposal is made in Recommendation No. 20 of this Commission.

(3) THE TECHNICAL EDUCATION SUB-COMMITTEE

- (a) Facilities for the post-discharge technical training of veterans are already available or could become readily available in Quebec at schools and shops now located in the following centres: Quebec, Lévis, Hull, Sherbrooke, Lauzon, Three Rivers, Drummondville, St. Jerome, Rimouski and two in Montreal.
- (b) The above-mentioned facilities, however, are not altogether adequate or suitable in some instances to handle the scope of technical instruction required by Quebec veterans. For the utmost benefit, therefore, of a great number of returning Service personnel who require instruction and practice in a

wide variety of technical subjects, in the Montreal and Quebec districts especially, a school or schools will be set up, if suitable accommodation can be provided. An adequate supply of equipment and machinery, really more than is needed, for technical training, is already available, in the Montreal and Quebec areas in particular, but so far there are not adequate places provided where these instructional aids can be used to the best advantage.

Reference is made to this in Recommendation No. 48 of the Commission.

- (c) A large number of veterans in Quebec are in immediate need of more adequate vocational counselling, a great deal more training in technical subjects and the necessary accommodation for such instruction and, finally, appropriate placement in jobs when their training is completed. When the proper facilities are made available in the Province of Quebec then, and only then, will these three primary and urgent needs of these veterans be adequately provided for, and further plans for their training be put into fullest effect.

(See VOL. No. VIII, Report No. 51, Pages B16 - C5 and Pages E4 - E10)

Supplementary to the report of the Technical Education sub-committee above mentioned, a preliminary report has been submitted by a committee appointed by the Department of Specialized Teaching of the Province of Quebec. This committee of three members of Les Ecoles d' Arts et Metiers presents views and recommendations concerning credits to be granted veterans for studies done in the Armed Forces. Their report is as follows:

(1) The members of this Committee appointed to establish for the Province of Quebec the credits to be granted the veterans for studies done in the three Armed Forces gathered twice to study the documents submitted to them by the liaison officers attached to the Commission.

(2) After a first consideration they have judged that the veterans of the three Armed Forces were entitled, considering the special studies, to receive credits for some practical and theoretical courses and to be admitted to the second year of Trade courses or to the third and fourth years of the Technical courses. Then, after having successfully passed the regular examinations, they would be granted the usual Certificates and Diplomas. However, in most cases the veterans should follow special courses on subjects which they need for their orientation before being admitted to the regular courses.

(3) Moreover, the members of the Committee are of the opinion that,

- (a) Adequate space comprising classrooms, shops and laboratories,
- (b) Machines and necessary equipment, and
- (c) A competent teaching personnel should be furnished to those institutions having the duty to execute this programme.

NOVA SCOTIA

Officials appointed by the Department of Education have undertaken and largely completed an evaluation of all courses of instruction, both intra and extra-Service and to equate them to the Nova Scotia

secondary and technical school curricula. The Department is very sympathetic that full recognition be given of the educational training done in the Services. It stands ready to accord credit for it in all the fields of trade and technical education and, also, in the academic fields which the Canadian Legion Educational Services have developed.

The Department is of the opinion that Service courses, where they relate to the same kind of occupations as Service personnel would follow in civil life, have a residue of knowledge and skill which can be evaluated in individual cases or in group cases, and for which veterans should be given credit in any occupation which they assume on re-establishment. Furthermore, the Department takes the view that most of the Service courses have been of great value to veterans, and has taken them and advanced them so that they will be more efficient when they come to take up further training or duties in occupations on their return to civil life.

In Nova Scotia comparatively few personnel who have been discharged from the Services have applied to D.V.A. for educational or trade training. The number does not amount to one-half of one per cent of the personnel who have enlisted, and it does not amount to two per cent of the personnel who have been discharged. This is a lower percentage than exists in any other province. The reason is that employment is very easy to secure with high wages and without exerting normal effort, and both discharged men and women are taking jobs at the present time instead of applying for training. This does not mean that they will not apply for training later.

So far the Department has not had to evaluate any Service courses in connection with the training of any personnel who have applied and been accepted for civilian courses, but it is ready to do so at any time.

In connection with the general field of academic education as contrasted with technical and vocational education, the Department has comparatively little to do with evaluating Service courses, because Nova Scotia does not operate a provincial University. The primary concern, therefore, has been the evaluations given these education officers concerned with teacher training and the Department has concurred in the credits made available through the Canadian Legion Educational Services programme of Pre-professional Teacher Training.

Canadian Universities accept the Nova Scotia departmental Grade XI and Grade XII (junior and senior matriculation standing, respectively), but the whole departmental examination system is divorced from any matriculation idea. The Department examines students in subjects in which they want to be examined only and it leaves it to the Universities to attach what value they like to the students' certificates. This, after all, is the responsibility of the University.

(See VOL. No. IX, Report No. 52, Pages A5 - A14).

From the evidence above it is apparent that the Nova Scotia Department of Education has adopted a policy of giving adequate credits, both in academic and technical subjects within its scheme of training, to veterans who have taken Service courses which can be suitably evaluated in terms of the Nova Scotia high school and technical school programmes of study.

NEW BRUNSWICK

The Department of Education appointed a Committee of five to study the content of and to evaluate all in-service courses undertaken by personnel in the three Canadian Armed Forces. This Committee has made a report of their considerations as follows:

(1) The Committee appointed by the Director and Chief Superintendent of the New Brunswick Department of Education to appraise the in-service courses given to Service personnel, as requested by the Royal Commission on Veterans' Qualifications, met in St. John on August 22nd, 23rd and 26th.

(2) After careful study of the courses, the general consensus of opinion of the Committee was that a much fairer and more satisfactory rating for in-service training could be given on an individual basis rather than on a general rating for the course.

(3) The ratings given to the Service courses were based on completed courses at the secondary school level as requested. Previous training was taken into consideration but only the actual in-service courses were assessed. No attempt was made to assess courses above the secondary school level as the Committee had been advised by the representatives of the three Services that this had already been done.

(4) Certain academic and technical credits for Service courses have been recommended by the Committee and it is hoped that they will assist in some measure the re-establishment in civilian life of ex-Service personnel.

PRINCE EDWARD ISLAND

The Department of Education has undertaken to examine the content of and to evaluate those Service courses given to personnel of the Canadian Armed Forces especially courses related to the high school curriculum of the province.

Up to the time of preparing this summary no report concerning these evaluations has been received but it appears likely that the credits granted for academic or technical courses will be concerned chiefly with courses bearing on the educational training needs of an agricultural community such as Prince Edward Island is. It seems likely, also, that such academic or technical training that Island veterans may require will be given either in New Brunswick or Nova Scotia since no additional facilities for training in Prince Edward Island so far have been planned.

CONCLUSIONS

From the above summary of the discussion with the Provincial Departments of Education and the evidence submitted it would appear that the following conclusions can be drawn:

(a) Each Department of Education has indicated a certain definite willingness and intention to give due recognition to veterans in the form of academic and technical credits for Service courses taken. Some provinces have provided evaluations and initiated plans of training with more alacrity and liberality than others. A few Departments have expressed preference for evaluating veterans' qualifications both in academic and technical subjects through the processes of Departmental individual interview, testing and practical examination rather than to committing themselves to setting up so-called "paper" credits applicable to groups of Service personnel.

(b) It was to be expected that, even with fullest data concerning Service courses together with sample examination papers and suggested possible evaluations supplied to each Department of Education, a serious lack of uniformity in credits extended to veterans would be apparent. However, it is regretted that, under the circumstances and for the Service personnel concerned, this situation should exist. At this opportunity to extend the greatest advantage to ex-Service personnel it would seem highly desirable to take further steps to invite the Provincial Departments to mutually reconsider their decisions on evaluations and to request them to make it possible for every Canadian veteran to enjoy equality of educational opportunity by virtue of and in due recognition of his or her contribution to the survival of freedom of education and democracy in this country. This concerted procedure would seem to further the dignity and worth of Canadian education and the interests of national unity on the most fundamental grounds.

(c) A compilation of academic and technical evaluations for Service courses submitted by the Departments of Education which have so far forwarded them to the Commission will be found in Appendix V of this report.

SECTION III

ORGANIZED LABOUR AND THE VETERAN

1. PRELIMINARY

The Commission has examined a large number of representatives of organized labour in each province of Canada. At all sessions where labour representatives were to be examined an effort was made to ensure that local councils or similar bodies of the Trades and Labour Congress of Canada and of the Canadian Congress of Labour (and in Quebec, the Canadian and Catholic Federation of Labour) should be represented by accredited persons. It was also arranged that representatives of local Unions should have an opportunity to speak. In all cases the fullest liberty of expression was given to witnesses.

It was explained at each session where labour questions were dealt with that the Commission considered the cooperation and help of organized labour to be one of the most important factors in the success of the plans for rehabilitation of ex-service personnel.

While in accordance with its authority the Commission was mainly concerned with the cooperation of labour in vocational training and apprenticeship, it was quite impossible to avoid discussions as to the general attitude of labour unions towards the absorption of veterans.

In this matter the Commission has considered Recommendation No. 71 of the International Labour Organization passed at Philadelphia April 20th, 1944, particularly the paragraph dealing with Demobilization of the Armed Forces and reading as follows:

"5. Close contact should be organized and maintained between the employment service and the authorities responsible for the demobilization of the armed forces and assimilated services and for the repatriation of prisoners of war and persons who have been deported, in order to ensure the speediest re-employment of the men and women concerned.

6. (1) The rate and order of demobilization should be controlled according to clearly expressed principles which would be given wide publicity in order that they may be clearly understood

(2) In the process of demobilization, which should in general be as rapid as military necessity and transportation facilities permit, consideration should be given to:

(a) the desirability of regulating the rate and distributing the flow of demobilization so as to avoid local concentrations of ex-service men and women disproportionate to the capacity of their community to provide opportunity for employment or training; and

(b) the desirability of arranging, where necessary, for an early release of workers whose qualifications make them indispensable for urgent reconstruction work.

7. (1) Schemes for reinstating in their former employment persons whose usual employment has been interrupted by military mobilization, enemy action, or resistance to the enemy or enemy-dominated authorities, should be adopted and carried out so far as changed post-war circumstances allow.

(2) The fullest possible employment and advancement opportunities for those men and women, on the basis of their qualifications, should be assured through Government action and collective agreements.

(3) Immediate alternative employment should be secured for the workers displaced by the operation of these schemes.

8. In addition to schemes for re-employment, immediate consideration should be given to the provision, wherever justified by prospective opportunities to make a living, of adequate financial and other assistance to enable qualified demobilized persons to settle or resettle on the land, to enter or re-enter a profession, or to take up other independent work."

The Commission has also noted the following paragraph of the Declaration concerning the aims and purposes of the International Labour Organization:

"The Conference recognized the solemn obligation of the International Labour Organization to further among the nations of the world programmes which will achieve:

- (a) full employment and the raising of standards of living;
- (b) the employment of workers in the occupations in which they can have the satisfaction of giving the fullest measure of their skill and attainments and make their greatest contribution to the common well-being;
- (c) the provision, as a means to the attainment of this end and under adequate guarantees for all concerned, of facilities for training and the transfer of labour, including migration for employment and settlement;
- (d) policies in regard to wages and earnings, hours and other conditions of work calculated to ensure a just share of the fruits of progress to all, and a minimum living wage to all employed and in need of such protection;
- (e) the effective recognition of the right of collective bargaining, the cooperation of management and labour in the continuous improvement of productive efficiency, and the collaboration of workers and employers in the preparation and application of social and economic measures;
- (f) the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care;
- (g) adequate protection for the life and health of workers in all occupations;
- (h) provision for child welfare and maternity protection;
- (i) the provision of adequate nutrition, housing and facilities for recreation and culture;
- (j) the assurance of equality of educational and vocational opportunity."

So far as the matters dealt with enter into its sphere, the Commission feels the declaration to be in accord with its own recommendations.

The Commission feels that particular stress must be laid on the responsibility of unions in the task of rehabilitation and reconstruction. They have a part of their own to play and unless they play it the whole effort will fail.

The following observations are inserted since the Commission feels that in spite of the fact that the attitude of organized labour was generally most favourable to the returning veteran, it would be a mistake for the Federal Government to be under the impression there were not still some difficult spots to be ironed out. The Commission at every point made it clear that the last thing any authority wanted was the segregation of veterans as a special group, nevertheless there is no doubt that in the minds of some representatives of organized labour considerable apprehension exists. There is on the other hand no united view as to what if any preference or seniority can or will be assured to veterans.

2. GENERAL QUESTIONS RAISED BY UNIONS

It was made clear at all sessions that not only was the co-operation of Labour called for, but that Unions and members would have to play a leading part in the restoration of veterans to civil life. In general the attitude of the Union representatives was encouraging although there were points of difference between representatives of the same organizations in different areas.

Certain points raised by all Unions may be noted.

A. Full Employment

The main matter which was in the mind of all who represented labour was the imperative need for full employment, so far as can be assured and the apprehension that full employment was mere vision. The same stress on the need for full employment is to be found in the testimony of veterans' representatives.

A typical presentation under this head is that of the Winnipeg and District Trades and Labour Council (T.L.C.) of which a part reads as follows:

"The Government has used vast quantities of printers ink and writing paper telling the public of the wonderful things they are going to do for the returned men during the post-war period. Evidently they have overlooked the most important factor of all, who is going to profitably employ the returned personnel after their qualifications have been decided and their vocational training has been completed. Is the Government making any preparations to do so?"

"If they are, it must be a secret known to very few. Their policy seems to be to saddle industry and the Trade Unions with a responsibility that rightfully belongs to the Government. We do not believe any useful purpose can be served if it means that we have to discharge civilians to find jobs for the returned men. It should be borne in mind that the civilian in many cases had to remain and work at home because he was unfit for military duty, and then again, those employed in the munitions of war, I think you will agree, were just as necessary as those who joined the services.

"We are of the opinion that the Government knows very well, production under free enterprise cannot provide jobs for the hundreds of thousands of men and women, half of them

who had just left school and joined the forces, who it is obvious never had a job to come back to. We as trades unionists are not prepared to accept this negative policy of the Government, and believe that the following proposals should be given serious consideration; that legislation should be introduced to compel retirement of all workers gainfully employed at the age of 60 years; to immediately inaugurate a contributory Government pension plan that will guarantee a pension of not less than \$50.00 per month; that the working week of 30 hours, with no reduction in wages, be enacted into law.

"If this is not done then all the vocational training will be worthless, as up until the present no practical means of starting-up industry has been suggested, even to take care of the transition period. It would appear it is being left the same as in the depression years, to an Act of God. War has provided a profitable occupation for everyone, it has temporarily wiped out unemployment. The man on the street uses that as logic for the extension of the same system for civil life. The Government have the power to create work unlimited, to take care of the returned men and women during the trying years that lie ahead, therefore, we reiterate again, it is their responsibility and it will be the duty of the labour movement of this country to help to the best of our ability to have them carry it out."

The Commission expresses no opinion on the detailed recommendation above quoted.

A statement along similar lines which was heard from the Vancouver Labour Council (C.C.L.) reads as follows:

"With regard to post-war reconstruction and the re-establishment in civil life of members of the armed forces, the Canadian Congress of Labour reaffirms its conviction that the primary objective of the Government and the people of Canada must be the provision of full employment for every citizen able and willing to work. The Congress therefore refused to accept any policy based upon the assumption that the objective of full employment cannot be achieved, and that there will ensue after the war a scramble for jobs in which it will be necessary to give priority to returned members of the forces, even to the extent of displacing from employment those who are now at work and who wish to continue to earn their livelihood. There can be no justification, in the opinion of the Congress, for any competition for jobs between workers and returned soldiers, sailors or airmen.

"The Congress is urging its chartered and affiliated unions to establish the fullest cooperation between the unions and the official representatives and organizations of ex-service men and women with a view to working out local programs of employment. The Congress is further recommending to all its affiliated and chartered Unions that returned members of the forces employed or re-employed in industry be admitted into union membership without the payment of affiliation fees.

"The primary responsibility for the maintenance of employment at the highest possible level falls upon the Federal Government, and the Congress will endeavour to mobilize public opinion, and to work with all other Canadian institutions to bring about the adoption by the Government of policies which

will meet the demands of Canadian workers and potential workers for remunerative employment and the highest standard of living which it is possible to attain in the Dominion of Canada."

B. Attitude of Employers

A good deal of fear was expressed by the various speakers as to the possible use of Veterans to "sabotage" organized labour. One of the speakers went so far as to suggest that employers would like to "smash" organized labour, using Veterans for the purpose. Another when discussing the proposal that Veterans be given seniority from date of enlistment stated that the groups he represented could not concur in the recommendation of their parent body because "they did not know what the situation was going to be."

The Edmonton Trades and Labour Council presented a brief from which the following is taken:

"Our Unions are willing to, in cooperation with the Government agencies, assist these men and women with training and educational facilities that will enable them to become competent tradesmen and women capable to compete in creative work and to work under the most favourable wages and working conditions commensurate with the knowledge and learning required to be recognized as a competent workman within the trade and calling they desire to follow. But in so saying, we are working under the assumption that it is the intention of the Government to provide full employment in the after-war period for all Canadians. To do less than that would simply be to remove one worker from a job, to be replaced by another and thus create an unhealthy competition for jobs, a condition we feel sure that none of the men and women who have fought for the maintenance of democracy under the promise of a "New Social Order" would desire to see, and which would not solve anything after all. Any program undertaken to enable these men and women to be trained to enter industry as qualified mechanics and trades people must of a necessity be based upon the amount of jobs available within industry for those to be trained for those jobs. We do know that during the war period a great number of men and women have received a certain amount of training which, while not sufficient to qualify them in many instances to be entitled to be termed qualified tradesmen, nevertheless assisted greatly to pull us through the emergency confronting us as a Nation. We know that many of these men and women, with the closing down of the highly geared war machine, will find themselves out of employment. We know that the Machine has been greatly improved, until a far greater amount of production can take place with an ever lessening number of workers required to feed and handle the machine. It is therefore our considered opinion that one of the first things that will be necessary to do, is to shorten the work-day by reducing the hours of work, in order to enable us to place a greater amount of veterans in industry. If it is found that there will be only a certain amount of jobs available and that these jobs are far less than the number of men and women available, capable and trained and to be trained to fill these jobs, then we submit, it is only fair and in line with common sense, that we reduce the hours and work-week in such a manner that will allow these men and women an opportunity to participate in the useful work of the Nation. There is no advantage to train men and

women to be qualified mechanics and tradesmen who cannot be placed in industry. We know that our sons and daughters who have served in the armed forces are not seeking to enter industry at the expense of their fellow men and women, but are desirous of a condition that will deal fairly with all."

3. NOTES ON ATTITUDE OF GROUPS

A. Trades and Labour Congress of Canada

The T.L.C. and those of its constituent Unions who were represented approved in general of two propositions:

- (1) Men from the Armed Services entitled to a position as journeymen even if their experience was gained in the Armed Services, e.g., as E.R.A.'s in the Navy, will be welcomed as journeymen and no obstacle will be placed in their way.
- (2) The opinion was frequently expressed that men whose trades training was not sufficiently complete for them to be accepted as journeymen, should be categorized as "Apprentices". It is pointed out elsewhere in this report that Provincial Apprenticeship Acts are not yet complete and that some are very new.

It was further pointed out that the name "apprentice" was not very suitable as applied to Veterans. Nevertheless the general view was that it was better to keep the name than to find a more fitting one.

There was general disapproval in T.L.C. circles of the categorizing or employing of Veterans as improvers or helpers. It was felt that this general attitude was for the protection of the Veteran himself. He should be covered by an apprenticeship contract arranged in cooperation with the Department of Veterans' Affairs and the Directorate of Canadian Vocational Training. Without this, most of those examined feared that Veterans might be exploited or used in the manner above suggested as possible to displace organized labour at a lower figure.

B. Canadian Congress of Labour

The matter of seniority is very important in the Industrial Unions since lay-offs affect the juniors first. Hence a good deal of discussion centred on this subject.

The theoretical attitude of the Canadian Congress of Labour is indicated by the following quotation from a brief presented at Vancouver:

"The problem of rehabilitating in steady, suitable employment, at decent wages the 750,000 men and women in our armed services, is a task which the organizations we represent, recognize will tax to capacity every resource in our Dominion. It is one in which the trade unions represented by our Council are anxious to contribute to a maximum in facilitating. The re-establishment of those who have undergone sacrifices and hardships to deliver the decisive blows that have brought us a victory over our fascist enemy is one which must have the cooperation and support of all organizations and people of good will; to the men who have fought the battles of Canadian democracy in Europe and Asia; and the women who have served beside them, the rest of our democracy will be the opportunity given them to train and educate themselves and further establish themselves in the trade or profession of their own choice.

"Jobs must be assured them when they return and if they are disabled, they must have the finest medical care and hospital facilities that this country has to offer. Labour stands united behind their just demand that they and their dependents must be given adequate pensions. They have earned these rights; the pledge to respect them has been made, and that pledge must be kept. At the last annual convention of our parent body, the Canadian Congress of Labour, held in Quebec City in September, 1944, the following resolution was unanimously adopted:

'Be it resolved that we declare our determination to do everything in our power to ensure that the obligation our country owes to her ex-service men and women shall be honourably discharged; and to that end, this Convention:

- (1) Welcomes the cooperation of all ex-service men's associations and invites all ex-service men eligible for membership who are not already members, to join our ranks and assist us in maintaining the greatest degree of job security for all by preserving the principle of seniority based upon length of service and ability.
- (2) Insists that it is the responsibility both of the Government and industry to remove the handicap imposed by the loss of industrial experience, by providing ex-service men and women with suitable vocational training and refresher courses, at adequate rates of pay, until they are able to take their place in industry upon terms of equality with their fellow workers.
- (3) Undertakes to press continually upon the Government so to plan our economy, in peace as in war, that an opportunity for work at a decent living wage shall be afforded to everyone willing to work, and

BE IT FURTHER RESOLVED that the incoming executive be instructed to meet with representatives of the ex-service men's organizations, employers' associations, and Government representatives for the purpose of discussing and framing a policy for the Congress with respect to the placement of returning veterans in industry!"

Opinion in the Unions affiliated with the Canadian Congress of Labour does not follow completely the declaration of the parent body. Extracts from the testimony in Winnipeg, in Halifax and at Toronto show a considerable variance.

In Toronto, the Toronto Labour Council (C.C.L.) presented the following statement:

"The policy of the Canadian Congress of Labour on special privileges and protection of the rights of service personnel returning to private industry was worked out in cooperation with various veterans' organizations following a directive by our last Canadian Congress Convention held in Quebec City last fall. It is as follows:

'The Congress recognizes that the question of seniority for returning ex-service men must be a matter of agreement between employers and labour organizations.

Although seniority lies within a jurisdiction of the unions themselves, the Congress recommends to all its chartered and affiliated unions that ex-members of the armed forces who were

previously employed in a plant or industry, and who return to it, be considered as entitled to preference of employment on the basis of the seniority accumulated during their period of service and of any subsequent training taken by them. It further recommends that so far as possible such employees should be afforded the same rights with respect to promotion as they would have enjoyed if they had remained in the plant or industry concerned.

With regard to former members of the armed services who within six months from the date of their discharge or the completion of any subsequent training obtain employment in industry for the first time, the Congress recommends that they be granted seniority on the same basis as if they had been employed in the industry at the time they entered the service.

The congress wishes to make it clear, however, that seniority on what may be temporary employment gives little or no protection to an employee, and that this can be obtained only by attaining full employment for all available workers, thus avoiding a competitive struggle between veterans and displaced civilians for an inadequate number of jobs."

By way of contrast a witness at Winnipeg, speaking on the above proposal for granting seniority from the date of enlistment was more doubtful.

"THE CHAIRMAN: It is important, though, that this broad question should be settled and that it should be settled as quickly as it can be because this flood is upon you just as it is upon the educational institutions and we hope, ourselves, that you give this particular question a very high priority.

MR. BORGFORD: We are giving the question very much thought, but this question must be looked upon in the light of what conditions are for the future. What will be our productivity in the future for peacetime living; that is a very very serious matter that we want to have studied. Because I think we can all look back to ten or fifteen years ago and consider the hardships that we all had to go through even those who were working as well as those on the soup kitchens. But to arbitrarily commit ourselves to something like this is very very dangerous to everyone.

THE CHAIRMAN: That apparently was not the view of the Canadian Congress of Labour or of the U.A.W. We would like you to say just how you will regard these returning ex-service men. You won't be able to tell for five years what conditions of life are or will be for those people who will be here in six months."

There was also produced to the Commission an advertisement published by the Ford Motor Company of Canada on June 21, 1945, and reading as follows:

"READ THIS PROPOSAL REJECTED BY THE UNION

FORD MOTOR COMPANY OF CANADA
LIMITED

Windsor, Ontario,
June 19, 1945.

To Ford Employees in Windsor;

"Seniority for Returning Veterans
of this war"

A number of you have asked me to explain in detail what the company wants to do about seniority for returning veterans of this war, to which I referred in my letter of June 13, advising you that the company had made an offer for a new agreement to last until December 31, 1945. Here are the details:

Group 1; Employees who had seniority -- that is, at least six months of employment with the company -- when they enlisted for overseas service, or were drafted and later sent overseas, or joined the merchant marine, and who are reinstated in the employ of the company within 90 days after discharge - these employees to have seniority dating back at least to September 10, 1939. For example, a man who enlisted in 1943 and at that time had one year seniority would return to his job with seniority dating back to September 10, 1939. Of course, any employee with seniority dating back earlier than September 10, 1939, would keep that longer seniority.

Group 2; Employees who had seniority -- that is, at least six months of employment with the company -- when they were drafted for service with the armed forces, but were not sent overseas, and who are reinstated in the employ of the company within 90 days after discharge - these employees to retain that seniority with every day in the service counting as though they had been working in the plant. For example, a man who had one year seniority when he was drafted and served three years with the armed forces would return to his job with four years' seniority.

Group 3; Employees who had no seniority -- that is, worked less than six months in the plant -- who enlisted for overseas service, were drafted, or joined the merchant marine and who are reinstated in the employ of the company within 90 days after discharge - these employees to be allowed credit in setting their seniority date, with every day in the service counting as though they had been working in the plant. For example, a man with three months' employment in the plant and three years' service with the forces would return to his job with seniority of three years and three months.

Group 4; Non-employees who enlisted for overseas service, or were drafted and sent overseas, or joined the merchant marine, and who were residents of Essex County for the year immediately prior to entering such service -- any of these men hired by the company within 90 days after discharge to be allowed credit in setting their seniority date, with every day in the service counting as though they had been working in the plant. For example, a man who is hired in these circumstances and who has been three years in the service would start work with the company with three years of seniority already to his credit.

FORD MOTOR COMPANY OF CANADA, LIMITED

W. H. Clark,
Personnel Manager.

TODAY AND EVERY DAY, more and more veterans of this war are coming home. They want -- and are entitled -- more than just three cheers and a brass band to welcome them. They want to know where they stand on jobs NOW - and job security for the FUTURE. This is why FORD of Canada offered, on June 7, to set up the fair, square, veterans' seniority program outlined in the letter above --

and offer REJECTED by representatives of Local 200 U.A.W. - C.I.O. All the company wanted and still wants to do about veterans' seniority is give the veteran a square deal. EVERY CANADIAN who realizes what our boys did in this war, wants to do everything that is fair to help them when they take up the tasks of peace.

WHY SENIORITY IS VITAL TO THE VETERANS

Seniority rules are designed to provide the employee with an equitable and just measure of security in his job. Can ANYONE possibly have a greater claim to this seniority than the veteran - the man who, through those war years, not only gave up his job and the comforts of an easy life at home, but in hundreds of thousands of instances risked his very life!

The Company's seniority proposal for veterans is absolutely fair. To veterans in every classification it will give assurance that the years they spent in service will get just and proper recognition as yours in which they did a big job -- AND DID IT WELL. It will give to the veteran's wife and family the peace of mind that comes from knowing the breadwinner did not sacrifice their security by taking his place of duty in the armed forces or the merchant marine.

VETERANS SHOULD HAVE ACTION -- NOW!

This proposal covering veterans' seniority should NOT have been rejected. It should be adopted NOW. For, RIGHT NOW, is not one minute too soon to assure the veteran that we want to do the fair, square thing for him - knowing and appreciating his tough, hard years of sacrifice.

FORD MOTOR COMPANY OF CANADA, LIMITED."

It must on the other hand be observed that the U.E.W. - C.I.O. (Toronto) has made a very thorough and sympathetic study of the absorption of veterans and has published a booklet entitled "Welcome Home" written by its own Education Department. The booklet is 24 pages well illustrated and retails at 10 cents, local unions are urged to purchase it. It explains in detail how trades-unions will cooperate with the veteran to ensure his re-establishment.

A witness at Halifax said, among other things:

"Because of that condition, government agencies and industrial concerns have found it necessary to agree to a new classification, that is, a general classification of improvers who as you know are those workmen who have not had the advantage of apprenticeship but have the ability to educate themselves and acquire skill above the average labourer; they can go into industry and soon become specialists and not only become specialists but also become general all round-workmen in journeyman's qualifications.

Because of that condition, we now find that the majority of journeymen in industry now and in the future will no doubt come under the improver classification rather than the apprenticeship classification. Therefore I would like to point out that service personnel who have a fair degree of ability in the service at the present time need have no fear that they cannot with an additional amount of training find their place in industry itself. Then again there was a question asked this morning as to just how much training was needed. Should a man be trained extensively in a trade school, or should he be trained largely on the job?

Personally, I think that man coming out of the services should have full and complete training in a training school. I do not believe that the best results will be obtained by giving him just a small amount of training in a trade school and then shoving him out into industry. We have experienced already conditions of that kind pertaining to service personnel. We have found men coming out of the armed services and going into industry who on being hired were asked whether they were journeymen. Oh no; they were not journeymen but they had worked at a trade prior to enlistment and had acquired a fair amount of skill, and while in the service they had followed out that same kind of work. However, they were not able to show a journeyman's standing and the employers hired them as semi-skilled workers.

Actually the work performed by those men was quite comparable to journeymen, and we have found that what is happening is that the employers take advantage of the situation and they get work done which they would have to have had performed by journeymen, paying a higher rate of pay; but because an individual cannot show a definite proof of having passed his apprenticeship he therefore could not be hired as a qualified journeyman. So in that connection I would say that this Commission should endorse full courses of trade training for service personnel so that those men who have worked at industry prior to enlistment and have not had a journeyman's standing and have followed their own line of work in the services -- that every means be made by the Government to see that on return to industry they are going into industry as journeymen and not as semi-skilled, because so far as the Unions are concerned we would sooner see men coming on the labour market as journeyman workers rather than to keep workers down on a semi-skilled level."

This same witness when asked about the policy of giving veterans seniority as from the date of enlistment agreed:

"THE CHAIRMAN: Have you anything to say, Mr. Bell about this seniority question? We had from the U.A.W. a model contract clause, one paragraph of which reads as follows:

'Any veteran of the present war who was not employed by any person or company at the time of his entry into the service of the land, air or naval forces or the merchant marine of the United Nations, and who is hired by this Company after he is relieved from training and service in the land, sea and air or naval forces or after completion of service in the merchant marine shall upon having been employed for the probationary period provided for all new employees in this contract, and not before, receive seniority credit for the period of such service subsequent to September 3rd, 1939.'

What is your opinion about that?

MR. BELL: I agree with that one hundred per cent, and I feel that that is the least appreciation that can be shown to the personnel in the armed services.

It appears to the Commission that the mass of opinion in the C.O.L. organizations is in accord with the arrangements made for the re-education and replacement of Veterans but that the utmost care must be taken by representatives of the Federal Services to maintain the closest possible contact with local Unions and to endeavour to solve any problems as soon as they arise rather than when they have become the cause of controversy.

C. Canadian and Catholic Federation of Labour

This group was interviewed in Montreal and was found to be particularly favourable to the recent Quebec labour legislation. This legislation in a general way follows the principles laid down by the International Labour Office especially in the provisions dealing with parity committees of employers and employees and with apprenticeship.

The Federation appeared inclined to give every consideration to the veteran but did not seem quite assured of its own position and was uncertain as to how far the responsibility for placement depended on the Syndicate concerned and how much on the employer.

D. Railway Trades and C.B.R.E.

The discussion with the representatives of the International Railway Labour Organizations took place in Montreal. Here too the matter of seniority had very special significance; the following letter was presented as explaining the stand of this group:

"GENERAL CONFERENCE COMMITTEE

of the

INTERNATIONAL RAILWAY LABOR ORGANIZATIONS

Montreal, Que.,
March 21st, 1945.

Mr. M. M. Maclean,
Director of Industrial Relations,
Department of Labour,
O T T A W A.

Dear Sir:

On March 20th you headed a delegation appearing before the General Conference Committee (representing the Eighteen International Standard Railway Labor Organizations holding Agreements with Canadian Railways) and explained the purpose and desires of the Interdepartmental Committee of which you are the Chairman.

A delegation representing the Canadian Legion accompanied you and outlined their proposal that organized labour agree to arrange that returned veterans, who had no previous employment with the Railways, might be granted certain priority of seniority and a date corresponding with date of enlistment in the Armed Services.

At the close of the presentations, above referred to, you were informed that the General Conference Committee would be glad to consider the proposal, after which you would be advised of the action taken.

After a very full debate of the subject-matter a sub-committee was appointed and directed to draft a report for consideration of the full body. The sub-committee reported as follows:

'Your Special Committee has given consideration to the representations made to the General Conference Committee yesterday, from Departments of the Federal Government and the

Dominion Command of the Canadian Legion, urging that measures be taken to ensure employment to men and women discharged from the Armed Forces. Consideration has also been given to the views expressed by members of the Conference Committee during the discussion which followed the morning hearing.

We are convinced that it is the primary duty of the Federal Government through its appropriate departments, to effect such measures as may be necessary to -- take care of and find employment for discharged members of the Armed Forces who are not otherwise protected. We are also convinced that contracts now in effect for the protection of the seniority and pension rights of members of the Organizations represented by this General Conference Committee must be respected; otherwise, we would be breaking faith with thousands of Canadian citizens, many of whom are still with the Armed Forces, and who, quite properly, depend upon their respective labour Organizations to safeguard their re-employment in civil life.

In all considerations to date we must be encouraged by the many public statements of Government authorities which definitely indicate the intention and accepted responsibility of insuring full employment in the post-war period, thus minimizing the problems we face.

In the readjustment period and the problems to be met towards employment security, this Conference Committee is ever ready to meet with appropriate authorities in considering effective cooperative action to that end.

Following discussion of the matter, the report quoted was unanimously adopted and the undersigned directed to so advise you.

Yours truly,

(signed) J. H. Dixon
Secretary

(signed) J. B. Ward
Chairman."

JBW/M

The C.B.R.E. found themselves in the same position. The situation in both Railway groups was that many thousands of veterans would be returning and would owing to their seniority displace a number of temporary employees. There would not be much place for new employees.

RECOMMENDATION ON RETRAINING AND GENERAL POLICIES

In the minds of all Union representatives the ever present spectre of unexpected lay-offs was in the background and recent events have justified their fears to some extent.

The Commission is concerned since where the proposed grant of seniority from the date of enlistment is not accepted newly employed veterans will here be last in first out.

The Commission directs attention to paragraph 12 of the Methods of Application recommended in Resolution 21 of the International Labour Conference and reading as follows:

"12. (1) Arrangements should be made to ensure that administrative authorities give information at the earliest possible

moment to the employment service and contractors regarding any circumstances likely to cause dismissals or lay-offs.

(2) Procurement agencies should give contractors both at home and abroad and the employment service as long advance notice as possible of outbacks in war orders. In no case should the notice given be less than two weeks.

(3) Employers should give the employment service at least two weeks' advance notice of proposed dismissals affecting more than a specified number of workers, in order to enable the employment service to make plans for alternative employment for the workers concerned.

(4) Employers should give the employment service at least two weeks' advance notice of proposed temporary lay-offs affecting more than a specified number of workers, together with information to show the probable duration of such lay-offs, in order to enable the employment service to find temporary public or private employment or training for the laid-off workers. Employers should so far as possible inform the laid-off workers of the expected duration of such lay-offs."

The question of the desirability of setting up courses to complete the training of partially trained workers is thus opened up.

The ideal tradesman may be described as one who can look at a block of metal, see within it a valve gear or a connecting rod (just as an artist sees a figure in a block of marble) and then produce his job from start to finish. It may be that modern developments of processing and production will reduce the need for tradesmen of this kind, and the Commission has heard this view expressed.

On the other hand, it does not seem that high standards even in production line systems can be maintained without a high proportion of good mechanics and those will also be needed in transportation, construction and communication activities.

Much apprehension among the trades is caused by the belief that a large number of workers have had a somewhat narrow training during the war. This belief is in some cases justified in others is unwarranted. Both at Halifax and Vancouver the Commission heard expressions of doubt that a shipwright (Navy) could hang a door or cut and place roof timbers. Doubt was also cast on the value of service trade tests.

A visit to the wing of the Navy Hospital at Halifax, originally an emergency construction was of interest. This building was entirely constructed by shipwrights without blue-prints and has fully stood the test of the last few years.

On the other hand, confusion has undoubtedly been caused by the existence in the Army of different grades in trades and also by the fact that civilian officials have frequently accepted the statements of applicants as to their qualifications rather than obtaining official statements. Nevertheless, it would on the whole be very difficult to say with complete certainty, without trade tests, that all Army and Air Force tradesmen of the top groups and all Navy tradesmen are thoroughly and generally competent to be classed as journeymen according to pre-war standards.

(It is at the same time to be noted (as elsewhere observed) that no really satisfactory system of trade tests and standards exists. It is quite possible that the judgment of an ex-service tradesman as to his own qualifications may be as good as that of the man who tests him.)

The same situation exists in the case of a large number of civilian workers, particularly dockyard and railway men who have been taken on during the war and will be displaced by ex-service personnel under the reinstatement provisions.

In this connection attention is directed to Part VI of Recommendation 71 of the International Labour Conference, reading as follows:

VI TRAINING AND RETRAINING PROGRAMMES

"20. On the basis of information concerning labour supply and demand in the post-war period, each Government should, in close cooperation with employers' and workers' organizations, formulate a national training and retraining programme, geared to the post-war needs of the economy and taking into account changes in the different skill requirements of each industry.

21. Every possible step should be taken to facilitate the occupational mobility necessary to adjust the supply of workers to present and prospective labour requirements.

22. Training and retraining programmes should be extended and adapted to meet the needs of demobilized persons, discharged war workers, and all persons whose usual employment has been interrupted as the result of enemy action or resistance to the enemy of enemy-dominated authorities. Special emphasis should be placed on courses of training designed to fit the persons concerned for employment which offers a permanent career.

23. In addition to apprenticeship schemes, systematic methods of training, retraining and upgrading workers should be developed to meet post-war needs for the reconstruction and expansion of the skilled labour force.

24. Persons undertaking training should be paid, where necessary, remuneration or allowances which provide an inducement to undergo and continue training and are sufficient to maintain a reasonable standard of life.

25. Men and women whose higher training and education has been prevented or interrupted by war service, whether in a military or civilian capacity, or by enemy action, or by resistance to the enemy or enemy-dominated authorities, should be enabled to enter upon or resume and complete their training and education, subject to continued proof of merit and promise, and should be paid allowances during their training and education.

26. (1) Qualified vocational teachers and instructors who have been engaged in other work during the war should be encouraged to resume their previous occupation at the earliest possible moment.

(2) Refresher courses should be organized in case of need:

(a) for vocational instructors returning to their work after a lengthy absence; and

(b) for teaching new methods and techniques.

(3) Additional vocational teachers and instructors should be trained in the numbers required to meet the needs of the training and retraining programmes.

(4) Members should cooperate, where necessary, in reconstituting and expanding vocational training and retraining, by such methods as:

- (a) the provision in one country of training as instructors for persons from another country to enable them to acquire broader skill or training not available in their own country;
- (b) the loan of experienced vocational instructors and teachers from one country to help meet shortages of vocational training staff or new industrial needs in another country;
- (c) facilitating the return to the territories of member countries of subjects thereof living in the territory of another member country who are qualified for teaching and instructing in their home country; and
- (d) the provision of training handbooks and other equipment to assist instructors and persons in training.

27. Training and retraining services should be co-ordinated on a national, regional and local basis, and should be closely associated at all levels of operation with guidance work, with the placement work of the employment service, and with the training activities of employers' and workers' organisations."

It is particularly noted that in the foregoing proposals the needs of demobilized persons and discharged war workers are considered-together.

The Commission believes it to be most essential that in this respect as well as in all others re-assimilation of the veteran should begin at the earliest possible moment.

In Halifax and Fredericton, to take these examples alone, the Commission learned that a large number of dockyard workers would shortly be released, that many of them were only partially trained and that a proposal had been made to give them a three-months' training course. At the same time arrangements were on foot to give ex-service men a six months' training course. It appears that this procedure is discordant with the principle of re-assimilation above enunciated.

(NOTE: It had been found in some places that contact between local Employment Service, D.V.A. and C.V.T. authorities might be better. During the latter half of its sessions the Commission arranged for the attendance of representatives of these different federal departments and a good deal of useful information was thus disseminated. Definite arrangement for the continuity of this liaison if not already made would be advantageous.)

The Commission has heard evidence of the view that veterans should be advised to take jobs if jobs exist, without any consideration of their need for training. With this view the Commission disagrees since:

- (1) It is bound to increase the number of less than fully qualified and therefore depressed workers;
- (2) It eliminates a most valuable cushion against unemployment shocks;
- (3) It is contrary to the expressed views of intelligent labour leaders;

- (4) It is contrary to the principles enunciated by the International Labour Conference.

While the Commission has no direct concern with displaced civilian workers it believes nevertheless that their situation has a direct bearing on that of the veterans since the welfare of the veteran depends of necessity on the welfare of the community of which such civilians are a part.

The Commission recommends:

RECOMMENDATION NO. 60

Additional D.V.A. Counsellors

That the arrangements suggested in Recommendation No. 50 be carried out forthwith.

RECOMMENDATION NO. 61

Improved Status for Labour

That governments recognize and state that labour is a full partner of governments and employers in the task of rehabilitation with definite rights but also with definite responsibilities, that of such responsibilities not the least important as stated to the Commission by Union representatives are the welcoming of the veteran into the proper Union as a present or future journeyman and ensuring that he is enabled to overcome as quickly as possible any handicap due to his absence in the Armed Services.

RECOMMENDATION NO. 62

Importance of Completing Training

(a) That all partially trained tradesmen be advised by the responsible officers to complete their training in such a manner and in such subjects as will give them a reasonable chance of employment with journeyman status.

(b) That wherever possible courses of six months' duration, to be followed by trade tests, be arranged by C.V.T. with provincial authorities.

(c) That the Directors of such courses be advised by committees on which should be represented Federal and Provincial authorities, employers and organized labour.

NOTE: The Commission has dealt elsewhere with the matter of trade tests and uniform standards and with the registration of veterans as apprentices.

The foregoing does not apply to veterans sent to Technical Schools or Institutes for full time study.

SECTION IV

UNIVERSITIES AND THE VETERAN

1. According to surveys made by the Armed Forces, within the last year, large numbers of those who have served, or are presently serving, in the Canadian Navy, Army and Air Force intend to, or desire to, obtain University training. The total of those who wish to obtain a University education is not definitely known, but the surveys indicate that it will be between 85,000 and 95,000. A recent report from the R.C.A.F. states that 35,000 of its personnel wish to attend the Universities; an estimate for the Army indicates that 50,000 officers and other ranks are considering the possibility of a University training; the Liaison Officer (Navy) reports that about 10,000 Navy personnel are interested in a University education; the grand total, therefore, might be 95,000 or even higher. It is pointed out that the above estimates would not include those who had been discharged prior to the surveys being made.

2. In attempting to estimate the probable number of veterans who will be in a position to attend the Universities it must be borne in mind that many of those who desire such training will not succeed in obtaining it. Lack of sufficient prerequisite academic training will prevent many from proceeding to a University; other factors which will reduce the total will be lack of ability to carry University work, age, and change of plans after being discharged. In the Army, for example, it is estimated that of the 50,000 who have expressed a desire to undertake University work only some 20,000 to 25,000 will be eligible to attend a University after discharge. No doubt somewhat similar reductions of the totals could be applied in the case of the Navy and the Air Force. Consequently it is probably safe to assume that not more than fifty per cent, or between 40,000 and 50,000 ex-service personnel will actually be in a position to seek admission to the Universities.

3. In view of the large number of veterans who would be seeking admission to the Universities within the next year or two the Commission felt that it would be necessary to discuss with the Universities various factors which would have a bearing on the training desired and to determine in what ways the Commission could assist in ensuring that all veterans who had the opportunity of attending a University would be adequately served. It was realized that a tremendous load would be thrown on the Universities when the veterans were added to the normal number of students entering from the High Schools and that unless the Universities were fully prepared to receive and carry this additional load the interests of the veteran would suffer.

4. To what extent the Commission was concerned with preparations being made by the Universities for receiving and training veterans was originally not too clear. Previous to any discussion with the Universities it was believed that the subjects for discussion would be as follows:

- (a) Possible credits for certain in-service courses and training. Such credit might be on either the matriculation or the University level;
- (b) To what extent matriculation deficiencies might be waived.
- (c) Possible credits for educational work, other than that required for service training, done while in the service. Such work would include correspondence courses given by the Canadian Legion

Educational Services; courses given by other institutions and arranged for by the Canadian Legion Educational Services; courses being given under the Canadian Army post-hostilities educational programme overseas, etc.

- (d) Any special arrangements which the Universities were making for receiving, registering, counselling and tutoring veterans.
- (e) Provision of special courses for certain classes of personnel who might not wish to take regular degree work but who would need some additional educational training previous to accepting civilian jobs.
- (f) Certain recommendations and resolutions made by the Commission in which the Universities had some academic interest.

5. It will be noted that the above-mentioned subjects are all of academic interest only; they have to do with the educational background of the veteran and the courses which he may be taking at the University. At the time the list of subjects for discussion was drawn up it was felt that questions of accommodation, staff and equipment for the Universities were matters which the Commission would not be called on to deal with. It became apparent, however, when the discussions opened with Queen's University in Toronto on June 28th that the "needs of the University" was a particularly urgent matter if the veterans were to be adequately served.

6. In preparation for discussing subjects (a) to (f) of paragraph 4 the Universities and certain Colleges were forwarded syllabus sheets giving details of service courses and training; details of the Canadian Institute of Science and Technology courses; the recommendations referred to in paragraph 4(f); and other pertinent literature. They were asked to study this material and be prepared to give decisions when they met the Commission. The following Universities and Colleges were asked to have representatives meet the Commission when it was sitting in their respective areas; they are listed in the order in which the Commission planned to meet them; where more than one University attended the same sitting they are grouped together:

- (a) Queen's University
- (b) The University of Western Ontario; Toronto University; McMaster University; the Ontario Agricultural College.
- (c) The University of British Columbia
- (d) The University of Alberta
- (e) The University of Saskatchewan
- (f) The University of Manitoba
- (g) McGill University; the University of Bishop's College; Sir George Williams College.
- (h) The University of Montreal; The University of Ottawa.
- (i) Laval University
- (j) St. Dunstan's College and Prince of Wales College
- (k) Acadia University; Dalhousie University; Nova Scotia Technical College; St. Mary's College; and the Nova Scotia Agricultural College.

- (1) The University of New Brunswick; Mount Allison University; and St. Joseph's University.

7. The results of the discussions held with the various Universities and Colleges are summarized below:

(a) Credits for in-service courses and training

Discussions regarding credits for in-service courses and training had not proceeded very far before the following points became apparent:

- (i) The syllabus sheets describing the courses were not considered as sufficient information to evaluate the course in terms of University credit. More information was required.
- (ii) The Universities were very loath to give credit for any service course in cases where such credit would be used as a prerequisite to another course.
- (iii) It would be impossible, even if all possible credits were allowed, for a veteran to shorten the period of attendance at the University.
- (iv) Several Universities felt, in view of (iii) above, that it would be to the advantage of the veteran to take all the University work in the prescribed course of studies even if doing so meant a review of the work done in the Service.
- (v) Where credit for service courses can be allowed no uniform system can be established for all the universities. Credits allowed will vary with the individual University, the Faculty in which the student is registered, with the particular course of study being followed in that Faculty, and with the previous educational background and record of the student.
- (vi) In spite of the difficulties raised in points (i) to (v) above, all Universities desired to grant any credits would lighten the student's study load and would not in any way adversely affect his academic training.

It will be noted from the above that the question of credits for in-service courses and training is an involved and difficult one. It would appear that practically every case will have to be considered individually and decided on its merits. It may very well be that one student might obtain credit for a course for which another student who had taken it would obtain no credit.

In order to meet the objection that the syllabus sheets did not contain sufficient information the Commission requested the Liaison Officers to make a selection of the courses which might be of interest to the Universities and to obtain from the Armed Forces typical examination papers for each subject. As these become available they are being forwarded to the Universities. Following receipt of this additional information the Universities have undertaken to give the question detailed study and advise the Commission of their findings. This information will not be available for some time.

As an indication of the work involved in evaluating these courses and the type of credit which may be expected, attention is directed to the report of the Committee under the Chairmanship of Prof. Gray, of Queen's University, which evaluated the Army Radar courses given at

Barrie field. (Evidence VOL. III, Report 27, pages A-7 to A-15)

It will be noted that, in general, credit is only recommended for courses which are not prerequisites or for certain optional or elective courses.

While the Commission cannot at this time do more than indicate in a general way the type of credit which will be granted it believes that the Universities will give every consideration possible to individual cases and grant any credit for service courses, training and experience which should be given.

(b) Deficiencies in Matriculation

The Universities will be reasonably lenient with respect to deficiencies in matriculation for veterans seeking admission, provided such deficiencies are not in subjects prerequisite to further courses. The waiving of deficiencies in matriculation, or the substitution of Service courses for deficient matriculation subjects will depend however on the course of study which the veteran wishes to pursue and on his general academic background. It is pointed out, however, that no general policy can be laid down other than that all the universities have accepted the minimum requirements for junior and senior matriculation as adopted by the National Conference of Canadian Universities held June 13th, 1944. Any variations from these minimum requirements will be a matter for each individual University to decide and not necessarily accepted by all the Universities. For example, French or a foreign language is normally required for admission to Applied Science in several of the Universities. Some of the Universities offering Applied Science courses admit students to a Pre-engineering year on Junior Matriculation or directly to the Engineering course if they have Senior Matriculation; others require Senior Matriculation as direct entry to the Engineering course. Under the provisions of the policy adopted by the National Conference of Canadian Universities in 1944 admission to Engineering or Applied Science requires, among other subjects, "Junior Matriculation in History and in French (or a foreign language); or alternatively, Senior Matriculation in one of these two subjects". It was found that there would be varying applications of this provision. Some of the Universities would waive the French or foreign language requirement on both the Junior and Senior Matriculation level; others would require at least Junior Matriculation in a language other than English; at least one University would treat each case individually, i.e., if the academic background of the student was otherwise good the French or foreign language requirement would be waived, if the academic background was weak the student would be required to make up the language deficiency. Similar variations of adjustment of matriculation deficiencies can be expected with respect to other subjects. The evidence heard indicates that the Universities concerned will decide in each individual case whether it is in the interest of the veteran, or otherwise, to waive any existing matriculation deficiencies.

(c) Credits for educational work, other than in-Service courses, taken while in the Service.

- (1) Canadian Legion Educational Services Courses. All Universities agreed that credit for these courses would be granted in so far as they apply to the University work. It is pointed out, however, that partial credit only will be granted for courses such as Chemistry, Physics, and Biology

on the Senior Matriculation level unless the student has had an opportunity to do the laboratory work as well as the theoretical portion of the course. In this connection it is expected that laboratory work done overseas under the Canadian Army Post-Hostilities Education programme will be accepted as completion of such courses if the veteran presents a certificate stating that the work has been satisfactorily completed. This would apply to both Field Laboratories and the Laboratory work done at Khaki College.

- (11) Correspondence courses offered by Canadian Universities under arrangement with C.L.E.S. (C.L.E.S. Bulletin No. 3). Since these courses are all given by Canadian Universities, the examination papers set by the University giving the course and the papers marked by that University or the University of London, they will be accepted by the Universities provided they fit into the course which the veteran wishes to pursue.
- (111) British Institute of Engineering Technology or the Canadian Institute of Science and Technology courses.

The courses offered by these institutions are chiefly in the field of Engineering or Applied Science. They were made available to service personnel under arrangements made by the Canadian Legion Educational Services, in order to meet the demand for technical courses several thousand Service personnel registered for these courses.

The question of any possible credit for these courses was discussed with the representatives of all the Universities giving Applied Science courses. While most of the Universities concerned stated that they would be given consideration it can be pretty definitely stated that little, if any credit for these courses will be allowed, for the reason that the Universities consider that such courses do not give that fundamental knowledge of the theoretical work involved which they consider necessary. Dean Young of Toronto University in discussing such courses with the Commission stated: "We find that these courses are not of very much value in engineering University courses because they are taught from an entirely different point of view. They are mainly practical but they belong to the field of so-called hand-book engineering. The student is told to do this or to do that or it can be shown that this or that is the formula applicable, but they are not shown how to develop the formula and they do not appreciate the fundamental science back of it. They merely become rather competent users of hand-book information which has been supplied by fully qualified scientific engineers." (Evidence VOL. III; Report No. 28; Page B-8).

The opinion expressed by Dean Young is obviously to the effect that it would not be in the best interest of the student to give him credit for any such course which he may have completed. The Commission finds that, in general, the same opinion is held by Applied Science Faculties across Canada. On the other hand, each individual case will be given consideration and if it is considered to be to the advantage of the student some credit may be granted for such Technical courses successfully completed.

(iv) Courses given under the Canadian Army post-hostilities educational programme overseas.

So far as the Universities are concerned interest in such courses will be confined almost entirely to those given at Khaki College. Courses given at Field Schools will generally be below University level, although some of those may be in the Senior Matriculation group.

All the Universities have signified their willingness to accept for credit courses given at Khaki College, provided they are among those required in the course of studies being followed by the student. It is also likely that any courses taken at Field Schools which are on the Senior Matriculation or University level will receive credit if certified by competent authority. An example of such possible credit would be laboratory work done in connection with C.L.R.S. Senior Matriculation courses.

(d) Special arrangements which the Universities are making for receiving, registering, counselling and tutoring veterans, etc.

The Commission found that all the Universities were endeavouring to make, or had already made, special arrangements to assist the veteran to get started on his course and, once started, to pursue it to a successful conclusion. The extent to which such facilities can be provided will vary with the individual University. Details of the arrangements made as proposed will be found in the summary of the discussions with each University.

Mention has already been made of the possibility of waiving or adjusting certain matriculation deficiencies and of the question of credit for various courses taken while in the Service. Other special arrangements for veterans would include the following:

- (i) Most, if not all, of the Universities are prepared to admit veterans on more than one date during the academic year, and for students entering on dates other than the normal beginning of the autumn term to adjust the programme of studies so that the student will be prepared to begin a regular session the next autumn. Some of the Universities have provided three or four entry dates; others only two; a few of the Universities may find it impossible to admit students more than once during the year.

In general, admission on dates other than the autumn opening date will apply to new students only and not to those who had partly completed University training; although some of the Universities have arranged to provide more than one entry date for those whose course was interrupted by enlistment. In cases where additional entry dates have been provided they may not apply to all Faculties.

- (ii) A number of Universities have already set up some form of counselling service and others are planning to do so, to assist the veteran to select the course for which he is best suited. Some of them have already established a close liaison between such counselling service and the D.V.A. counselling. All the Universities stressed the necessity of receiving from D.V.A. a statement of the counselling given previous to the veteran making application to the University for admission. The University of British Columbia in particular pointed out the difficulty of giving

sound advice without having access to the various documents which give a complete record of the veteran's training, experience, and the counselling which he already had received either in the service or from D.V.A. or from both sources. Generally the Universities reported favourably on the counselling which the veteran had received previous to making application for admission. Judging from the results of the work so done by veterans in the Universities their aptitudes have been correctly assessed. All the Universities reported that there were very few failures and on the average the work being done by ex-service personnel was of a higher order than that of students coming from the High Schools. The majority of the Universities are of the opinion, however, that some attempt should be made to direct a considerable number of those applying for Applied Science courses into other fields of study; they feel that the number of veterans going into engineering is very much out of proportion when compared with the total number applying for University training.

(iii) Preference for Veterans.

The question of giving preference to veterans, if it becomes necessary to restrict the number of students entering the University or a particular Faculty, was discussed with all the Universities. A number of them, particularly some under provincial control, declined to make any commitment. It is believed, however, that in such cases the veteran will receive preference provided his academic standing is equivalent to that of the student from the high school.

Some of the other Universities stated definitely that the veteran would receive preference; others will give the veteran preference if his academic record is equivalent to that of the high school student.

(iv) Tutorial Service.

Plans for any tutorial service to assist veterans who may be having difficulty with their studies are not very far advanced in many of the Universities. However, they all expressed a willingness to attempt to provide such service if the need for it arose. The extent to which it can be done will depend on the staff available. A number of the Universities stated that the possibility of providing tutorial assistance was very doubtful on account of lack of staff.

Some of the Universities have already made arrangements for tutorial assistance, either through members of the regular staff or by employing senior students. At the University of British Columbia the student organization is planning a free tutorial service for veterans. Under the scheme senior students will give free tutorial assistance as it becomes necessary.

It is probably true that many veterans, particularly during the first year or two years of their University training, will find considerable need for assistance outside of the classroom. Such assistance should be available for them. It is hoped that all the Universities will find the ways and means to provide it whenever it is necessary.

(e) Special Courses.

A considerable number of the ex-service personnel received specialized training along certain lines while in the Armed Forces. While the training given fully qualified them for the specific job which they were required to do in the service, it does not, in general, fully prepare them for the equivalent or allied civilian occupation; they will require additional training before they can efficiently carry on, or hope for advancement, in civil life.

The Commission heard a considerable amount of evidence from service officers regarding the qualifications of certain Service specialists and the need for making suitable arrangements for them to carry on similar work on return to civil life. The specialists under consideration would include Laboratory Technicians; Radiographers; Chemical Technicians; Operators of Chemical Plants; Radar Personnel; Personnel Workers; etc.

The Commission discussed with the Universities the possibility of providing special courses of study for such personnel. The courses might be given either intra-murally or through the extension department as extra-mural courses. In several it would probably mean setting up a course not presently being offered.

All of the Universities appreciated the necessity for such training and expressed a desire to cooperate. Some of them have already provided special courses for veterans. For example, Toronto University and the University of British Columbia. Most of them, however, felt that they could do no more than offer the regular courses because of lack of space, equipment and staff. Moreover, they felt that such courses as would be required could be very well given in the Technical Institutes if they were established. Recommendation 52 and 53 have been made in this connection.

(f) Recommendations referred to the Universities.

The following recommendations which were made by the Commission were referred to the Universities for an expression of opinion:

- Recommendation No. 3-A: Technical Institutes
- Recommendation No. 9: Radar.

Respecting Recommendation No. 3-A all the Universities, with the possible exception of the University of New Brunswick, were in favour of Technical Institutes being established. President Gregg of the University of New Brunswick stated that opinion was somewhat divided. He did not state what the objections were. All representatives of the University who were present at the meeting appeared to, favour the proposal.

In supporting the recommendation the Universities expressed the opinion that Technical Institutes would provide the type of training suitable for many students who were at present endeavouring to obtain a degree in Applied Science. Many of these students, once they have entered an engineering course, find it is not the type of training they actually desire or find that they are incapable of carrying the course. If Technical Institutes are established there should be far fewer failures in Applied Science. In general the Universities do not favour organizing Technical Institutes as junior engineering colleges. They conceive of such institutions giving specialized

technical training on much narrower lines than would be given in an Applied Science course. Suitable bridging courses should be arranged for graduates of Technical Institutes who may wish to complete the work for an engineering or other degree.

The reaction of the Universities to Recommendation 9 (the future employment of Radar Personnel) was, from the standpoint of promoting facilities for an extended use of radar, favourable. Generally, however, they did not favour the organization proposed in the recommendation. They favoured a broader organization and no restrictions on industry, educational institutions, or government organizations carrying on research in this field.

(g) Refresher Courses.

The University of Montreal, Laval University and "l'Ecole Polytechnique" stressed the necessity of refresher courses for those veterans who had been away from study for some time. These institutions definitely felt that the student should have an opportunity to review all subjects which are prerequisite to more advanced study. This is particularly true in the case of those who previously had a low or even an average academic standing. It would apply not only to those who were attending the University when they enlisted but also to those entering the University for the first time. The fact that McGill University is conducting such courses in the Faculty of Applied Science is a further indication of the need of refresher courses. On the other hand, reports from most of the other Universities were to the effect that student veterans were doing extremely well in their studies; there were very few failures and the average marks made by the veterans were higher than those of non-veteran students. These reports would, apparently, obviate any great need for refresher courses previous to undertaking new work. It must be admitted, however, that the number of veterans so far involved is relatively small compared to the number who will eventually be attending the Universities and the results so far obtained may not be a true indication of the probable success of the larger group.

A more detailed description of the discussions with Universities is contained in Appendix VI to this report, prepared by the University Liaison Officer of the Commission.

CONCLUSIONS

From the above account of the discussions with the Universities and the evidence submitted it would appear that the following conclusions can be drawn:

- (a) That each University will have to be considered as an individual institution; while there is considerable uniformity of thought and action among the Universities across Canada the variations in application of such common plans by each University makes specific statements with respect to possible credits for previous work, waiving of deficiencies, etc., applicable to all of them, practically impossible. This lack of uniformity is partly due to variations in curriculum, partly due to the facilities available, and largely due to differences in thought of Faculties, and heads of Departments as to what constitutes a sound academic training.

- (b) That, in general, the Universities are fully cognizant of the problems related to the job of training the large number of veterans who desire a University education and will make every endeavour to accommodate all those who apply. The extent to which this can be done will depend upon the existing facilities in the individual University; it is quite possible that they will not be able to admit all those applying in the next year or two.
- (c) That plans presently in effect, or proposed, by each University are handicapped by lack of definite information of the numbers which are likely to be applying for admission at various times. The numbers on which the plans are based are most indefinite. This uncertainty is causing the Universities a good deal of concern.
- (d) That all the Universities will give some credit for service courses and training when it is considered to be in the interest of the student to do so.
- (e) That such credits as are allowed for service courses and training will vary with the University and with the various Faculties and courses in the University. In general each individual case will be treated on its merits.
- (f) That it would not be feasible to establish any uniform system of credits for service courses and training among the Universities across Canada.
- (g) That all the Universities will accept C.L.E.S. senior matriculation courses. Any laboratory deficiencies will have to be made up before full credit for courses which include laboratory work will be granted.
- (h) That all the Universities will accept courses taken at Khaki College provided they are applicable to the course of studies being followed by the student.
- (i) That it is unlikely that much, if any, credit will be allowed for courses given by the British Institute of Engineering Technology, or for similar correspondence courses. All the Universities will, however, give such courses consideration and some partial credits may be granted.
- (j) That matriculation deficiencies will be treated with considerable leniency provided such deficiencies are not in subjects pre-requisite to further studies. The aim of all the Universities is to ensure that the student veteran has sufficient academic background to be successful in the course of studies which he undertakes. Further, that the waiving of matriculation deficiencies will vary with the University. Uniform treatment across Canada cannot be expected.
- (k) That all the Universities are endeavouring, so far as available facilities permit, to enable the veteran to enter the University as soon after discharge as possible by providing entry dates in addition to the normal autumn date, and to ensure that he will be successful in his studies by setting up some form of counselling service, making special arrangements for classes which will add to the regular course of studies as rapidly as possible, and providing tutorial assistance where necessary.

- (l) That most, if not all, of the Universities will give preference to veterans over civilian students. In most cases the academic record of the veteran must be equal to, or nearly equal to, that of the civilian student over whom he gains priority.
- (m) That in the interest of the veterans the Universities should be supplied with a record of the counselling which has been done in the Service and by the D.V.A.; further, that any counselling service set up in the Universities should be closely co-ordinated with the D.V.A. counselling service.
- (n) That the Universities are much concerned over the large number of veterans applying for Applied Science courses. There is a definite feeling in most of the Universities that a considerable number of such veterans should be directed to other fields of study or to Technical Institutes.
- (o) That the Universities are in favour of Technical Institutes being established in all the provinces. They believe that such institutions would provide the type of training desired by and more suitable for many of those undertaking Applied Science courses; further, that such institutions should not operate as Junior Engineering Colleges although suitable bridging courses might be provided for those who later desire to, and are capable of, obtaining a degree in Applied Science.
- (p) That refresher courses should be provided for veterans who are selected for University training and who have been away from study for longer than a limited period.

In view of this information and the evidence of the above mentioned Universities the Commission recommends:

RECOMMENDATION NO. 63

UNIVERSITY REFRESHER COURSES

The Commission has heard evidence from a number of the Universities to the effect that refresher courses in subjects essential to further study should be provided for veterans, in order to ensure that they will be successful in any new work which they undertake.

Moreover it has been brought to the attention of the Commission that the generally high standings being made by veterans presently attending the Universities may not be a true indication of probable results when large numbers of veterans are admitted.

Further the Commission is of the opinion that all those who have been away from academic study for a longer time than a limited period should have the opportunity of reviewing essential subjects previously studied if they are to:

- (a) have reasonable assurance of success in their new studies, and-or
- (b) obtain from the course of studies undertaken the maximum value of the training provided.

In view of the above considerations the Commission recommends that:

- (a) Refresher courses should be provided for all veterans who are returning to, or accepted for admission to the Universities, if they have been away from Academic study for more than a limited period.

- (b) Such Refresher courses may be confined to subjects prerequisite to further study and such other subjects as the advisors may consider essential.
 - (c) Exceptions to the above may be made in cases where the previous academic record was high, 75 per cent, or above, or where the applicant has been making extensive use of previous subjects while in the Service, or has taken refresher courses while in the Service.
 - (d) Such Refresher courses should lead to examinations for credit and the student taking them and the institution giving them should receive the same benefit as in regular undergraduate courses.
 - (e) The length of such Refresher courses should be from three to eight months depending on the length of time the student has been away from study, his previous academic record, his ability, and the nature of the course.
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SECTION V

SOME ECONOMIC ASPECTS OF VETERANS' QUALIFICATIONS

Quite early in the deliberations of the Commission it became evident that no matter how highly qualified educationally or vocationally the veteran might be, that no matter how generous might be the credits extended to him by Institutions of Learning, Professional Associations and Organized Labour - unless the national economy is maintained in a condition that will enable the veteran to capitalize on Training and Experience gained in and out of the Forces, that will enable the veteran to earn a decent living - rehabilitation will fail. Witnesses appearing before this Commission indicated time and again that, despite the government's promise of high employment, they feared another period of unbridled, chaotic economic conditions leading to industrial stagnation and unemployment.

It is considered important therefore that the attention of the authorities concerned should be directed to certain recommendations which appear to be of vital importance in assuring the successful rehabilitation of veterans. This Commission considers further that the efforts to rehabilitate veterans should be guided by the principle that only as an integral part of a prosperous civilian population can they be rehabilitated. There must be jobs for all at adequate wages if Canada's rehabilitation Programme is to meet with success.

In some of the following observations this section will touch on problems not raised in the evidence submitted to us. Some of the problems pointed out further on were as yet not recognized by those appearing before us, some only have developed since V-J Day which brought in its wake a greatly speeded up rate of discharges from the Armed Forces as well as mass-layoff of civilian war workers.

At its 26th Session the International Labour Conference recommends as follows:-

"(1) Arrangements should be made to ensure that administrative authorities give information at the earliest possible moment to the employment service and contractors regarding any circumstances likely to cause dismissals or lay-offs.

"(2) Procurement agencies should give contractors both at home and abroad and the employment service as long advance notice as possible to cut-backs in war orders. In no case should the notice given be less than two weeks.

"(3) Employers should give the employment service at least two weeks' advance notice of proposed dismissals affecting more than a specified number of workers, in order to enable the employment service to make plans for alternative employment for the workers concerned.

"(4) Employers should give the employment service at least two weeks' advance notice of proposed temporary lay-offs affecting more than a specified number of workers, together with information to show the probable duration of such lay-offs, in order to enable the employment service to find temporary public or private employment or training for the laid-off workers. Employers should as far as possible inform the laid-off workers of the expected duration of such lay-offs.

The Commission feels that despite the fact that this principle has long ago been agreed to by the Departments of Munition and Supply and Labour, the machinery set up for its practical application has not proved effective as evidenced during the recent mass lay-offs which were accomplished with little or no advance notice. The Commission feels that every effort should be made to perfect this machinery and apply the same principle generally to post-war employment, because it appears of utmost importance to the successful placement of laid-off workers among which there is an increasing percentage of veterans that the Employment Service be given the longest possible time to prepare for and to take appropriate steps for the reabsorption of these workers.

It appears to this Commission that counselling to personnel on its way through the various Discharge Depots and after discharge stands in need of improvement if it is to be of real assistance to veterans. Instances have come to the attention of the Commissioners where men have been discharged without the benefit of In-Service Counselling, while due to the increased rate of discharges the number of D.V.A. Counsellors employed has proved too small to cope adequately with the flow of men passing through their hands. It is physically impossible for them to allot to each man sufficient time. We believe that the number of D.V.A. Counsellors should be greatly increased.

This Commission has recommended that counselling should be done by fellow veterans but we also feel that sound counsel by experienced older veterans who as integral parts of business, professional and organized labour groups have years of practical experience behind them is required beyond aptitude tests and the mere handing out of information re benefits, etc.

It is impossible to overstress the extreme importance of careful selection of counselling personnel and of the knowledge counsellors should possess as far as trades are concerned. It is needless to add that the choice of men called upon to give advice in the educational field must be still more scrupulous in order that sound counsel be given to those who are prepared to devote years to study and look forward to entering a profession.

Much importance attaches to the distribution of Index and Syllabus sheets, not only among placement officers and employers as suggested in Recommendation No. 10, but also to all trade unions and trade schools. This would enable those admitting veterans to a trade as well as prospective employers of veterans to exercise sounder judgment in evaluating experience and training gained by the veteran while with the Armed Forces. Proper credits for such experience and training can then be granted and applied against the length of apprenticeship ordinarily required before admission to certain trades as full fledged journeymen can be achieved.

It is most essential that as soon as possible there be attached to the provincial government department of education, a liaison officer from each of the three Services qualified to interpret the academic and-or commercial and-or trade value of training, study and experience gained by veterans while in the Service as proposed in Recommendation No. 50.

Cooperation between all departments concerned and sections thereof is most essential to successful reinstatement of the veterans into civilian life. Attention is called to a newly formed sub-committee of the Regional Advisory Board (Quebec), Department of Labour. This sub-committee under the chairmanship of the Assistant Regional Director (Rehabilitation) is composed of the senior officers from D.V.A., C.V.P., and Armed Forces Registration Units of the Department of Labour, who are particularly charged with counselling, training and placement of ex-service personnel. Such committees

might well be set up in all regions, to the end that proper co-ordination of efforts can be achieved.

The fact that a very high percentage of those drawing Unemployment Insurance benefits belong to the age group of 50 years and over shows that those elderly people again find it increasingly difficult to obtain steady employment. This Commission feels that, as recommended by Union representatives, this group should be given the opportunity of retiring from the labour market at a reasonably early age and with an adequate allowance. Therefore, a recommendation to that effect will be included further on in this report.

There are definite indications that Unemployment Insurance benefits as well as Out-of-Work benefits are now not sufficient to ensure to the veteran an adequate subsistence during periods of unemployment. While this Commission is fully aware of the danger of encouraging idleness it does believe that with the safeguards provided by weekly reports to the local Employment Office and the general supervision exercised over beneficiaries by the Unemployment Insurance Commission there is little danger of abuse.

It has been found that veterans evidence little interest in engaging in such industries as construction and lumbering because the seasonal character of these occupations in most parts of Canada makes the annual earnings of workers inadequate for a decent standard of living. Inland shipping comes within the same category, in the opinion of the Commission.

It appears to the Commissioners that with proper planning and under government leadership the Construction and Lumbering Industries as well as some other seasonal industries could be developed on an all-year-round basis, while some such solution as transfer of personnel to coast-wise or deep-sea shipping could be found for the Inland Shipping workers.

In regard to the placement of disabled veterans it is clear that excellent results have been achieved through combined employers-relations work done by D.V.A. and Department of Labour officers. It is considered most essential that disabled veterans be guarded against exploitation by employment in menial jobs at substandard wages. The policy of making job-analyses of the plants of larger employers has proved most fruitful in providing normal employment at standard wage rates and should be persevered in to the fullest extent.

High employment, as promised by the Government, does not necessarily solve the question of suitable employment for the veteran. Placement in employment must be made with the utmost care. The Employment Service of the Department of Labour has been made responsible to the Federal Government for the placement of veterans, thus relieving all other agencies of any responsibility whatsoever in this respect, and will it is assumed seek for and obtain all necessary co-operation. (This does not affect the Wartime Bureau of Technical Personnel). The Armed Forces Registration Units are directly charged with that task. Every effort should be made to ensure to veterans adequate remuneration for their labours. Your Commission feels that it is most essential that veterans maybe placed where they may enjoy just and equitable wages and working conditions in all parts of Canada.

This Commission has been charged with the task of ascertaining to what extent information and experience gained while in the Armed Forces can be of value to the veteran upon his return to civil life.

Unless economic conditions in Canada are maintained so as to make possible the full use of such instruction and experience training and experience will be valueless and the work of this Commission will result in nothing.

During the war, just won, Canada's fighting men, labour, industry and agriculture achieved stupendous results. These results were achieved under government leadership and government planning with all-out government participation. In order to win the peace and to achieve for the returned fighting men, as well as the rest of the Canadian people a sustained adequate standard of living this Commission believes that it will be necessary for all Canadians to work together and put forth the same stupendous well-organized effort that did so much in helping the United Nations to win the war. Your Commission also believes that such an effort can not be achieved unless the government is prepared to participate fully in the peacetime economy. The Allied victory ensures not the overlasting existence of free enterprise but only another and perhaps last chance for free enterprise to survive. It is the considered opinion of this Commission that if government withdraws too far from its wartime role of active senior partner in the economic life of Canada, and if the government attempts to shift too large a share of the responsibility for High Employment and decent working conditions to the shoulders of industry - then nothing but another economic breakdown can result.

Therefore the Commission recommends:-

RECOMMENDATION NO. 64

Further Supplementing of D.V.A. Counselling Service

THAT in order to ensure to veterans the benefits of adequate counselling

1. the number of D.V.A. Counsellors be added to by absorbing into their ranks In-Service Counsellors as and when these become available as well as by additional counsellors to be drawn from business, professional and organized labour groups;
2. the Civil Service Commission be asked to speed up to the utmost the competitions set for Counselling positions;
3. the D.V.A. Counselling Service be made available again at all Discharge Depots of the three Armed Forces;
4. Recommendation No. 22 be implemented forthwith.

RECOMMENDATION NO. 65

Study of Veterans' Income

THAT in order to obtain authentic information and lay the foundation for government action towards an effort to ensure to veterans the opportunity to earn an adequate yearly income, a searching inquiry be instituted into the earned incomes of returned personnel.

RECOMMENDATION NO. 66Enlarged Retirement Pension

THAT in order to increase employment opportunities for veterans,

1. Reasonably adequate, non-contributory old age pensions be made available at an age of 60 years to those no longer gainfully employed;
2. The Veterans Allowance and Dual Service Pensions be made more adequate.

RECOMMENDATION NO. 67Enlarged Unemployment Benefits

THAT in order to ensure a more adequate subsistence to veterans forced onto out-of-work benefits or Unemployment Insurance benefits, the weekly amounts of both benefits be increased.

v

SECTION VI

INDIVIDUAL VETERAN ENTERPRISE

Evidence was given before the Commission that many veterans would seek rehabilitation in small business enterprises utilizing skills and knowledge gained in the Armed Services. The establishment of rural repair shops by men from each of the Services who have acquired skills or knowledge in auto mechanics, welding, machine shop practice was referred to in the Prairie Provinces. Other proposals embraced trucking, taxi business, photography, dental laboratories, cycle repairing, radio repairing, shoe repairing, watch and instrument repairing, contracting in building trades, tourist camp accommodation, lunch counters, etc. It is doubtful if Canadian Vocational Training is immediately prepared to give the kind of additional training necessary to men desiring to undertake enterprises requiring sound practical knowledge of a trade as well as the business detail necessary thereto. In any event such training would be charged against rehabilitation credit and thus deplete capital required for setting up the enterprise.

At present provision is made for utilizing rehabilitation credit for private enterprises provided the veteran can contribute one dollar for every two dollars received as rehabilitation credit. In addition, provision has been made for the careful scrutiny of such projects by advisory committees. The view was expressed that in many instances the rehabilitation credit together with the amount made up by the veteran would be insufficient capital to launch the enterprise successfully, and the criticism was made that the Government's programme in this respect was incomplete if after further training provision was not made to assist men to obtain loans at low interest rates.

Some complaint was registered with the Commission that efforts to acquire surplus war material that would be helpful in equipping veterans in some of the above mentioned enterprises were non-productive largely because dealers through whom all such supplies are distributed were not responsible in any way for the veteran's rehabilitation and consequently sold to others who were in better financial position than the veteran to make purchases.

The Commission believes that assisting the establishment of qualified veterans in a business of their own is equally as important as placing them in employment in the field in which they have acquired skills.

The Commission recommends:-

RECOMMENDATION NO. 68

Assistance for Private Enterprise

- (1) That Canadian Vocational Training be extended to cover this class of case and that in accordance with Recommendation No. 33 it will not be charged against their rehabilitation credit;
- (2) That low interest rate loans be made available after careful examination of the project;
- (3) That the Government establish a policy of utilizing surplus war materials in the rehabilitation of veterans trained for and desiring to enter businesses of their own and that a plan be devised for channelling such assets or such materials to the veterans at reasonable prices.

SECTION VIITRAINING AND APPRENTICESHIP

Evidence was submitted to the Commission by the Director of Vocational Training indicating that the present policy of establishing credit for veterans for any trade experience or knowledge acquired either prior to enlistment or during their period of service is to be accomplished under apprenticeship agreements with the Provinces, and therefore applicable only to designated trades under the respective Provincial Acts. Accordingly the Commission has enquired into procedures to be followed in the various provinces under their respective apprenticeship Acts and Regulations.

It is necessary to state, in general terms, that no Province as yet appears to be fully organized to implement the Federal policy regarding indentured apprenticeships and, furthermore, none appear to have worked out complete administrative details based on actual experience. The evidence indicates that this policy demands that tests or examinations be given and, based on the results of these, the applicants will be rated as 2nd, 3rd or 4th year apprentices. It is to this method of appraisal of veterans qualifications and the manner in which credit is to be applied that attention must be directed.

Apprenticeship is an ancient and honourable device for teaching a trade or calling and maintaining or improving its standards of practice. It is essentially a method for the training of youth, based upon the willingness and competency of a skilled worker to teach his trade to another. In most trades it has become the custom to require from three to five years apprenticeship to graduate to journeyman status. Apprenticeship has never been developed in Canada to as high a degree as in some other countries. Before the war only three provinces had schemes established by legislation, but they were not extensively applied. Various trades and callings were therefore maintained and regulated according to the custom of the locality in which the trades were practised, with Employers and Unions (where these existed) playing a dominant role.

When the urgent demand came from the Armed Forces for skilled tradesmen there were not enough to meet their needs as well as the needs of war industry. The Armed Services, therefore, developed training plans of their own for making skilled men out of recruits with appropriate aptitudes but no previous experience. Obviously a long apprentice system could not produce skilled men rapidly enough. Yet a high standard had to be maintained. According to the evidence, the need was met by a system of intensive training in trade schools, utilizing establishments operated by Provincial Governments under agreement with the Federal Government. Later trade schools were developed in the Armed Forces themselves and thousands of young men learned and practised a trade as a result of these efforts. Thus the Armed Services developed a modern apprenticeship plan greatly reducing the time element.

The situation now fast developing as a result of demobilization is that the skilled workers in Canada will find their numbers augmented by large numbers of mature men from the Armed Forces trained in various trades including many thoroughly trade-tested and experienced, who have every right to be regarded as tradesmen, requiring only to become adjusted to civilian conditions to render a good account of themselves.

Witnesses speaking in behalf of veterans expressed the view that the civilian, with the best of intentions, who knows little or nothing of trades training or practices in the Armed Services, naturally looks with reserve upon any claims that the Services have trained men comparable to journeymen trained in civil practice. The fact remains, however, that those young men learned their trades in the Forces to such good purpose that tanks and transports were kept moving, planes were maintained for flying, and the battle of the Atlantic could not have been won without them. The successful accomplishment of one of the greatest maintenance and repair jobs of all time establishes the trades efficiency of the men who worked at it.

Evidence presented to the Commission by the Armed Forces indicates that there are many thousands of men engaged in trades or callings with civilian equivalents who may wish to follow their trade in civil life. There will also be a number who have had no trades experience either in civil life or during their service, who possess appropriate aptitudes and are desirous of becoming journeymen. These groups may be classified as follows:-

- (a) Qualified journeymen prior to enlistment who were trade tested and employed in the Armed Forces;
- (b) Those with trades experience prior to enlistment who completed training in the Armed Forces and were subsequently trade tested and employed in the Forces;
- (c) Those who acquired trade qualifications solely as a result of intensive training courses in the Service, followed by practical experience and further upgrading courses, enabling them to attain the highest trade group standing;
- (d) Those with basic trades training and experience in the Armed Forces, who have not attained the highest trade group standing;
- (e) Those who have had no trade training or experience either prior to enlistment or during service in the Armed Forces.

The evidence indicates that those in groups (a) and (b) will have little difficulty in either returning to their former employer or practising their trade in civil life. Both employers and unions have accepted wholeheartedly the responsibility for their rehabilitation. They have the additional advantage of an Act of Parliament to protect them.

Groups (c) and (d), however, are in no such favourable position. They may find their qualifications challenged, especially in any districts where their trade is considered to be fully manned.

It is conceivable that men in these groups may need further training to adjust themselves to civil practices, as was the case in familiarizing enlisted civil tradesmen with the practices and needs of the Armed Services. The problem confronting the Government, therefore, is to ensure that those manifesting trade deficiency in groups (c), (d) and (e) shall be brought to journeymen status in the quickest possible time.

The evidence indicates that the following methods of training are being utilized:-

- A. Pre-employment Classes.
- B. Indentured Apprenticeships.
- C. Correspondence Courses.
- D. Training on the Job in Industrial and Commercial Establishments.

As a result of discussion with Government and Union officials in the various Provinces the following is a summary of information obtained:-

(1) APPRENTICESHIP ACTS

From evidence given it appears that only three Provinces, namely, Ontario, British Columbia and Nova Scotia, had pro-war Apprenticeship Acts and in these three Provinces the Acts had not been functioning.

The remaining Provinces, with the exception of Prince Edward Island, attempted in 1944 to set up the machinery to carry out the Federal Rehabilitation Programme by instituting local Apprenticeship Acts and appointing Provincial Directors and Apprenticeship Boards as is also the case in the three Provinces already named.

In the Province of Quebec local parity committees have also been authorized to function in some municipalities, and in the Province of New Brunswick local committees of a similar character have been set up where deemed to be needed. These are based upon Recommendation No. 60 concerning apprenticeships which was adopted by the General Conference of the International Labour Organization, at its 25th Session on the 8th of June, 1939. A copy of a bulletin including this Recommendation is included as Appendix (7).

(2) DESIGNATED TRADES

All Provinces have designated under their respective Acts the majority of the construction or building trades and some have also designated automobile repair trades, barbering and hairdressing, but no provision has as yet been made to designate other important, well-established trades. Those apparently can become designated only upon application by the trades themselves.

(3) QUALIFICATION AND PROGRESS TESTS

All Provinces appear anxious to appraise ex-servicio personnel on their individual merit and ability, and if they can meet the local qualifications, which may differ even in the various localities within one Province, they will be granted journeyman status. This same procedure is followed in determining the individual's time credit and apprenticeship status. Regardless of the progress made, an apprentice can only sit for examination annually. The appraisal is usually conducted by the Examining Board of the Trade Advisory Committee, and consists of an oral interview supplemented, if considered necessary, by a practical test.

(4) EXAMINING BOARDS

The various Boards are usually composed of representatives of employers and organized labour, the C.V.T. representative and the Directors of Apprenticeship. It is desirable that at least one member should have had service in this war such as to make him conversant with the training and standards of the Armed Forces. When local committees exist they are composed of labour and employer representatives.

(5) INITIAL TRAINING

As a result of much persistent and tactful cooperation between the Director of Vocational Training and the various Provincial authorities, Canadian Vocational Training Programme facilities have been set up in the various Provinces and they appear to be prepared to carry out their function with regard to the various Provincial Acts provided expansion is not too sudden. If the need for expansion develops rapidly, then in many Provinces more extensive facilities will have to be provided at once. At present the majority of training schools are located in the more densely populated centres where living accommodation is at a premium, thus discouraging many veterans from choosing this benefit. Institutions in some provinces now exist that could be taken over. The Ecole Brillant at Rimouski could be used at once for this purpose and other trade schools in Quebec and elsewhere could be, if necessary, adapted for part time work.

(6) ACCELERATED TRAINING

All Provinces have made provision whereby an ex-service apprentice after the successful completion of a six months intensive trade training course is granted the equivalent of two years apprenticeship, thus he may complete a five year apprenticeship in three years and six months.

(7) ON THE JOB TRAINING

Fear was expressed, particularly by representatives of organized labour, that on the job training lacked proper supervision. It is essential that close supervision be maintained in order to ensure that ex-service men are not using their rehabilitation credits to satisfy an employer who may wish to take unfair advantage and produce at lower cost. Evidence was given that in some cases field representatives were only able to visit and interview both employer and trainee once every three weeks.

(8) ANNUAL TRAINING PERIODS

Some Acts provide for an annual compulsory classroom training period of from one to three months duration for all apprentices. This is financed for civilians by a fifty-fifty Provincial-Federal grant, while the veteran has his fifty per cent federal share deducted from his Rehabilitation Credit (see Recommendation No. 33).

(9) EMPLOYERS RESPONSIBILITY

Policy differs as to the actual responsibility for sponsoring the apprentice. Some Acts require that the apprentice be employed on the job for a try-out period prior to taking initial training, thus becoming indentured to an employer who is interested in his subsequent training. Unfortunately, however, the majority of Acts provide only for initial training, leaving it to the apprentice to find an employer with whom to complete his apprenticeship. In Quebec this difficulty is overcome by making a local parity committee or local committee responsible for placements.

(10) RATIO OF APPRENTICES TO JOURNEYMEN

No uniform provisions have been made. The number of apprentices to journeymen varies in the different trades and provinces.

The question naturally arises whether any quota should be applied to veterans, and particularly those who have acquired some trade standing in the Services. The arbitrary denial of entrance into a trade

would be strongly resented by the veteran and might be the cause of much friction. On the other hand, the overcrowding of a trade would be undesirable, and the method of determining this question is of some importance. The mobility of skilled workers may become a matter of considerable importance to Canada and there is evidence to suggest that such questions should be determined on some other basis than a local condition.

The evidence from both labour representatives and employers shows a willingness to revise their rules governing restrictions placed on apprenticeship training both as to numbers employed and age limits set for entry for veterans.

(11) GENERAL APPRAISAL

The question confronting the Commission is whether or not the apprenticeship plan as established under Agreements between Federal and Provincial Governments is adequate for -

- (1) The assessment of qualifications for credit purposes;
- (2) The satisfactory training of veterans to reach journeyman status in the shortest time possible, to enable them to become completely self-supporting.

On the one hand we have the rapid, effective training carried on by the Armed Forces, and on the other an effort to adapt schemes for the training of toon ago civilians, involving lengthy time factors, to the training of mature men who have become accustomed to the intensive training of the Armed Forces. Even with the acceleration provided, the time factor in many instances is still given much prominence.

The absence of any standard trade testing in civilian practice presents another sharp contrast to methods of the Armed Forces. Certainly if uniform trade standards existed throughout Canada then the task of discovering the relationship between civil and service standards, and apportioning credit, would be comparatively simple. The evidence tends to indicate that a large number of local committees will be functioning throughout Canada to determine the qualifications of individual veterans without any uniform standards to guide them, and that in cases where differences of opinion arise, the veteran may find himself without any means of securing satisfaction.

According to evidence received by the Commission, there is a growing opinion both among employers and organized labour that authoritative standards should be set up as a protection to the skilled worker, the employer and the public. This is a problem which is a matter of concern to the provincial authorities having to deal with apprenticeships and the Unions involved. It is also a matter of great concern to the veteran and to those administering the rehabilitation programme.

RECOMMENDATIONS

Since all Provinces have anything but definite, detailed plans and appear to be depending on experience to determine their final policy, and this procedure will consequently work to the disadvantage of veterans it is strongly recommended --

RECOMMENDATION NO. 69Establishing Trade Standard

That trade standards be set up as quickly as possible in respect to trades designated under Apprenticeship Acts, and that such standards be made applicable throughout Canada for the purpose of veteran rehabilitation.

RECOMMENDATION NO. 70Designating of More Apprenticeship Trades

That immediate steps be taken to bring all trades that lend themselves to apprenticeship training under legislative jurisdiction as designated trades.

RECOMMENDATION NO. 71Regional Conferences

That in order to secure administrative uniformity and co-ordination Regional Conferences of the Directors of Apprenticeship be arranged by the Department of Labour.

RECOMMENDATION NO. 72Standardization of Trade Tests

That standard qualification and progress trade tests be prepared for use throughout Canada, thus ensuring uniformity. The examination should consist of a written or oral test and a practical test, the latter being given the greater value.

These examinations should be carried out under the authority and supervision of the Director of Apprenticeship or other responsible Government representative with an examining Board consisting of an ex-service man, a qualified journeyman in the particular trade, and such other member or members considered necessary.

RECOMMENDATION NO. 73Provision for Accelerated Training

That the Provinces be invited to have special veteran clauses written into all Acts to provide for accelerated training and frequent upgrading examinations, since all ex-servicio personnel have reached the age of maturity and are accustomed to accelerated training methods. And that in such clauses and in all agreements made and to be made between Federal and Provincial Governments regarding training provision should be made for placement of veteran apprentices ex-quota during the next three years under arrangements to be made by the Director of Apprenticeship or other Government Representatives concerned and approved by the Examining Board above mentioned.

RECOMMENDATION NO. 74Supplementary Training

That apprenticeship training be supplemented by compulsory classroom or shop training periods of a maximum three months duration in any one year, this training to be instituted in all provinces at the cost of the Federal Government. The subject matter covered should be related to previous work covered during on the job training.

RECOMMENDATION NO. 75Supervision of Training

That since on the job training is considered essential in an accelerated training programme, it is necessary that the strictest supervision be maintained and that provincial and C.V.T. field representatives should carry out at least weekly visits. The cooperation of organized labour in carrying out this supervision is essential.

RECOMMENDATION NO. 76Living Accommodation

That where vocational schools are located in congested areas provision be made for living accommodation for veterans at reasonable rates.

RECOMMENDATION NO. 77Training for Construction Trades

(a) That in view of the urgency for labour in the construction industry, immediate, intensive training be undertaken, related to definite standards of competency. The assurance that journeyman status can be reached more quickly should encourage veterans to enter this field of activity.

(b) That opportunity to learn and practise closely allied trades such as bricklaying, stone masonry, plastering and tile setting, be developed so as to induce additional learners to enter this field and thus ensure a greater all round yearly income.

RECOMMENDATION NO. 78

Reference to Dominion-Provincial Conference

That Recommendations Nos. 69 to 77 be referred to the Dominion-Provincial Conference.

SECTION VIIIATTITUDE OF THE PROFESSIONAL ENGINEERS
AND THE PROVINCIAL LAND SURVEYORS(A) THE PROFESSIONAL ENGINEERS

1. During the sittings in the various Provinces the Commission met representatives of each Provincial Association of Professional Engineers and discussed with them the rehabilitation of Engineers who had been serving in the Armed Forces in order to determine to what extent the experience and training which they had while serving would receive recognition on return to civil life. Included in these discussions were also those who were not graduates in Applied Science or had not yet acquired engineer status but who had been serving in capacities connected with or allied to engineering work and might wish to qualify as Professional Engineers without attending a school of Applied Science. Similar discussions were carried on with representatives of the Engineering Institute.
2. The Commission found that most the Provincial Associations and the Engineering Institute of Canada had given the question considerable study. The Provincial Associations are prepared to give recognition to service training and experience to an extent consistent with the veteran being able to render satisfactory and efficient service as an Engineer, provided that such recognition could be given under the provisions of the Provincial Engineering Act. In the case of the Engineering Institute credits for service training and experience would in part, determine the grade of memberships which the veteran might be given, or in the case of the engineer in training determine the examinations which he should take in order to advance to a higher grade. In the Provinces where the E.I.C. has reciprocal agreements with the Provincial Associations any credits given by the E.I.C. would require the approval of such Provincial Associations.
3. The Commission noted that there was considerable variation in the requirements of the Provincial acts as to the time and experience required before a candidate would be allowed to register as a professional Engineer. Consequently it cannot be expected that credit allowed for service training and experience or for Technical Courses taken while in the service will be the same in all Provinces. Moreover there will undoubtedly be considerable variation in the evaluations made of service experience, training and courses by the Association Councils or Boards of Examiners. However, the general attitude of the Associations is that each case will be treated on its merits and as much recognition as is possible will be given for experience gained while in the Service.

Whether the credits allowed to veterans by individual Provinces will be such as to place all veterans on an equivalent basis is doubtful, e.g., the B.C. Act requires four years of engineering experience subsequent to graduation from a School of Applied Science before the candidate can be registered as a fully qualified engineer. The Ontario Act requires one year of engineering experience. It is possible, in fact it is quite likely, that the young engineer veteran rehabilitated in Ontario will attain professional engineer status several years before his comrade

returning to B.C., and who perhaps has had more engineering experience while serving will be recognized as a professional engineer. This on the face of it appears like unfair treatment. To say the least it is unfortunate that such conditions should exist.

4. The following summaries of the discussions will indicate what may be expected in each Province:

(A) PROVINCE OF ONTARIO

In Ontario an applicant for registration as a professional engineer must fulfil the following conditions:

- (a) be a graduate of a recognized engineering college and submit evidence of one year of satisfactory engineering experience subsequent to graduation, or
- (b) pass examinations in the theory and practice of engineering as prescribed by the Council of the Association and submit evidence of a minimum of five years of satisfactory engineering experience.

The Association is prepared to credit time spent in the Services as being the equivalent of engineering service. Since one year only is required subsequent to graduation from an engineering college before registering, practically all graduates who served will be eligible for registration on return to civil life.

Non-graduates applying for registration will be required to write examinations set by the Association. If they pass these examinations they will then be credited with the time spent in the Services against the above mentioned five years.

Examinations set by certain of the leading British engineering societies, e.g., the Institute of Civil Engineers; the Institute of Mechanical Engineers, etc., are recognized. Such recognition might affect some members of the Forces who have taken courses offered by the British Institute of Engineering Technology and the Canadian Institute of Science and Technology. The Association is of the opinion that it is unwise to encourage veterans to attempt to enter the engineering profession unless they have qualifications equivalent to graduation from a school of Applied Science.

(B) PROVINCE OF BRITISH COLUMBIA

Applicants for registration as Professional Engineers are required to fulfil the following conditions:

- (a) If graduates in Applied Science they are enrolled on graduation as engineers-in-training. Following this they are required to have four years experience in engineering work and submit a satisfactory thesis.
- (b) Non-graduates in Applied Science must have senior matriculation, pass two sets of examinations known as the Intermediate and Final, have at least six years experience in engineering work, and submit a satisfactory thesis. The Intermediate examination must be passed within four years of commencing training and the Final Examination within eight years of the completion of the Intermediate examination.

The Association is prepared to deal with each case of the veteran on its merits and give as much credit as possible, for training and experience in the Armed Forces. When a course given in the Service is at least equivalent to a course required by the Association credit will be given for that course. The courses outlined on the syllabus sheets have been studied and the following credits are suggested by the Association:

NAVY

- D-16 E.R.A. (Draughtsman)
Credit for Mechanical Drawing.
- D-17 Draughting Officer
Credit for Mechanical Drawing.
- G-9 Specialist Radar Officer
Credit for Electronics, Electron tubes and circuits.

ARMY

- J-5 Draughtsman (Mechanical)
Credit for Mechanical Drawing.
- J-17 Surveyor (Engineering) Groups A, B and C.
Credit for Surveying.
- J-20 Surveyor (Topographical) Groups A and B.
Credit for Surveying.
- J-21 Surveyor (Topographical) Group C
Credit for Surveying.

AIR FORCE

- J-1 Draughtsman (A.E.), and
J-2 " (W & B)
Credit for Mechanical Drawing.
- G-13 Signals Officer (Communication), and
G-16 Signals Officer (General), and
G-17 Radar Officer
Credit for Electronics, Radio Tubes and
Circuits.

The list is not final and additional credits may be granted.

In addition to those who may wish to become professional engineers there is considerable opportunity in the Province for assistants to engineers, i.e. draughtsman, instrumentmen, etc., who have had the training which would fit them for such positions.

(C) PROVINCE OF ALBERTA

The Alberta Act requires that applicants for registration will fulfil the following conditions:

- (a) Graduates in Applied Science shall have six years experience in engineering including time spent in an Applied Science Course.

- (b) Non-graduates in Applied Science shall have eight years experience in engineering work and pass the examinations set by the Association.

No definite policy regarding ex-service personnel has been determined by the Board of Examiners but it is anticipated that each case will be dealt with on its merits and due credit given for service training and experience in the eight, or six years period required by the Act.

Membership or Associate membership in British and foreign associations will be recognized provided the standards of such organizations are considered to be suitable.

(D) PROVINCE OF SASKATCHEWAN

The conditions under which applicants will be permitted to register as Professional Engineers in Saskatchewan are:

- (a) Graduates in Applied Science shall have six years engineering experience including the time spent in a school of Applied Science.
- (b) Non-graduates in Applied Science must have eight years experience in engineering and pass the Intermediate and Final examinations set by the Association.

The Association has given some consideration to the case of the ex-serviceman but no definite arrangements have been made. The general attitude is that each case should be dealt with on its merits. Full consideration will be given to those who have had engineering experience while in the service.

At the present time certificates of associate membership in British engineering societies are not recognized. However, the Council has wide powers and veterans presenting such certificates would receive a good deal of consideration.

The Saskatchewan Association of Professional Engineers has a co-operative working agreement with the Engineering Institute of Canada.

(E) PROVINCE OF MANITOBA

In Manitoba the conditions under which an applicant may register as a Professional Engineer are:

- (a) Graduates in Applied Science may be admitted on graduation although proof of satisfactory engineering experience may be required.
- (b) Non-graduates in Applied Science are required to pass two sets of examinations set by the Association. Length of service is not a determining factor provided the applicant has had satisfactory engineering experience.

Each case will be considered on its merits. The Council has wide discretionary powers and it is anticipated that full credit for service training and experience will be given.

Certificates from British Engineering Societies are not necessarily accepted and the applicant presents such certificates may be required to write the examinations.

There is considerable opportunity in the Province for engineering assistants although a good deal of the work which they would be doing is seasonal.

(F) PROVINCE OF QUEBEC

EVID. VOL II (a); Report No. 47; H1 -

REPRESENTATIVES: Paul E. Poitras, Pres., Corp. of
Professional Engineers, P.Q.

Marc Boyer, Registrar, Corp. of
Professional Engineers, P.Q.

Mr. Poitras stated that due recognition would be given to veterans who wished to register as Professional Engineers in the Province of Quebec for the training and experience which they had had while members of the Armed Forces. Those who are graduates in Applied Science from recognized universities, and who enlisted immediately following graduation, will be "admitted on their return to civil life as members of the Corporation on the basis of their credits, and they are not required to comply with our experience regulations"; In the case of those who are not graduates in Applied Science due recognition will be given for Service experience. They must have the minimum qualifications for admission to study. This corresponds to senior matriculation. Once admitted as students they will serve a term of clerkship under indenture to a member in good standing. Normally such term is for a period of five years. For veterans, however, it will be reduced by whatever period service training and experience may be assessed as engineering experience. Such reduction in the term of clerkship will vary with the merits of each individual case. Following the prescribed term of clerkship and the passing of the final examinations set by the Board of Examiners they will be admitted to the Corporation as fully qualified Engineers.

Mr. Poitras pointed out that the Corporation did not recognize Associate Membership in the British Engineering Societies. Applicants presenting certificates of such membership would be individually considered and due allowance made for their training and experience. They might be required to pass an examination set by the Board of Examiners.

(G) PROVINCE OF NEW BRUNSWICK

Dr. E. O. Turner, representing the Association, stated that no action had been taken with respect to assisting in the rehabilitation of engineers serving in the Armed Forces. The Association co-operates with the E.I.C., and any problems of that type are handled through a special Committee of the Institute. There is no particular Committee in the Association for that purpose, nor is it proposed to set one up.

Under the terms of the Institute six (6) years engineering experience is required before registration.

There are a considerable number of applications coming from Service personnel who have specialized in Radar, etc. The Association is doubtful if they should be admitted.

There are good opportunities for assistants on survey work.

(H) PROVINCE OF NOVA SCOTIA

Professor A. E. Flynn, representing the Association of Professional Engineers of Nova Scotia, stated that the principal problem facing the Associations was to assess the service training and experience which the veteran had had in terms of professional engineering experience. The Association would like guidance as to what it could consider as engineering work. In Nova Scotia the graduate of a school of Applied Science is required by the Nova Scotia Engineering Profession Act to have two years' experience in engineering work after graduation before he can be registered as a professional engineer. It is difficult to determine how much service experience would be the equivalent of the two years' engineering experience required.

The present attitude is that his service experience should be evaluated and he should be required to make up any deficiency found. The policy has not been formulated in any specific manner but the Examining Board judges each case on its merits in so far as they can be determined. The Association does not recognize certificates of membership from the British Engineering Societies or Institutes. The only institutions which are recognized by the Association are those which are accredited by the Council of the Association.

Professor Flynn stated that it would be difficult for a man to qualify as a professional engineer in Nova Scotia unless he has graduated in Applied Science.

He believed that there would be considerable opportunity for surveyors, instrumentmen, draughtsman, etc., as assistants to professional engineers.

The Engineering Institute of Canada recognizes all registered professional Engineers of Nova Scotia for membership but the Association does not necessarily accept all members of the E.I.C. as being qualified to register in Nova Scotia.

THE ENGINEERING INSTITUTE OF CANADA

EVID. VOL. II (a), Report No. 47; H-10 - H-24.

REPRESENTATIVES: Mr. L. Austin Wright, General Secretary

Major D. C. MacCallum, Rehabilitation Officer.

The Engineering Institute of Canada is taking an active interest in the rehabilitation of the Engineers who have been serving in the Armed Forces. Primarily this interest is directed to those of its members who enlisted. It is not, however, confined to such personnel; both Major MacCallum and Mr. Wright when discussing the matter with the Commission pointed out that the Institute would be glad to extend its information service to non-members if it would be of use to them.

The Institute has set up a Rehabilitation Committee and appointed a Rehabilitation Officer, Major D. C. MacCallum, for the purpose of supplying Engineers in the Services with information regarding opportunities in civil life and rehabilitation regulations and for assisting them to secure employment and additional education.

On the basis of replies to a questionnaire sent to all its members serving in the Forces the Institute prepared a pamphlet

entitled: "The Engineer's Return to Civil Life". This pamphlet contains information regarding rehabilitation grants and allowances, the Veterans' Land Act, the Veteran's Insurance Act, employment condition, University training, and a list of the advisers appointed by each Branch of the Institute. Following the discussion with representatives of the Institute the Commission recommended, (Recommendation No. 44), that this pamphlet together with other information be made available to all members of the Armed Forces who might be interested in Engineering as a profession.

Information regarding employment opportunities is published in the Engineering Journal as it becomes available. Information regarding Refresher and Post-graduate courses is also made available.

The information service which the Institute is operating should be of very considerable benefit in assisting in the rehabilitation of Engineers and others who may be contemplating engineering as a life work.

(B) PROVINCIAL LAND SURVEYORS

1. The Commission interviewed representatives of the Provincial Associations of Land Surveyors and of the Department under which the Provincial Act was administered, or in Provinces where there were no Provincial Association representatives of the Department which exercised control over the examining and licensing of Land Surveyors.
2. While all those interviewed expressed a desire to co-operate in assisting those who desire to qualify as Land Surveyors to complete their apprenticeship and become established as quickly as possible nothing really constructive has been done toward that end except in one Province, viz: Ontario. Definite action has been taken to reduce the normal term of apprenticeship in the case of the veteran. In the other Provinces the question has been considered but apparently nothing can be done to shorten the period of apprenticeship unless the Provincial Act is amended; and no action has been taken to amend those Acts. However, it has been suggested that, following the visit of the Commission, more definite action will be taken in several of the Provinces to enable the veteran to qualify in a shorter period than is normal.
3. The period of apprenticeship which the pupil is required to serve varies from one to three years in the different Provinces, and from six months to one year must actually be spent in the field. Previous to being articulated as a pupil to a Land Surveyor, it may be necessary for the applicant to pass certain examinations in order to ensure that his academic level is sufficiently high, e.g. Honour Matriculation in Mathematics is required in Ontario. Before finally qualifying he will be required to pass such examinations as are required by the Act. For graduates in Applied Science, and in some cases other University graduates, the term of apprenticeship is normally much shortened. Various restrictions on this general statement will appear in the details under each Province. Since many of those from the Services who may desire to enter the profession of Land Surveying will have had considerable engineering and surveying experience, it would appear reasonable to assume that they should be given due credit for such experience and the

apprenticeship term be reduced accordingly. On the other hand, none of them could expect full exemption from serving an apprenticeship since part of this period is concerned with training in the legal phases of the work as applied in the particular Province. Such training will involve a considerable amount of study, and some practical work in the field.

4. The opportunities across Canada in the profession of Land Surveying do not appear to be great either from the standpoint of numbers required or the financial return which can be expected. From the evidence presented to the Commission the maximum number of additional surveyors required would not be more than twenty or twenty-five in the next two or three years and in at least several of the Provinces many of the Land Surveyors presently registered obtain only part-time employment in the Profession.
5. Details of discussions held in different provinces are summarized below.

(A) PROVINCE OF ONTARIO

The normal term of apprenticeship is three (3) years in Ontario. The applicant must have at least Honour Matriculation in Mathematics. In the case of a graduate of a University, the apprenticeship term may be reduced to one year.

The Association has made application to the Provincial Legislature to reduce the term of apprenticeship in the case of veterans. This amendment to the Act has not yet been passed but it is anticipated that it will be.

The term of apprenticeship for Veterans has not been fixed. It is to be left to the discretion of the Board of Examiners. Two Veterans have already been apprenticed for a period of one and-a-half years.

An arrangement has been made with the D.V.A. under which apprenticeship of a Veteran to an Ontario Land Surveyor will be considered as training on the job.

The opportunities for Land Surveyors in Ontario are somewhat limited. Probably not more than twenty apprentices could be accommodated.

(B) PROVINCE OF BRITISH COLUMBIA

The term of apprenticeship in British Columbia is three (3) years, except that in the case of a graduate in Civil Engineering, the term may be reduced to one year.

The academic requirements for entrance include both Plane and Spherical Trigonometry.

The Corporation of British Columbia Land Surveyors gave some consideration to the position of the veteran early in the war and the matter has been discussed at each annual meeting since that time. In addition to this a special Committee has been appointed to go into the matter in detail. Any action by the Corporation is, however, pretty well curtailed by the provisions of the Act. The Board of Examiners has no authority

to shorten the term of apprenticeship and no submission has been made to the Provincial Government to have the Act amended.

Articled pupils should have financial assistance for the full period of the apprenticeship.

Opportunities for Land Surveyors in British Columbia are apparently good.

(C) PROVINCE OF SASKATCHEWAN

The term of apprenticeship in this Province is three years for non-graduates of Universities. For graduates the apprenticeship term is one year. It was suggested that this might be reduced to six months in the case of Veterans.

No definite arrangements have been made for Veterans who wish to become Land Surveyors because the Act and Regulations control all those entering the profession. Any special arrangements would require that the necessary amendments be made. No attempt has yet been made to have any changes made.

The witness, Mr. Stewart Young, felt that consideration should be given to persons from the Services who had had experience in surveying and suggested that the Provincial Government should be asked to amend the Act so that the apprenticeship term for veterans could be shortened. He stated that the Council of the Association would be sympathetic to such a move on account of the shortage of surveyors.

(D) PROVINCE OF MANITOBA

The term of apprenticeship for non-graduates of a University is three years in Manitoba. For graduates of the Royal Military College, and of McGill, Toronto and Manitoba Universities in Civil Engineering the required term is one year.

The position of the Veteran has been given some consideration but any action is proscribed by the provisions of the Act. No attempt has been made to have it amended.

Opportunities for Land Surveyors in Manitoba are not great. Possibly ten to fifteen students could be absorbed in the next year or two.

(E) PROVINCE OF ALBERTA

The representatives of the Alberta Land Surveyors Association were unable to attend the sittings of the Commission in Edmonton, but a prepared statement was subsequently forwarded to the Commission. A summary of the material contained in this submission is as follows:-

In order to qualify as a Land Surveyor in the Province of Alberta a candidate must serve a term of apprenticeship as noted below and pass the necessary examination:-

- (a) Graduates in civil engineering from Universities of recognized standing and persons of similar academic standing may be allowed to serve only one year as articled pupils. At least six months of that period must be spent on actual survey work in the field.

- (b) Persons who have not the above mentioned qualifications must serve a term of three years as articulated pupils. At least twelve months of this period must be spent on field work.

The question of ex-service personnel who wish to qualify as Land Surveyors in the Province has been given consideration by the Association and a memorandum was prepared which would give veterans the necessary information regarding qualifications, opportunities, etc. One paragraph of this circular is particularly pertinent to the present discussion. It reads as follows:-

"The Alberta Land Surveyors' Association recognizes that every encouragement and facility should be provided to enable returned men with suitable abilities to enter the profession, but it is important to note that the entrance requirements are rigidly defined by statute and it is neither possible nor desirable to relax the rules of entry to any considerable extent. Nevertheless, there are certain factors favourable to the returned man as compared with the ordinary candidate for admission. Briefly, these factors are:

- (a) Rehabilitation facilities for obtaining appropriate technical education upon discharge;
- (b) Experience in military survey work or in duties involving survey techniques;
- (c) Definite preference available to ex-service men in the engagement of articulated pupils."

From the above quotation it is apparent that the only concession which the veteran can obtain, no matter what his service training and experience has been, is the somewhat doubtful advantage of having preference over the ordinary applicant for admission. Veterans who have had extensive training and experience in surveying while in the Armed Forces will still have to serve the three year term of Apprenticeship. It is submitted that such a ruling is most unfair to such persons and that the Act should be amended to allow them a shorter term of apprenticeship.

It is unlikely that articulated pupils can be employed throughout the year. Employment will generally be on a seasonal basis during the period of field operation. Sometimes arrangements may be made to employ them during the winter months on draughting and office work.

The rates of pay for articulated pupils, employed on government surveys, will vary from \$70.00 to \$90.00 per month plus board for chainmen and from \$120.00 to \$150.00 per month plus board for instrumentmen. Those employed by surveyors in private practice will be paid at corresponding rates, - usually on a daily or weekly basis.

Opportunities in Alberta for surveyors would not appear to be extensive. At the present time there are forty-two surveyors in good standing of whom about twenty are engaged in active practice. How many additional surveyors could be absorbed is not stated but the number is probably small.

• (F) PROVINCE OF NOVA SCOTIA

The condition under which certificates of competency entitling them to practice as Provincial Land Surveyors in Nova Scotia are as follows:

"(1) Any person who at the coming into force of this Chapter holds a commission as a deputy crown land surveyor from the Governor-in-Council.

(2) Any holder of a commission as a Dominion land surveyor under the Dominion Land Surveyors Act.

(3) Any person who, previous to the coming into force of this Chapter, has been engaged in active practice as a civil engineer for not less than five years, of which not less than two have been in the Province of Nova Scotia, provided that a portion of such time has been spent in the actual work of land surveying sufficient in the opinion of the board to ensure his competency to perform such work.

(4) Any person who has completed a four years' course in civil engineering in a college or technical school approved by the board, and obtained a degree or diploma, and previous to the coming into force of this Chapter has,

(a) been engaged in active practice as a civil engineer in Nova Scotia for not less than two years, provided that a portion of such time has been spent in the actual work of land surveying sufficient in the opinion of the board to ensure his competency to perform such work; or,

(b) has had actual practice in field work in Nova Scotia as a land surveyor in charge of a survey for not less than one hundred days in each year for three years.

(3) Any person who has completed a four years' course in civil engineering or the special course for land surveyors at the Nova Scotia Technical College, and has obtained a degree or diploma therefore and who has been,

(a) engaged in Nova Scotia at field work in land surveying under a duly certified land surveyor for a period or periods not less in the aggregate than twelve months, or

(b) been a transit man on a railway survey for a period or periods not less in the aggregate than twenty-four months, or

(c) been engaged either in such work in land surveying or as such transit man for a period or periods aggregating not less than eighteen months provided that in such case not less than six months have been spent in land surveying."

The witness consulted stated that he had examined the syllabus sheets and considered the courses for Surveyors in the Army as being equivalent to the instrument work required. Applicants who had taken such courses would, however, be required to become familiar with the legal aspects of land surveying, locating and marking boundaries, etc., before being qualified to practice. The witness was not prepared to estimate how long that would take. Each case would have to be judged on its merits.

There is no system in Nova Scotia of indenture to a Provincial Land Surveyor. The applicant has to arrange to get experience in field work with various survey parties such as those of the Department of Lands and Forests engaged in replacing Crown land boundaries. Having acquired the necessary field experience the question whether it would be necessary for the candidate to pass an examination would be at the discretion of the Board of Examiners.

(G) PROVINCE OF NEW BRUNSWICK

In order to be admitted to practice as a Land Surveyor in New Brunswick an applicant for a license must prove to the satisfaction of the Board of Examiners:

- "(a) That he is a graduate in civil engineering or forest engineering of some recognized college of university and has had at least three months' practice in actual field work under the supervision of one or more competent and duly licensed land surveyors;
- "(b) That he has had at least one year's practice in some branch or branches of civil engineering allied to land surveying under the supervision of one or more competent civil engineers, and has had at least three months' practice in actual field work under the supervision of one or more competent and duly licensed land surveyors; or
- "(c) That he has had at least one year's practice in actual field work under the supervision of one or more competent or duly licensed land surveyors. 1921, c. 34, s. 1; 1925, c. 33, s. 2, am."

In addition to the above he must pass the examination set by the Board.

The witness consulted stated that the case of the veteran who wished to qualify as a Provincial Land Surveyor had not been considered, and that nothing had been done regarding possible credits for service training and experience. He said that he had looked over the syllabus sheets relating to surveyors in the Army and that they would receive some credit. He did not think that they would have any difficulty passing the examinations and might not be required to do more field work than the minimum of three months required by the Act. During that period they would be articulated to a Provincial Land Surveyor.

Opportunities for Land Surveyors in the Province are not great. Many of those practising are doing so on a part-time basis only.

(H) PROVINCE OF QUEBEC

In order to shorten the time of apprenticeship for a veteran who has done such work, while in the Armed Forces, the law of the Province of Quebec governing this rule of the Lands Surveyors Corporation would have to be amended. The apprenticeship time has to be warranted by a licensed Land Surveyor of the Province.

ADMISSION TO STUDY

For someone who has no certificate or diploma the law requires that he passes examinations before he is admitted to the study. The time required to successfully pass those examinations on subjects determined by the rules and regulations of the Association of Land Surveyors of the Province of Quebec depends on the aptitudes of the candidate. The holder of the diploma of B.A., or a certificate attesting that the candidate has successfully passed an examination in the subjects required by the rules and regulations of the Corporation of Quebec Land Surveyors, is admitted in apprenticeship without examinations.

ADMISSION TO PRACTICE

Before presenting himself for examinations every candidate for the practice of the profession, who has not followed a course of surveying in an institution recognized as giving such a course, must have regularly and faithfully served, during four consecutive years, as a student, under notarial indentures with a land surveyor duly admitted to practice for the Province, and being a member of the Corporation entitled to practice; have received from such land surveyor a certificate of service during such period; and have had one year practice in the field in the Province either with his patron or with any other land surveyor who is also a member of the Corporation and entitled to practice.

Every student, under indentures, who has followed for at least three years the Course given in the school of surveying at Quebec, and has there obtained the degree of Bachelor of Surveying, and who, during such course, has had at least nine months actual service on the ground, in the Province of Quebec, with a surveyor who is authorized to practice, may, after such course, present himself before the Board on management, at its annual meeting, for his final examination, and may be admitted to practice if such examination is found satisfactory.

Whosoever has a diploma or degree as a Civil Engineer, Land Surveyor or Bachelor of Applied Science, or who has been admitted as a member of the Canadian Society of Civil Engineers after having followed a regular course of studies in all branches of science shall be bound to serve under indentures for twelve (12) months only, eight of which shall consist of active service in the field.

There are at this moment one hundred and twenty land surveyors in practice, in the Province of Quebec. The new project of the Department of Lands and Forests to establish Forest Villages would require twenty-five more land surveyors. The Board of Directors of the Corporation of Quebec Land Surveyors is well disposed to grant a credit of one year of apprenticeship to the well qualified veteran in Survey work.

SECTION IX

STATIONARY ENGINEERS

1. A large number of personnel had training and-or experience while in the armed forces which would fit them particularly for the vocation of stationary engineering. Many of such personnel will desire to enter the field of stationary engineering on return to civil life. In addition to those already mentioned, there may be some without steam power plant experience or in work allied to it who will want to enter this field. To what extent these interested could and would be given credit for service training and experience was discussed with the various provinces by the Commission.
2. The personnel under consideration may be grouped as follows:
 - (a) Stationary Engineers in civil life who enlisted and served as such while in the service.
 - (b) Stationary engineers in civil life who enlisted and served in some other capacity.
 - (c) Personnel without any civil experience in power plant operation who were trained in the service as operators or attendants for steam power plants.
 - (d) Personnel whose training and experience while in the service was closely related to steam power plant operation.
 - (e) Personnel with no steam power plant training or experience or in work allied to it.
3. The result of the discussions with the provinces is summarized below:

(A) PROVINCE OF ONTARIO

Evid. VOL. III; Report No. 28; B-1 - C-13.

Representatives: Mr. John Sharp, Stationary Engineer (Ont.)

Mr. Sharp explained that the Board of Examiners were administering an Act of the province and consequently its discretionary powers were limited to those permitted by the rules and regulations.

The matter of giving credit for service experience had been given consideration with the result that an order in council had been passed which takes cognizance of the time spent in the service. The order in council dated 3rd day of March, 1944, reads as follows:

"Upon recommendation of the Honourable the Minister of Labour, the Committee of Council advise that pursuant to Section 3 of the operating engineers Act R.S.O. 1937, Chapter 238, providing that operating engineers in His Majesty's Armed Forces who held a current certificate at the time of their enlistment, and who have been honourably discharged, and who present themselves for examination for a higher grade of certificate be allowed, at the discretion of the Board of Examiners, such time served with the Forces, or part thereof, as being equivalent to the requirements of the Operating Engineers Act."

This order in council applies only to those who have a certificate at the time of enlistment. Moreover, it makes no distinction between those under paragraph 2 (a) and those under paragraph 2 (b). Presumably, however, the Board of Examiners would exercise due discretion in distinguishing between those two groups.

In order to take care of those who had no stationary engineering experience previous to entering the service an order in council dated 27 March 1945 was passed. It provides that:

"Men who have been honourably discharged from His Majesty's Armed Forces and who complete the six months' course in stationary engineering at the Ontario Rehabilitation and Training Institute, Toronto, or six months operating experience in a stationary steam plant within the meaning of the Act, shall be eligible to write the examination for an Ontario fourth-class stationary engineer's certificate."

It will be noted that this order in council makes no distinction between those who were trained in service in steam power plant operation and those who had no such training.

Discussion of the Act and the two orders in council and their application to specific cases brought out the following information:

1. The Act requires:

(a) For a Fourth-Class Certificate.

Candidate must have had twelve months' operating experience. A fourth-class certificate covers high pressure plants of from 25 H.P. to 75 H.P. and low pressure plants of from 75 H.P. to 200 H.P.

(b) For a Third-Class Certificate.

The candidate must have two years operating experience. A third class certificate covers high pressure plants of from 75 H.P. to 200 H.P. and low pressure plants of from 200 H.P. to 600 H.P.

(c) For a Second-Class Certificate.

The candidate must have had five years operating experience. A second class certificate covers a high pressure plant of from 200 H.P. to 600 H.P. and low pressure plants over 600 H.P.

(d) For a First-Class Certificate

The candidate must have had ten years operating experience. A first-class certificate covers high pressure and low pressure plants over 600 H.P.

2. Modification of the Act so far as ex-service personnel are concerned are contained in the two orders in council previously quoted.
3. While an ex-service man who has not hold a certificate previous to entering the service must first qualify for a fourth class certificate credit can subsequently be given in the various grades for his training and experience while in the service thereby allowing him to qualify for higher certificates in less time than the man who has had no training while in the service.

4. Machine shop experience can only be given credit in the time required for the first class certificate. It does not apply to the other grades.
5. It was pointed out that the necessity of E.R.A's, Stoker Petty Officers, and Chief Stokers sitting for 4th class certificates was not satisfactory to the Navy; such ratings should be allowed to take a higher examination in view of the training and experience which they had had. Mr. Sharp did not agree with this view and felt that all necessary arrangements had been made to give adequate credit for service experience. He did not appear to favour a suggestion that the Commission might make some attempt to have the Act and regulations amended. Nevertheless, the Commission inquired of the provincial government whether it would consider any change.

(B) PROVINCE OF BRITISH COLUMBIA

Evid. VOL. 17; Report 32, B-10 -

Representative: Mr. L. Duckitt, Chief Inspector of Steam Boilers.

The Liaison Officer Navy in opening the discussion pointed out that the Act permitted Chief Stokers, Stoker Petty Officers and Leading Stokers to sit for the third-class certificate examination only. It did not permit of any distinction between the various grades and required them to serve four years before being eligible for examination for a second-class certificate. He suggested that this period should be reduced commensurate with their service experience.

He further pointed out that the Warrant Engineers and Chief E.R.A's could sit for the examination for second-class certificate on application and that other classes of E.R.A's could sit for second or third-class certificates depending on their experience and the value placed in their services by the Inspectors.

Mr. Duckitt pointed out that a stoker, no matter what grade he might be, had had no experience as an engineer and therefore could not be permitted to sit for a second-class certificate. He must have four years experience as an engineer on a steam plant before he could sit for a second class certificate. He did not believe that the regulations should, or could, be changed to reduce the time required.

The following amendments to the regulations were suggested:

1. That Leading Stokers be permitted to sit for third-class certificate and after four years' service to sit for second-class certificate.
2. That Stoker Petty Officers be permitted to sit for third-class certificates and after three years service to sit for second-class certificate.
3. That Chief Stokers be allowed to sit for third-class certificate and after two years' service to sit for second-class certificate.

Mr. Duckitt did not believe that it would be advisable to make any alterations in the regulations; that stoker time could only be rated as firing time and not as engineer time. Moreover,

while the Act gave the Chief Inspector certain discretionary powers it would not permit variation from the time required for service in the various grades.

With respect to operators of steam power plants in the Army the question was raised of the standing allowed personnel trained in the Army of the standard of second-class certificate: would they be allowed to sit for a first-class certificate?

Mr. Duckitt stated that they would not be allowed to do so unless in possession of a second-class certificate, no matter what their experience had been. If they obtain a second-class certificate they could, after twelve months, sit for a first-class certificate provided they had had the necessary qualifying time while in the service. There was no discussion regarding Air Force personnel other than a statement by Mr. Duckitt that a number of them had obtained second-class certificates.

The qualifications required by the British Columbia Act in order that candidate may sit for examination for the various grades of certificates are as follows:

First-Class Engineer

"Must have served at least five years as engineer in charge of a watch of a steam plant of not less than 450 horse power; or, he shall have served as a mechanic four years in a workshop on the construction and repair of steam boilers and engines with their appurtenances, and one year as engineer in charge of a watch of a steam plant of not less than 450 horse power." ----

"He shall have been in possession of a second-class certificate for at least twelve months."

Second-Class Engineer

"A candidate shall be at least twenty-two years of age; he shall have served at least four years as engineer of a high-pressure steam plant of not less than 200 horse power; or he shall have served as a mechanic at least three years in a workshop on the construction or repair of steam boilers and engines with their appurtenances, and at least one year as engineer of a high pressure steam plant of not less than 200 horse power."

Third-Class Engineer

"A candidate shall be at least twenty years of age; he shall have served at least two years as engineer of a high pressure steam plant of not less than 25 horse power or three years as fireman, or he shall have served as a mechanic two years in a workshop on the construction and repair of steam boilers and engines, and six months as engineer of a high pressure steam plant of not less than 25 horse power."

Fourth-Class Engineer

"A candidate shall be at least eighteen years of age; he shall have served at least one year as fireman or engineer of a high pressure steam plant over 3 horse power, or he shall have served as a mechanic at least twelve months in a workshop on the construction or repair of steam engines and boilers and six months as fireman or engineer of a high pressure steam plant over 3 horse power."

(C) PROVINCE OF ALBERTA

Evid. VOL. VII; Report No. 36, F-36 - G-18.

Representative: Mr. V. Pearson, Mechanical Superintendent,
Department of Labour.

The qualifications for Engineers and Firemen in the Province of Alberta are contained in "The Boiler Act, 1929." They are as follows for the various grades of certificates:

1. First-Class Engineer's Certificate

(a) A candidate for a First-Class Engineer's certificate shall be not less than twenty-five years of age, and shall furnish proof that he has acted as engineer in charge of a steam plant having boilers aggregating not less than three hundred horse-power, together with engines of not less than three hundred horse-power, for a period of not less than three years during which period he was the holder of a 750 horse-power Second-Class Certificate; or

(b) That he has acted as engineer in charge of a steam plant having boilers aggregating not less than three hundred horse-power, together with engines of not less than three hundred horse-power, for a period of not less than five years; or

(c) That he has been employed as a journeymen machinist repairing or building engines or boilers for a period of not less than twenty-four months, and has in addition acted as engineer in charge of a steam plant of the capacity stated in (b) for a period of not less than twelve months; or

(d) That he has been appointed and employed as Assistant Inspector under the Act for a period of not less than five years.

(e) In no case shall a First-Class Certificate be granted to any candidate unless he has had charge of a steam plant of the aforesaid capacity for a period of not less than twelve months in the province of Alberta; or, that he meets the requirements of subsection (d).

2. Second-Class 750 Horse-Power Engineer's Certificate

A candidate for a Second-Class 750 Horse-power Engineer's Certificate shall be not less than twenty-four years of age, and shall be the holder of an Engineer's Second-Class 500 Horse-power Certificate, and in addition:

(a) Shall furnish proof that he has acted as engineer in charge of a steam plant having a boiler capacity exceeding 200 horse-power, together with engines of not less than 150 horse-power, for a period of not less than two years; or

(b) That he has acted as engineer in charge of a shift in a steam plant having a boiler capacity exceeding 500 horse-power, together with engines of not less than 300 horse-power, for a period of not less than three years.

3. Second-Class 500 Horse-Power Engineer's Certificate.

(a) A candidate for a Second-Class 500 horse-power Engineer's

Certificate shall be not less than twenty-three years of age and shall furnish proof that he has acted as engineer in charge of a shift in a steam plant having a boiler capacity exceeding 200 horse-power, together with engines of not less than 100 horse-power, for a period of not less than four years; or

(b) That he has acted as engineer in charge of a steam plant having a boiler capacity of not less than 100 horse-power, together with engines of not less than 100 horse-power, for a period of not less than four years; or

(c) That he has been employed as a machinist repairing or building engines or boilers for a period of not less than twenty-four months and in addition has acted as engineer in charge of a shift in a steam plant having a boiler capacity exceeding 200 horse-power together with engines of not less than 100 horse-power for a period of not less than twenty-four months; or

(d) That he has been employed as a machinist repairing or building engines or boilers for a period of not less than twenty-four months and in addition has acted as engineer in charge of a steam plant having a boiler capacity of not less than 100 horse-power together with engines of not less than 100 horse-power for a period of not less than twenty-four months.

4. Third-Class 200 Horse-Power Engineer's Certificate

(a) A candidate for a Third-Class 200 horse-power Engineer's Certificate shall be not less than nineteen years of age and shall furnish proof that he has acted as fireman of a boiler carrying a pressure of not less than 50 pounds per square inch, and a capacity of not less than 25 horse-power, for a period of not less than twelve months and in addition has acted as an engineer operating a stationary boiler having a capacity of not less than 25 horse-power together with engines of not less than 25 horse-power, for a period of not less than twelve months; or

(b) That he is holder of a Final Engineer's Certificate and can furnish proof that he has acted as a Fireman or as an Engineer operating a stationary steam plant having a boiler capacity of not less than 25 horse-power together with engines of not less than 25 horse-power for a period of not less than six months; or

(c) That he has been employed on the repairing or building of engines or boilers for a period of not less than twelve months and in addition has acted as a fireman or as an engineer operating a steam plant having a boiler capacity of not less than 25 horse-power, together with engines of not less than twelve months provided that not less than six months of such operating experience was obtained in the operation of a stationary steam plant; or

(d) That he is the holder of a certificate issued by a recognized School of Technology after completing a Third-Class course or better in steam engineering, and in addition has acted as Engineer operating a stationary steam plant having a boiler carrying a pressure of not less than 50 pounds per square inch, and a capacity of not less than 25 horse-power together with engines of not less than 25-horse-power for a

period of not less than six months, during which period he was the holder of a Provincial Engineer's Certificate; or

(e) That he has acted as a Fireman in a steam plant carrying a pressure exceeding 100 pounds per square inch, in which the boiler and engine capacities each exceeded 100 horse-power, for a period of not less than thirty-six months; or

(f) That he has acted as a Fireman, in a steam plant as set out in (e) for a period of not less than twenty-four months and in addition is the holder of a Certificate issued by a recognized School of Technology, after completing a Third-Class course or better in Steam Engineering;

(g) The experience as a Fireman set out in (e) and (f) must have been obtained in the province of Alberta under the supervision of the holder of a valid Engineer's Certificate;

(h) That he is the holder of a Final Engineer's Certificate and can furnish proof that he has acted as Engineer operating a steam plant exceeding 100 horse-power, and carrying a steam pressure exceeding 100 pounds per square inch, for a period of not less than twelve (12) months subsequent to receiving his final certificate.

Mr. Pearson, in giving evidence, stated:

"We are giving full credit for all experience received in the armed forces, providing the candidate can furnish documentary evidence that he has received such training and experience."

Questioned regarding the consideration which would be given to certain Naval Ratings for their experience and training Mr. Pearson said:

"As far as I am personally concerned, I am willing to recognize what experience they have had and to give them credit for it towards their certificate as they stand; but I, personally, am not in favour of reducing the standard nor the prerequisite experience either."

(D) PROVINCE OF SASKATCHEWAN - 16 July, 1945

Evid. VOL. VI; Report No. 39; C-7 - C-31

Representative: W. H. Mayhew, Chief Inspector of Steam Boilers, Department of Labour (Saskatchewan).

1. The Liaison Officer, Navy, in opening the discussion pointed out that the provision of the Boilers Act of Saskatchewan were not considered by the Naval Services to give enough credit "to some of the naval rates in relation to that which is being granted to members of less experience and less responsibility."

Mr. Mayhew, in reply, pointed out that the Act called for stationary engineering experience; while experience in the Navy was much the same it was felt that Naval personnel on such work were under discipline and not fully responsible for all parts of the job.

It was pointed out that the Act provides for E.R.A. Chief Stokers, Stoker Petty Officers and Leading Stokers, all sitting for third-class certificates. It was maintained that such provision inflicted a hardship on such rates as Chief Stokers, Stoker Petty Officers, and Leading Stokers; that their training and experience warranted allowing them to sit for a higher class of certificate. It was asked if it would be possible to amend the Act so as to allow those Senior rates to obtain a higher grade of certificate in less time.

Mr. Mayhew stated: "I think that can be taken care of in the Act. We have a clause in there which provides for certain experience, and the government would recognize Naval experience as the same as stationary experience, and I think they should. That would be taken care of in the time required by the Act for those grades."

He called attention to the qualifications necessary for the various classes of certificates. These are:

First-Class Certificate

Any person may present himself for examination for a first-class certificate who, having attained the age of twenty-five years and not being disqualified by subsection (4) of section 41:

- (a) is the holder of a second-class certificate and has since its receipt, for a period of three years, either been in charge of a stationary high pressure steam plant of not less than three hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than five hundred horse-power; or
- (b) satisfies the minister that he has been in charge of a stationary high pressure steam plant of not less than three hundred horse-power for a period of at least five years; or
- (c) satisfies the minister that he has served three years in a workshop, employed in the manufacture or repairing of engines or boilers and has, for a further period of two years, either been in charge of a stationary high pressure steam plant of not less than three hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than five hundred horse-power; or
- (d) is a graduate in engineering from a recognized university, is the holder of a second-class certificate and has since its receipt, for a period of two years, either been in charge of a stationary high pressure steam plant of not less than three hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than five hundred horse-power.

Second-Class Certificate

Any person may present himself for examination for a second-class certificate who, having attained the age of twenty-two years:

(a) is the holder of a third-class certificate and has since its receipt, for a period of eighteen months, either been in charge of a stationary high pressure steam plant of not less than two hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than three hundred horse-power; or

(b) satisfies the minister that he has been in charge of a stationary high pressure steam plant of not less than one hundred horse-power for a period of at least four years; or

(c) satisfies the minister that he has served three years in a workshop, employed in the manufacture or repairing of engines or boilers and has, for a further period of one year, either been in charge of a stationary high pressure steam plant of not less than two hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than three hundred horse-power; or

(d) is a graduate in engineering from a recognized university, is the holder of a third-class certificate and has since its receipt, for a period of one year, either been in charge of a stationary high pressure steam plant of not less than two hundred horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than three hundred horse-power.

Third-Class Certificate

Any person may present himself for examination for a third-class certificate who, having attained the age of twenty-one years:

(a) is the holder of a fourth-class certificate and has since its receipt, for a period of one year, either been in charge of a stationary high pressure steam plant of not less than seventy-five horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than one hundred horse-power; or

(b) satisfies the minister that he has been in charge of a stationary high pressure steam plant of not less than fifty horse-power for a period of at least two years; or

(c) satisfies the minister that he has served two years in a workshop, employed in the manufacture or repairing of engines or boilers and has, for a further period of one year, either been in charge of a stationary high pressure steam plant of not less than fifty horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than one hundred horse-power; or

(d) is a graduate in engineering from a recognized university, is the holder of a fourth-class certificate and has since its receipt, for a period of six months, either been in charge of a stationary high pressure steam plant of not less than seventy-five horse-power or acted as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than one hundred horse-power.

Fourth-Class Certificate

Any person may present himself for examination for a fourth-class certificate who, having attained the age of nineteen years:

- (a) satisfies the minister that he has, for a period of one year, fired a stationary high pressure boiler of not less than twenty-five horse-power; or
- (b) is the holder of a final traction certificate and has fired a stationary high pressure boiler of not less than twenty-five horse-power for a period of six months; or
- (c) satisfies the minister that he has served two years in a workshop, employed in the manufacture or repairing of engines or boilers and has, for a further period of six months, fired a stationary high pressure boiler of not less than twenty-five horse-power; or
- (d) is the holder of a fireman's permanent certificate and has since its receipt, for a period of six months, fired a low pressure heating boiler exceeding forty horse-power; or
- (e) is a graduate in engineering from a recognized university and has acted for three months as assistant to the holder of a certificate issued under this Act in the operation of a stationary high pressure steam plant of not less than one hundred horse-power.

Traction Engineer's Certificate

Any person may present himself for examination for a traction engineer's certificate who:

- (a) holds or has held a provisional certificate and since its receipt has operated a steam engine for one threshing or ploughing season; or
- (b) satisfies the minister that he has had extensive experience as operator of traction or portable or semi-portable engines.

In discussing the provisions of the Act Mr. Mayhew said that he had been "willing to recognize their experience in the Navy as giving them the experience required by the Act according to the grade for which they are applying; but that, I may say, is at my own discretion until such changes can be made in the Steam Boilers Act." He stated that the Act could be amended but that he did not consider that it would be fair to either the men applying for certificates or their future employers to do so.

Apparently there is little difficulty in giving proper credit for Army or Air Force personnel since their experience on steam power plants in the service is rated the same as stationary engineering.

(E) PROVINCE OF MANITOBA

Evid. VOL. VII; Report No. 43; A-3 - A-35

Representative: Mr. R. A. Stewart, Deputy Minister of Labour.

The qualifications necessary for sitting for the examinations for other various grades of certificates as an operating engineer in the Province of Manitoba are detailed in "The Steam Boiler and

Pressure Plant Act" Sect. 32. This section reads as follows:

(1) No person shall be eligible for examination as an operating engineer unless he is a British subject, of the full age of twenty-one years, and, in the case of

(a) an applicant for a provisional certificate, unless he has twelve months' practical experience in the operation or construction of boilers and the machinery used therewith;

(b) an applicant for a third-class certificate, unless

(i) he holds a provisional certificate and since its receipt has fired a boiler or assisted an engineer in the operation of a plant developing at least one hundred horse-power, for a period of twelve months; or

(ii) he has served at least two years firing a boiler or assisting an engineer in a plant developing at least one hundred horse-power; or

(iii) he has served at least two years on the work of building or repairing boilers or machinery, and in addition one year firing or assisting in a plant in charge of an engineer; or

(iv) he holds a certificate in engineering issued by a duly recognized school of technology, and has in addition two years' experience assisting an engineer in charge of a plant developing at least one hundred horse-power;

(c) an applicant for a second-class certificate, unless

(i) he holds a third-class certificate, and in addition has since its receipt either operated a plant of one hundred horse-power or acted as assistant in the operation of a plant of over two hundred horse-power for a period of two years; or

(ii) he has served four years in the work of building or repairing boilers or machinery, and in addition has for a period of two years either operated a plant of one hundred horse-power or acted as assistant in the operation of a plant of over two hundred horse-power; or

(iii) he holds a certificate in engineering, issued by a duly recognized school of technology, and has in addition three years' experience in the operation of a plant of over two hundred horse-power; and

(d) an applicant for a first-class certificate, unless

(i) he holds a second-class certificate, and in addition has since its receipt either operated a plant of over two hundred horse-power or acted as assistant in the operation of a plant of over five hundred horse-power, for a period of two years; or

(ii) he has served six years in the work of building or repairing boilers or machinery, and in addition has for a period of two years either operated a plant of

over two hundred horse-power or acted as assistant in the operation of a plant of over five hundred horse-power; or

(iii) he holds a certificate in engineering by a duly recognized school of technology, and has in addition three years' experience in the operation of a plant of over five hundred horse-power.

(2) Any person who holds a certificate of qualification as an engineer for operating boilers and machinery, granted under the provisions of any Act of the Parliament of the United Kingdom, or of Canada, or of the legislative authority of any province therein, or of any part of His Majesty's possessions, may, upon making application, accompanied by such evidence of qualification as is required, and upon passing an examination before the board, if deemed necessary by the minister, obtain a certificate of qualification as an engineer in the class determined by the minister. RSM, C.199, s. 32.

Mr. Stewart explained that everything possible was being done to afford veterans who wished to do so to sit for the different grades of certificates, particularly those who had a certificate before they joined the Service. A correspondence course was available, which a number of service men were taking, and they were given full credit for time spent in the Service. Those who had licences before enlisting are carried until discharged and are then given their first certificate free of charge. When they return they are interviewed regarding qualifications and experience and then are allowed to write for the grade of certificate for which they appear to be qualified.

(F) PROVINCE OF QUEBEC

Evid. VOL. II (a); Report No. 45, C-5 - C-13

Representative: Mr. Theo. Reynolds, Chief Inspector (Quebec)
Stationary Engineering.

1. The conditions under which candidates are eligible to take the examinations for the various grades of certificates for stationary Engineers in the province of Quebec are contained in "An Act and Regulations relating to Stationary Enginemen." Sections 45 to 52 inclusive. They are as follows:

45. First-Class Examination, Grade A:- Any candidate to this examination must:

- (a) have held a second-class certificate, grade A, for at least twenty-four (24) months;
- (b) have worked during twenty-four (24) months in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding a first-class certificate, grade A, in a first-class plant, grade A;
- (c) have a sufficient knowledge of the pressure vessel Codes used by the Board of Examiners;
- (d) be able to make a scale drawing of steam boiler or engine parts.

46. First-Class Examination, Grade AB:- Candidates to this examination must:

- (a) have held a second class certificate, grade AB, for at least twenty-four (24) months
- (b) have worked during twenty-four (24) months in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding a first-class certificate, grade AB, in a first-class plant, grade AB;
- (c) have a sufficient knowledge of the pressure vessel Codes used by the Board of Examiners;
- (d) be able to make a scale drawing of steam boiler or engine parts.

47. Second-Class Examination, Grade A:- Candidates to this examination must:

- (a) have held a third-class certificate, grade A or AB, for at least twenty-four (24) months;
- (b) have worked during twenty-four (24) months in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding at least a second-class certificate, grades A or AB, in a plant of the second class, at least, Grade A or AB.

48. Second-Class Examination, Grade AB:- Candidates to this examination must:

- (a) have held a third-class certificate, grade AB, for at least twenty-four (24) months;
- (b) have worked during twenty-four (24) months in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding, at least, a second-class certificate, grade AB, in a plant of the second-class, at least grade AB. Any candidate eligible to the second-class examination, grade A, and who has worked during at least twelve (12) months in a plant of grade AB under the direction of a stationary engineman, may also undergo this examination.

49. Third-Class Examination, Grade A:- Candidates to this examination must:

- (a) have held a fourth-class certificate, grade A or AB, for at least eighteen (18) months;
- (b) have worked during eighteen (18) months, in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding, at least, a third-class certificate grade A or AB, in a plant of the third class, at least, grade A or AB.

50. Third-Class Examination, Grade AB:- Candidates to this examination must:

- (a) have held a fourth-class certificate, grade AB for at least eighteen (18) months;
- (b) have worked during eighteen (18) months in minimum periods of three (3) consecutive months, under the direction of a stationary engineman holding, at least, a third-class certificate, grade AB, in a plant of the third-class, at least, grade AB.

Any candidate eligible to the third-class examination, grade A, and who has worked during at least nine (9) months in a plant of grade AB, under the direction of a stationary engineman, may also undergo this examination.

However, any candidate having served an apprenticeship period of four (4) years in the construction or repair of boilers or steam engines shall be eligible to the third-class examination without having, previously, undergone a fourth-class examination, grade A or AB.

51. Fourth-class Examination, Grade A:- Candidates to this examination must:

- (a) at least be twenty (20) years of age;
- (b) have worked, as fireman, during eighteen (18) months, in minimum periods of three (3) consecutive months, under the direction of a stationary engineman, in a stationary engine plant of grade A.

The Liaison Officer, Navy, in opening the discussion requested information as to what consideration had been given by Mr. Reynolds' Department for graded advancement for the various grades in the Naval service.

Mr. Reynolds explained that Stationary Engineers are graded according to the number of years experience they have had, and that there was, "nothing to prevent me from permitting him to get the benefit of what he has done in stationary work." . . . "The procedure would be this: we would ask a man to undergo a fourth-class examination. If he succeeded, then he would be eligible to undergo the third immediately after you see. In other words, the fourth-class would serve as a test for his qualifications as third class." Mr. Reynolds further stated that after a candidate passed for third-class he would have to wait eighteen months before sitting for the second-class examination. It was pointed out that the required experience for second-class was therefore four and a half years and it was asked if a man who had five years' experience would be allowed to sit for second-class immediately after passing for fourth-class. Mr. Reynolds pointed out that the number of years' experience alone does not qualify a man; he must have served in plants of a certain capacity, e.g., a third-class certificate covers plants up to 400 horse-power boiler capacity.

Mr. Reynolds thought that there were good opportunities in the province for those who wished to become stationary engineers. Modern installations required more technical knowledge than the older installations; more delicate and complicated instruments, etc., are being used. Therefore there should be good opportunity for the younger men who have the necessary technical knowledge.

Questioned, Mr. Reynolds pointed out that there was no problem with respect to Army personnel because the work they were doing was recognized as stationary engineering. The same would apply to Air Force personnel.

(G) PROVINCE OF NEW BRUNSWICK

Evid. VOL. X; Report No. 55, A-7 - A-9; A-15 - A-17
 " " " Report No. 56, A-4 - A-13.

Representative: Mr. F. O. Sherwood, Chief Inspector,
 Department of Labour.

Mr. Sherwood presented a memorandum on the arrangements which the Department of Labour had made to recognize the experience and training which personnel of the Armed Forces had received while in the Service. With respect to Stationary Engineers these arrangements are as follows:

"MEMORANDUM

"The Department of Labour of this province has made certain arrangements with respect to the granting of credits to ex-servicemen for experience and training received while in service which will undoubtedly be of interest to you and which should be a good basis for consideration of matters of mutual interest on the subject of veterans' credits.

"Stationary Engineers' Licences

"Prior to January 1st, 1945, only one class of stationary engineer's licence was issued by this province. On that date amendments to the Steam Boiler Regulations became effective requiring every person having charge of or operating a steam plant to possess a first, second or third-class stationary engineer's licence according to the person's occupation and the boiler horsepower of the plant in which he was employed. All persons holding valid licences in 1942, 1943 or 1944 or in the case of the armed forces or the merchant navy at the time of enlistment were made eligible, upon application and without examination for the class of licence which the regulations required such person to have to continue in his position or in the case of those in the armed forces, not in engineering, to continue in the position held prior to enlistment.

"The Regulations also provide that any member of the armed forces or the Merchant Navy who hold a valid licence at the time of his enlistment is eligible for examination for any class of stationary engineer's licence.

"Particular consideration has been given to Naval personnel by order in council 44-186 of April 24, 1945, which made effective an agreement reached between Commander E. W. Wood, R.C.N., Training Officer on Staff of Director of Engineering Personnel, Department of National Defence, Ottawa, and the Provincial Department of Labour. By this order in council ex-members of the R.C.N. including the R.C.N. (V.R.) are made eligible for examination on the following basis:

Chief Stoker, Warrant Engineer or Chief Engine Room Artificer shall be deemed a qualified candidate for any class of Stationary Engineer's Licence;

Stoker Petty Officer or Fourth-Class Confirmed Engine Room Artificer shall be deemed a qualified candidate for a second-class Stationary Engineer's Licence;

Loading Stoker, Fifth Class Engine Room Artificer, or Acting Fourth-Class Engine Room Artificer shall be deemed a qualified candidate for a third-class Stationary Engineer's Licence.

"Thus provision has been made that naval personnel of certain ranks need not serve the usual apprenticeship period, namely, one year's practical experience before becoming eligible for examination for a third-class licence, one year's possession

of a third-class licence before becoming eligible for examination for a second-class licence, and one year's possession of a second-class licence before becoming eligible for examination for a first-class licence.

"With respect to the Army and Air Force, it is to be noted that their personnel having charge of or operating steam equipment in the province have obtained the proper grade of licence. In the case of those who have operated such equipment for either of those branches of the service outside the province we should be glad to discuss the granting of appropriate credits."

Mr. Sherwood in discussing the memorandum and referring to the last sentence which relates to the Army and Air Force personnel who served outside the Province on stationary engineering work stated that "at the last meeting of the Board of Examiners for Stationary Engineers a resolution was passed . . . and provision has already been made for the setting up of those credits . . . they will grant those credits."

(H) PROVINCE OF NOVA SCOTIA

Evid. VOL. II; Report 52, A-30 - B-7

Representative: Mr. J. J. Gray, Chief Inspector of Steam Boilers.

Nova Scotia differs from the other provinces in that the Regulations regarding qualifications for stationary engineers are presently being drafted and have not yet been put into effect. There is "An Act Respecting Engine Operator," passed in March 1945, but this Act does not define the qualifications necessary for whatever grades of certificates it is proposed to establish. Mr. Gray stated ".... at the present time, anyone can procure employment as an engineer who proves to his employer that he is capable of doing so, by getting employment."

Following considerable discussion it was arranged for the Liaison Officers to meet those who were concerned with preparing the "Regulations" and discuss the proposed provisions.

Following this meeting the Liaison Officers reported that they were in agreement with all the proposed regulations except one. This particular proposal was to the effect that any credits for service training and experience should not be given unless the veteran made application for a certificate within two years of discharge. The attitude of the representatives of the Regulations Committee was that this proposal should be made effective.

The summary of the discussion held in each Province, as outlined in paragraph 3, indicates the following:

(a) There are considerable differences between the Provinces with respect to the qualifications necessary for the various grades of Stationary Engineers,

(b) The credits for service training and experience which the Provinces are willing to allow vary greatly.

(c) Generally, the credits allowed do not give full recognition for differences in training and experience which naval ratings engaged on work connected with, or allied to, steam power plant operation have had. This applies particularly to the Provinces of Ontario, British Columbia, Alberta and Saskatchewan. The Provinces of Manitoba, Quebec

and New Brunswick have attempted to distinguish between the experience and training of different naval rates and award credits which are more in line with their naval qualifications. The situation in Nova Scotia is still uncertain.

(d) The chief reason for the reluctance of some of the Provinces to give more credit for the training and experience of naval ratings appears to be that such training and experience is not considered to be the same as the training which Stationary Engineers receive and that the experience which they have had does not carry with it the same measure of responsibility as in the case of operators of stationary steam power plants.

(e) Suggestions by the Commission that the Acts and Regulations of the above noted Provinces should be amended to give more equitable recognition for the training and experience of naval ratings did not meet with the approval of the representatives of those Provinces.

(f) There appears to be little difficulty connected with assessing the training and experience of Stationary Engineers from the Army and the Air Force. A possible exception would be the Province of Alberta where any training and experience other than that directly under the supervision of the Provincial Officials is given low rating by the Board of Examiners.

RECOMMENDATION NO. 79

Uniformity of Qualifications Stationary Engineers

The Commission recommends:

In view of the lack of uniformity of the qualifications required, and the conditions under which such qualifications may be acquired, in the various Provinces thereby making it difficult for a Stationary Engineer to obtain full recognition if he transfers from one Province to another, and further because of the wide variation in the amount of credit which is being allowed the veteran for service training and experience by the different Provinces -

- (a) THAT the Federal Government should attempt to arrange with the Provinces for uniform standards of the qualifications required for Stationary Engineers various grades of certificates throughout Canada;
- (b) THAT the Federal Government should take steps to ensure, as far as possible, that veterans receive in all the Provinces full recognition for service training and experience and that such recognition be made uniform across Canada.

SECTION X

TECHNICAL INSTITUTES

At the outset of the work of the Commission on Veterans' Qualifications a study of in-service training was made. This study was comprehensive, and included all trades in the three services. Each trade was analyzed and the prerequisites, the period of training and the trade content were set down. This was done for some 600 occupations in all. 'Trades' as used here has not only the civilian significance but as well implies all manner of craftsmanship and skill, even that approaching professional levels.

Following this study, the next natural step was to learn if possible what civilian credits could be claimed by the veteran on the one hand and on the other would be allowed by those bodies controlling conditions of employment in various civilian occupations. In addition to the wishes and advice of various bodies, such as Officials of Departments of Education, University authorities, Trade Union representatives and others, there is certain delimiting legislation in the various provinces.

In this complex study it soon became evident that giving a man a civilian equivalent for in-service training was of little purpose if there the matter were to end. Witnesses repeatedly expressed to the Commission their apprehension regarding opportunities for appropriate and full employment which would aid veterans towards their complete re-establishment in civilian life. This was just as true for the veteran who by study had upgraded his academic status as for the man who had mastered a purely manual skill.

This problem then is particularly pronounced in the field of post-war education. Young men enlisted in large numbers and left behind the task in hand of gaining an education. Many were in university careers; many were on the threshold thereof. Altogether these represent a large group of youths who since have reached manhood without having reached their educational goal and now desire to overtake that objective.

The war has been of a highly technical nature and this has given many young men contacts and experience that have broadened their vision and whetted their desire for further instruction. This fact, coupled with the available benefits and credits being offered by the Government of Canada has motivated a very large additional group of young men, without any previously well defined plans, to desire advanced education. Naturally enough the popular choice is Engineering, with Electricity as the specialty most frequently desired. Of course, it may very well be that certain veterans plan to enroll in the traditional engineering programme without having a complete realization of what is involved.

It has become increasingly apparent that if such a plan of post-war education is to be desired by any such numbers of veterans as has been indicated elsewhere in this report there will be accommodation for only a part of them. Education then is one activity in which many men will not be able to apply their qualifications towards their chosen goal unless additional facilities are made available.

From evidence given before the Commission it has become abundantly clear that a set of three circumstances may in general create a bottleneck delimiting the ability of the Universities to cope with

the situation, namely, (1) building accommodation, (2) equipment facilities and (3) staff. These controlling factors are not equally pronounced in all University centres, but in general the first two are the more serious. If, then, all of the ex-service men desiring University education cannot be accommodated, a serious problem confronts them. Each man has already given years of priceless time which never can be retrieved. There is no substitute for time, but it is still possible to introduce additional facilities which can meet his needs efficiently and aid him in reaching his objectives. Such facilities could be provided by a new unit introduced into the educational life of Canada, now for most of the provinces, namely, the Technical Institute.

New ideas develop slowly and sometimes are acted upon only after long periods. Sometimes only a war emergency or a peace-time emergency can bring into being the tangible result.

Education in Canada had its beginnings long ago and naturally enough in general was patterned along classical lines, well known in the old lands. In those days Canada was just emerging from primitive pioneer activities to assume the aspect of small manufacturing. In spite of this early start of industry many years elapsed before any major innovation was made in the field of education and that, when Technical Schools were introduced on the Secondary School level. These schools filled a need by bringing to thousands of pupils a new educational programme as an alternative to a purely academic curriculum. Of those who still follow such a course only a small percentage ever attend University, the goal that seems to be the only one in the minds of some educationists. However, being too-ego individuals with age on their side, they in some manner make their way in life.

Now the problem of major importance is what to do for a large number of mature adult students, veterans who wish to proceed with engineering training long deferred. The only way to meet this problem is to provide facilities of suitable type at the post-secondary school level.

It should be noted here that although the Technical or Vocational School served a useful function in offering a more effective education, the basic objectives of the programmes offered have not been fully appreciated in certain quarters. But over the years results have proven the excellence of the programme which had without doubt played a great part in the success of Canada's war effort both in industry and on the fighting front.

In every province of Canada the Commission heard evidence from University authorities and representatives of Technical Organizations, such as Professional Engineers and Land Surveyors. Almost without exception these presented a solid body of opinion in favour of the establishment of Technical institutes. Although the immediate need is of an emergency nature to accommodate ex-service men, some careful thought must be given to the fact that the wartime features in this connection will gradually work out of the problem. Possibly in four or five years these will have shaded into the peacetime needs. It would be efficient planning to anticipate this evolution.

There will be then a continuing institution above the secondary school level providing a peacetime service for which grade eleven or twelve standing (according to the province concerned) will be required as entrance prerequisite. Below that level the present technical schools provide for adolescents; the rehabilitation centres provide for ex-service personnel. These centres operated by Canadian Vocational Training, make available trade instruction and practice. Being above Grade Eleven or Twelve level the technical institute would for many men

replace the engineering faculty. These schools should have expanding objectives and as time elapses, will probably develop a curriculum of increasing length.

Such an institute is to be much more than a trade or vocational school. It will deal with the science of industrial processes, that is the chemistry and physics of industry; the principles of mechanics, mathematics and drawing, so that students in these courses may master the principles underlying scientific work.

In addition to the foregoing studies of a general engineering nature there will be classes in the realm of psychology and personnel problems. None has ability in leadership and in organization come to the fore with such impact as in the past few years with the creation of huge labour organizations and with the stirrings of industrial strife.

As well, there will be units in the curriculum dealing with the problems of production, such as standards and plant layout; methods and processing; quantity and quality controls; elements of costs; Commerce Economics and Accounting; and many similar topics of importance to the phases of industry which determine the objectives of any particular school.

At this stage, it might be well to note that most veterans interested in advanced training will be older than the optimum age for starting a university course and certainly beyond the average age of young men who ordinarily do so. The age therefore at graduation and the possibilities of reaching the professional level in engineering should be considered by veterans before deciding on their next step.

There is no doubt that the objectives for many veterans would be served better by a course in the proposed Technical Institute than by one in an Engineering Faculty. The shorter programme will allow the trainee to get his foot on the industrial ladder that much sooner and to gain experience and seniority in an industry of his choice. The veteran, owing to his age and maturity in all probability, will get a head start and momentum in the 'know-how' of industrial procedures.

The newer science under consideration might be styled Management and Product Engineering. A basic characteristic of Professional Engineering is the ability to analyze and do original design but certainly there is endless scope for the Product Engineer to proceed on undertakings based on his own original thought. This in large part depends on latent talent combined with experience. It is difficult to draw a definite line between the two sciences and there are many examples of great inventors who did not have the opportunity of a university career. As cases in point, Thomas Edison, Henry Ford, Alexander Graham Bell and others might be named.

It is hoped that the foregoing will serve in some measure to impress upon veterans and others interested that while the basic philosophy underlying the curriculum of the Technical Institute and that of the Engineering College are somewhat divergent, the ultimate objectives and goals lie in the same areas. There is not the slightest doubt but that employment toward which the former aims can be interesting to the keenest intellects; the processes challenging to the ingenuity of the most analytical; and altogether can lead to the highest social and economic levels possible to the individual by any other means.

These new institutes will not be build in every city and town but in strategic centres to serve certain zones. This in itself presupposes a range of choices in the curriculum. Even in the case of institutes privately sponsored by industrial companies such is the case. In other words it would seem desirable to make the programme basic and comprehensive because graduates will go here and there into all manner of occupation or industry. Such a philosophy, however, would not preclude emphasis being given to one phase of industry and engineering in one centre and to something else in another.

Moreover, these new curricula may very well be established with a variety programme as follows:

- (1) The main course would be a two-year day curriculum at first, with expanding objectives enabling it to enlarge to a four-year programme as needs warrant.
- (2) Part-time day units pursued on a cooperative basis. Under such a plan a student would alternate periods of wage earning employment with corresponding periods of formal schooling. This is an excellent way to combine on-the-job training with the theoretical and scientific phases of industrial engineering.
- (3) Short-time day courses taken during the winter months which in some industries are periods of slack employment.
- (4) Evening school programmes.

From statements made regarding this whole problem of Engineering and Technical training there are certain features that might be mentioned by way of review:

- (1) From evidence received by the Commission there does not seem to be a thorough knowledge as to the purpose or the organization of Technical Institutes.
- (2) Technical Institutes should be brought into being in the near future for the immediate purpose of making available a new programme which will provide an efficient and speedy method of giving a large number of veterans the training they actually require for their chosen vocation.
- (3) As soon as possible, such schools should be housed in permanent dignified quarters, well equipped and staffed by the best personnel available.
- (4) In general, the opinion of the University authorities was that such Institutes should not be part of a University.

Thus far, this section has had as its main theme the providing of a technical institute course as a new alternative to the traditional engineering programme. Stress has been laid on this because of the large number of young men involved and because this main course will be the core of the new curriculum about which all other units will revolve for civilians of the future as well as veterans. It is out of this phase of the curriculum that these men, who will aim to reach more advanced levels, may grow. Because of the desires and attainments of these men, senior years of Technical Institute courses will finally develop. In addition, ways and means will be found to enable men of the best talent to proceed to the upper years of the usual engineering schools. This is a progressive step which should be definitely planned at the outset. It is to be expected as well that there will be numbers of exchanges ultimately from Engineering Colleges to Institutes.

Dean C. R. Young of the University of Toronto states in his brief re the establishing of Technical Institutes that "undoubtedly it would be in the public interest for the Universities possible in cooperation with the Department of Education for the province concerned to arrange suitable bridging courses for facilitating such transfers."

This philosophy keeps all avenues open so as to make it possible for talent wherever found, to develop and advance up the educational ladder. Dr. Gray, of Queen's University, and Dr. Patterson, President of Acadia University, have given their support to this philosophy.

There are, of course, additional ways in which a Technical Institute can function to the advantage of the ex-service man. These are suggested by the different possible phases of the curriculum as indicated above. Many discharges may decide to accept at once, employment which may or may not be new to them. This will appeal to many especially if such opportunities are freely available. As time passes and the future programme clarifies for many of these men, they will desire to pursue refresher courses or a unit dealing with some phase of industry new to them. The former may be satisfied by an evening school curriculum and the latter possibly by a short term day course that may be organized during winter months.

Chart "A" hereto sets forth possible steps in the educational career of a veteran having in mind particularly the grouping of those men in the appropriate age-level in respect to others. Chart "B" hereto shows steps in the educational set-up under normal conditions and includes the new Technical Institute unit,

In view of evidence submitted to the Commission and the information given in the foregoing report, the Commission submitted to the Government Recommendation No. 3A. Part of paragraph four of this Recommendation might be specially noted, "... such training (e.g. technical institute) to be effective must necessarily be above the level of that given in Technical High Schools, and for the purposes of incentive should, by arrangement with the Universities if possible, be so designed as to qualify in credits toward a University degree in engineering or should at least be directed toward student membership examinations of the professional engineering societies."

There are numbers of Technical Institutes in the United States and these have varying objectives and likewise curricula. Privately organized and operated Institutes have taken a lead in the development of this type of education. The following are well known:

Franklin Technical Institute, Boston, Mass.
 Wentworth Institute, Boston, Mass.
 Ohio Mechanics Institute, Cincinnati, Ohio
 Rochester A. and M. Institute, Rochester, N.Y.
 Lowell Institute School, Cambridge, Pa.
 General Motors Institute of Technology, Flint, Mich.
 Chrysler Institute of Technology, Detroit, Mich.
 Detroit Institute of Technology, Detroit, Mich.
 Peabody Institute, Minneapolis, Minn.

The following are several Public Technical Institutes:

State Textile Institute of Mass., Fall River, Mass.
 do Lowell, Mass.
 do New Bedford, Mass.

State Maritime Academy, San Francisco, Cal.
do Castine, Maine.
do Boston, Mass.
do Fort Schuyler, N.Y.

Technical Institute (Dept. of Purdue Univ.)
East Chicago, Ind.
do Cary, Ind.
do Hammond, Ind.
do Whiting, Ind.

New York State Technical Inst., Alfred, N.Y.
do Canton, N.Y.
do Morrisville, N.Y.

With their experience as a background the Board of Regents (Dept. of Education) of New York is now planning an extensive increase in the State-wide programme of vocational training through the development of a number of additional technical institutes both in New York and in the upstate area. The programme provides for the development of new State Technical Institutes for the Buffalo area, Rochester, Elmira, Binghamton, Syracuse, Albany, Plattsburg and in Westchester County. It provides also for the establishment of eleven new institutes for the City of New York, four of which would be affiliated with the existing Municipal Colleges and the other seven operated by the Board of Education.

The four institutes proposed to be established in cooperation with Brooklyn College, City College, Hunter College and Queens College are expected to provide semi-professional training for the distributive trades, public service occupations, business specialists in the legal and medical professions, institutional management and transportation.

Several Canadian Provinces have started or are planning institutes of this nature.

From the standpoint of guidance, a veteran or civilian will ask what goals are available for those who successfully complete a Technical Institute course. As a matter of record and interest, the following are a few case histories of men all of whom graduated from a Vocational School at Grade Twelve level and then pursued a Technical Institute Course:

(1) One man majored in Electricity in the secondary school and pursued this study at an Institute. This was followed by work in the Arts course and after a number of years lecturing in mathematics he is now a mathematical expert with a large firm of Architectural Engineers.

(2) Another man majored in Mechanical Drafting in the secondary school and pursued the Technical Institute programme in the evenings while employed in an engineering office during the day. After considerable experience in the design of Work-Shop Lorries for Russia and elsewhere, he is now the Engineer in charge of Passenger Vehicle production for a large Canadian automobile concern.

(3) Another Technical School graduate majored in Machine Shop practice and secured a degree from a Technical Institute. He is now with a large Canadian firm as technical expert in carbonyl tools.

(4) One graduate of a Technical School having majored in Auto-Mechanics later pursued a four-year Technical Institute course and after considerable experience in automotive design was sent overseas to London, England, as a civilian Engine expert, attached to Headquarters, Canadian Army Motor Transport Division.

(5) There are other similar cases of designers, mechanical draftsmen, assistant engineers, chief engineers, managers and proprietors which give in general the pattern of the employment eventually within the reach of those so trained.

CHART "A"

POSSIBLE STEPS IN EDUCATION
FOR VETERANS

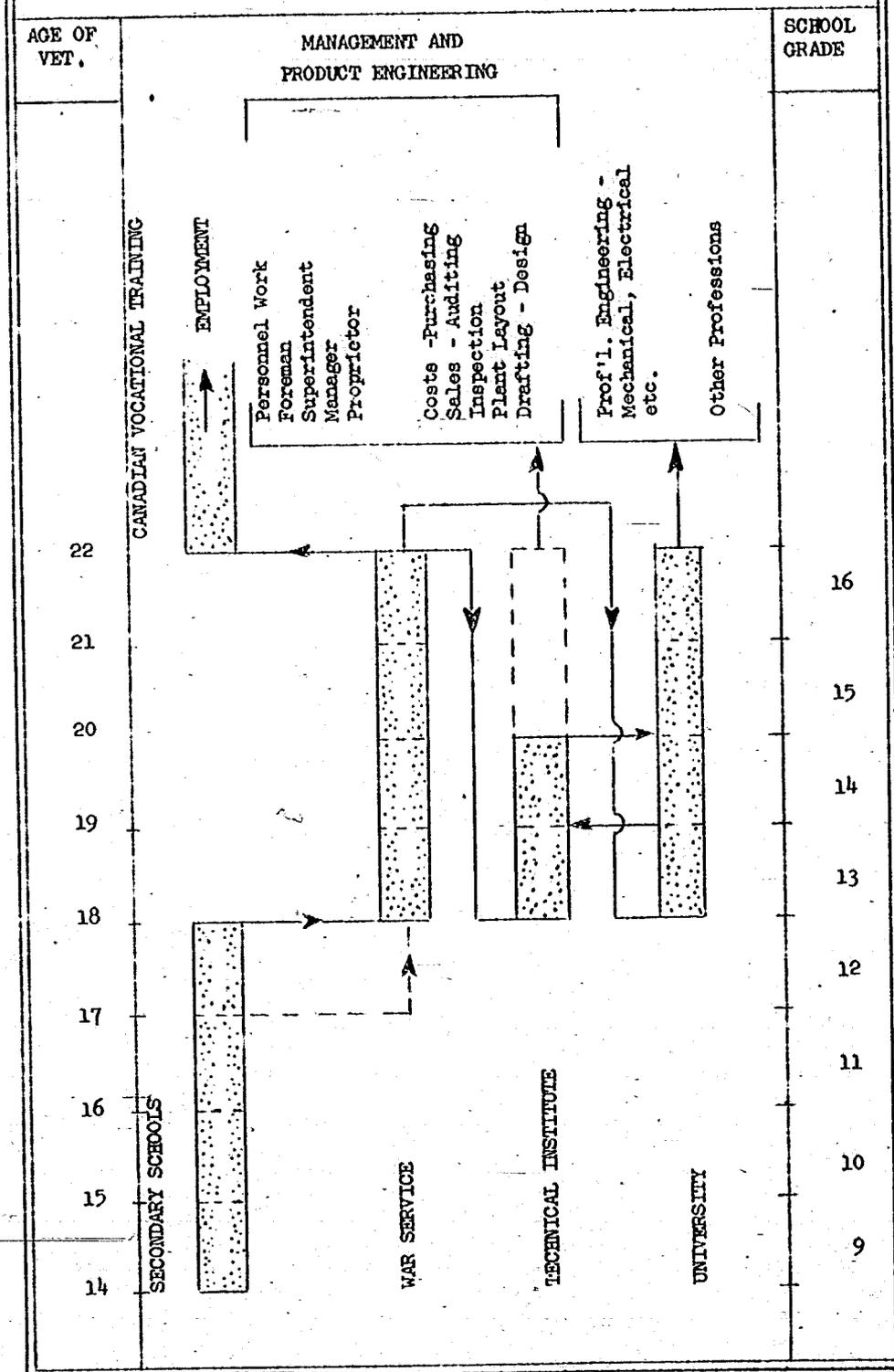
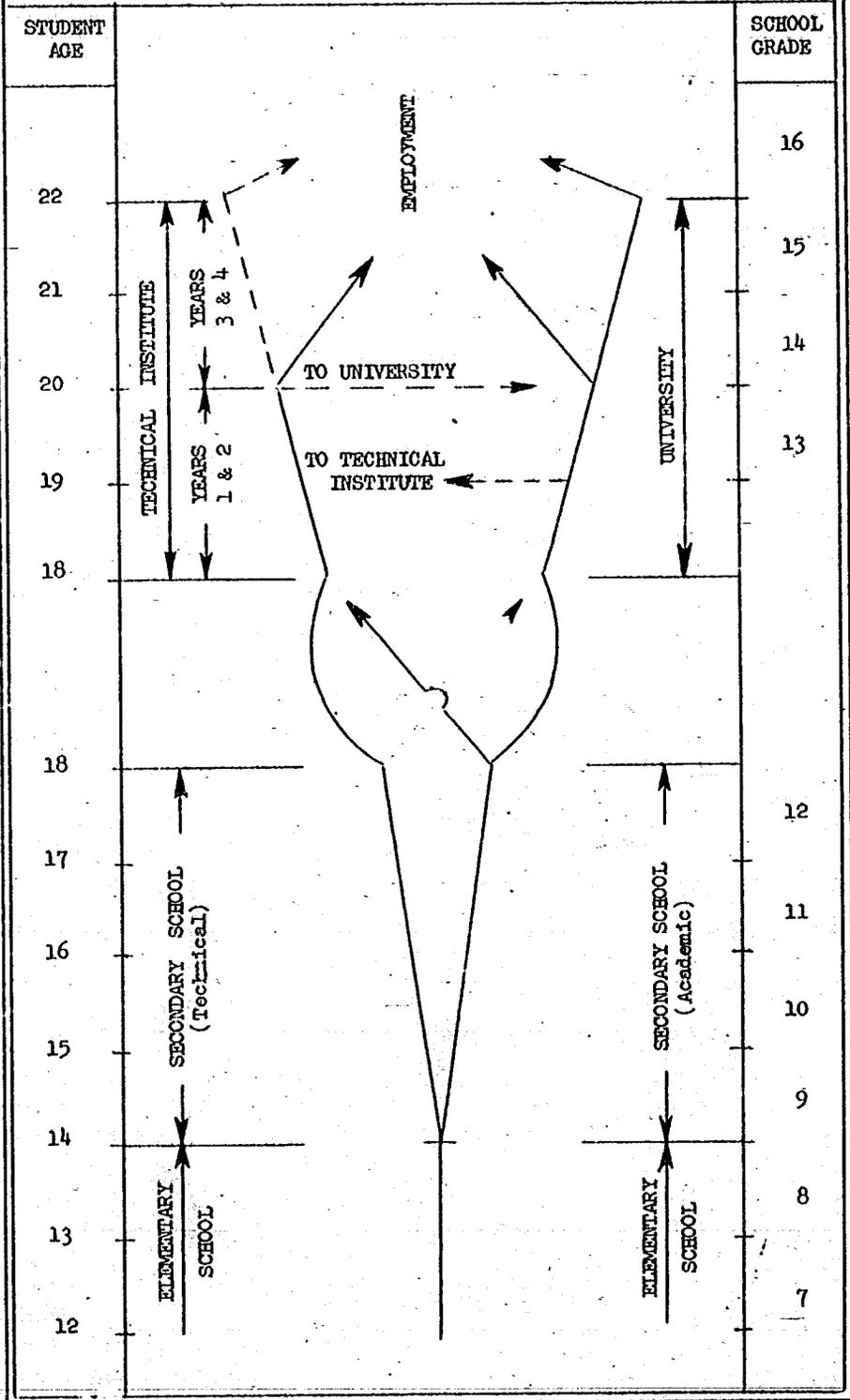


CHART "B"

SUCCESSIVE STEPS IN EDUCATION

(Including Technical Institutes.)



SECTION XI

CANADIAN LEGION EDUCATIONAL SERVICES

Education is a word which has varying implications and needs to be qualified as variously used. On the one hand it may mean book learning or trade training; on the other, development of social attributes. Whatever the meaning it is generally accepted that all education is not gained within college walls.

There has been ample demonstration that any organized training can provide an education and less formal set-ups often imply opportunities for greater self-help, which is in itself effective in the development of personality and character.

It was with this thought in mind that Canadian Legion Educational Services was instituted. The opportunity was ideal - a long war to be fought by young men. This meant interrupted educational programme at home, considerable opportunity for study while abroad.

All this combined to make study an ideal activity to produce better soldiers, improve morale and at the same time start some of these young men on a programme of definite value in future civilian activities. Thus C.L.E.S. had as an objective a two-fold purpose.

With these objectives and the most highly technical war to pursue the circumstances were propitious for the success of such organized study as was evolved by the C.L.E.S. organization.

In September 1939, the first steps were taken by the Canadian Legion War Services Directors to this end and to-day there is a National Committee on Educational Services which directs a staff of some forty persons and has Headquarter offices in Ottawa. In the various provinces and in Newfoundland there are regional committees employing additional staffs. There is also a C.L.E.S. committee in London controlling an overseas organization. All of these are financed by the Department of National War Services under an agreement with the Canadian Legion whereby the latter gave up the right to secure funds by public appeals.

From small beginnings a total of more than 150,000 persons have taken advantage of the correspondence courses, more than 350,000 papers have been marked; at least 450,000 text-booklets have been sent overseas, while more than 2,000,000 text-booklets have been printed for C.L.E.S. to date.

Besides correspondence instruction, there have been in the services large numbers of instructors doing classroom work. Sometimes these have been service teachers using C.L.E.S. equipment and books. In other cases they have been civilian teachers employed and paid by C.L.E.S. at the request of the various services.

The scope of the work covered has been broad; from the most elementary type of educational subject to those on university level; both by classroom activities and correspondence; for service men in Canada and abroad; for prisoners held in enemy countries. Another feature was a reading programme directed for its broadening influence rather than for its credit value. In this connection the Library Service has served a most useful purpose.

It might be added that for prisoners of war in the European theatre, the work was done in cooperation with International Red Cross. All text-booklets, library books and other requirements were shipped to the Red Cross Depot at Geneva for distribution to prisoners at the various prison camps.

In general, this is the type of service and activity carried on by C.L.E.S. The greatest interest of all service personnel outside of fighting and winning the war is the question of personal rehabilitation. Recognizing this fact, the services provided counselling officers and facilities and C.L.E.S. had published a most useful booklet: "How to Choose Your Post-War Job", which has evoked favourable comments on every hand. As an outgrowth from this book there are now available twenty-one booklets setting forth job descriptions in detail, and many more are in the process of being published. These include such titles as: Office Jobs and Accountancy, Salesmanship, Building Trades, The Civil Service, Textile Industry, Life Insurance Selling, How to Start your Own Business, and others.

In review, the programme was divided into the following courses:

- (a) Elementary: English and French.
- (b) Introductory Courses: English Grammar and Composition, General Science, Mathematics in both English and French Editions, Social Studies, History and Geography, Conversation Anglais for French-speaking students starting the study of English; Français, Degré Élémentaire, which is an introductory course in French for English-speaking students.
- (c) Secondary School Courses:
These courses correspond to Grades 9, 10 and 11. These units were primarily prepared by Departments of Education and with revisions were accepted by Departments of Education in Canada and Newfoundland after having been evaluated by a committee of the Canada and Newfoundland Educational Association. In each course are twenty approved exercises. The final examination and certificate are provided by the C.L.E.S.
- (d) Senior Matriculation Courses:
Owing to the technical nature of the war many advanced unit courses were found necessary to enable men to perform certain specific duties and broadly to upgrade others. Many Army men took advantage of the course in trigonometry for gunnery and for surveying.
- (e) Special Courses:
Pilotage and Navigation for Junior Officers in the Navy was popular. In the case of the Merchant Navy, courses leading to the Board of Trade Certificates served a most useful purpose.

Pre-air-crew English, Mathematics and Science classes were found necessary to upgrade additional applicants for air crew lacking complete educational requisites. These courses were found most effective.

"Shop Methods" and "Machine Shop Methods" were two texts found most useful as aids in Army Trades training.

The following tabulation will serve to accentuate further the extent of the courses:

(f) Elementary School Level:

When it was found that a considerable number of men in the Army were unable to absorb basic and advanced training, Army officials decided to establish two Basic English training centres, one for English-speaking personnel at North Bay, Ontario, and another at Joliette, P.Q., for French-speaking personnel.

At these centres elementary studies in English, Mathematics and Social Studies were carried on up to approximately Grades 5 and 6 levels in conjunction with the Normal basic training syllabus. For this educational work the appropriate C.L.E.S. textbooks were used to a considerable extent.

(g) Secondary School Level:

Section A (Grade 9)

English A. (English Literature and Language)
 Social Studies A. (Canadian history, geography and current problems)
 Mathematics A. (Arithmetic, Algebra and Geometry)
 General Science A. (No previous standing required)
 French A. (Follows introductory French or its equivalent)
 Latin A. (The first course given in Latin).

Section B (Grade 10)

English B. (English Literature and Language)
 Social Studies B. (British Empire History and Geography)
 Mathematics B. (Algebra and Geometry)
 General Science B. (Follows General Science A)
 French B. (Completion of French A is assumed)
 Latin B. (Completion of Latin A is assumed)

Section C (Grade 11)

English C. (English Literature and Language)
 Social Studies C. (Modern World History)
 Mathematics C. (Algebra and Geometry)
 General Science C. (Not required for those taking Physics C or Chemistry C or Biology C).
 French C. (Completion of French B is assumed)
 Latin C. (Completion of Latin B is assumed)
 Physics C. (Prerequisite, General Science A).
 Chemistry C. (Prerequisite, General Science A)
 Biology C. (Prerequisite, General Science A)
 Music A. (Elementary Theory and Harmony - a beginner's course).

(h) Courses on Senior Matriculation Level:

English (Literature and Composition)
 French (Grammar and Authors)
 Latin (Grammar and Authors)
 Physics
 Chemistry
 Biology
 Spanish (in preparation)
 German
 Music B (completion of Music A or its equivalent)
 Mathematics (Algebra, Trigonometry and Geometry)
 History.

(i) Commercial Courses

Business Arithmetic
 Bookkeeping A
 Bookkeeping B
 Shorthand A (Pitman system)
 Shorthand B (Pitman system)

(j) Technical Courses

Mechanical Drawing (English and French editions)
 Automotive Engineering (Internal Combustion Engines -
 Gasoline - English and French editions).
 Diesel Engineering (Internal Combustion Engines - Diesel -
 English and French editions).
 Practical electricity (English and French editions)
 Principles of Radio (English edition)
 Sheet Metal Work.

(k) Vocational Courses in Agriculture:
 (See Report No. 2, p. 172)(l) Short Courses dealing with Small Holdings:
 (See Report No. 2, pp. 173-4)(m) Forestry Courses
 (Report 2, p. 174)(n) Special Service Courses
 (Report No. 2, p. 175)(o) Occupational Manuals
 (Report No. 2, p. 176)(p) Handicrafts Manuals
 (Report No. 2, p. 182)(q) Directed Reading Courses - Canada, etc.
 (Report No. 2, bottom of p. 183, and 184-5)
 Special mention is made of these courses, inasmuch as
 it is felt that this phase of the C.L.E.S. programme has
 made an outstanding contribution to the general education
 and culture of service personnel.(r) Canadian Institute of Science and Technology
 (Report No. 2, see p. 185)(s) Chartered Life Underwriters
 (Report No. 2, see p. 186)(t) Teacher Training Course
 (Report No. 2, p. 186)(u) Arts and Science Courses - given by the Universities through
 the auspices of the C.L.E.S.
 (Report No. 2, p. 190)Instruction in Group Discussion

Early in 1943 the Armed Services became particularly inter-
 ested in developing suitable leaders for conducting group discus-
 sions on current events and citizenship. Ordinarily this duty would
 fall on the Platoon Commander or equivalent officer. In order to

assist in the training of officers for this work, C.L.E.S. made available the booklet entitled "Let's Discuss" (French and English editions); also in conjunction with the Canadian Association of Adult Education C.L.E.S. arranged for a team of three experts in the field of group discussion to visit various centres throughout Canada.

This team gave instruction on the techniques of group discussion to a large number of Education Officers from the three services.

These officers in turn were expected to instruct junior officers in these same techniques. This effort on the part of C.L.E.S. materially assisted in raising the standard of group discussion and in creating a much wider interest in current events and citizenship among those in the Armed Services.

Miscellaneous Evening Classes

In addition to various evening classes conducted overseas and elsewhere, up to one thousand enlisted men have been enrolled at one time in five centres in the province of Quebec. In this connection, instructors are employed and paid by Canadian Legion Educational Services.

Foreign language classes are the most popular with typewriting a close second. Spanish leads in the list of languages studied by an overall total of 200 men. It might be noted here that a good text book in French-Spanish is not available. Trade classes are popular among enlisted men at Quebec City and Valcartier. This phase of training includes carpentry, pattern making and various other branches in the technological field.

It is reported that returned men are continually asking for additional courses.

The foregoing information and schedules indicate the nature and scope of the work done by C. L. E. S.

This Commission has heard evidence from many witnesses as to the results of this programme. In all cases such evidence indicated that the contribution made by C.L.E.S. was of most valuable assistance to in-service training and in addition would materially assist in the rehabilitation of those pursuing such studies.

Obviously, the circumstances which gave rise to the organization are changing and soon will no longer exist. As the men return to their respective communities, there will be available to them the usual educational facilities, and in addition any special post-war programmes which yet may develop under Canadian Vocational Training or other auspices. For those who may locate in distant and isolated centres in some provinces, correspondence courses may already exist. In such provinces no great encouragement may be given to returned men to embark on any other plan.

Even if it is apparent that C.L.E.S. faces a greatly reduced activity it is desirable that something of national and lasting value should evolve itself from this nucleus. In Canada, technical education will meet increasing favour; and some of the C.L.E.S. technical texts might under strong editorship become recognized as authoritative works, much as are those which now are imported from the United States. Much individual effort is currently being spent toward the developing of lesson aids in the teaching of practical work as well as other

features such as occupational guidance. Such a centralized effort might very well tend to crystallize this programme being carried on throughout Canada.

There is much need for an increased effort to extend activities in the field of adult education. War experience shows that there is considerable illiteracy in the pioneer and more backward areas of Canada. In view of this, the C.L.E.S. organization, in cooperation with the provinces, might continue a function of national importance in fostering adult education.

At various sittings of the Commission, submissions were received and evidence heard relative to the foregoing considerations.

In this connection, four submissions are informative:

(1) Memorandum of Meeting June 15, 1945, held in the office of the Director General of Rehabilitation, D.V.A., regarding Educational Facilities for Discharged Service Personnel. This memorandum is signed by Brigadier R. J. Leach, Deputy Chairman, C.L.E.S., and is entered in the records in Verbatim Report of the Commission's sittings on July 16, 1945.

(2) On July 16, 1945, the Commission received a brief from President Jas. S. Thomson, University of Saskatchewan, and Chairman, Saskatchewan Committee, C. L. E. S. This was a clear and convincing tabulation of reasons justifying the continuance of C.L.E.S. services.

(3) On that same date, the Commission received a submission from Mr. William Walker, Dominion First Vice-President, Canadian Legion. This brief dealt with various phases of the problems facing the Commission and having a bearing on Rehabilitation problems. In the four closing paragraphs of this brief are set forth facts relative to C.L.E.S. and giving reasons for its continuance. This brief stated in part, "The educational system built up to serve the armed forces by Canadian Legion Educational Services has reached a high point of usefulness and efficiency

"It (the Legion) feels strongly that this unique and valuable war service asset should not be permitted to become defunct with the termination of hostilities or so long as it is capable of performing a useful service to veterans who can secure it from no other source

(4) In giving evidence bearing on the usefulness and future activities of C.L.E.S., Mr. John H. Sturdy, Minister of Reconstruction in the Saskatchewan Government, stated in part, "You have in Ottawa a very effective organization that has prepared a great number of courses. This country is in need of an effective adult educational programme. When we discovered overseas in 1941 that there were 1300 servicemen in the forces who could neither read nor write, C.L.E.S. schools to teach these men were set up

I do think it would be a great tragedy if the work that has been done, if those courses that have been worked out and published, were to be dropped

RECOMMENDATION NO. 80Continuation of Canadian Legion Educational Services

In view of the evidence and information submitted the Commission recommends:

- (1) That, although the war is over, C.L.E.S. continue to pursue its usual activities in servicing various D.V.A. hospitals and sanatoria as well as the Armed Forces until demobilization is finally complete;
- (2) That the individual identity of C.L.E.S. be not lost by absorption in some other governmental agency but be permitted to function as a continuing service to veterans.

SECTION XIITEACHER TRAINING SCHEME

As a joint result of the recruiting of a great number of teachers into the educational branches of the Armed Services and of the migration of teachers into the more lucrative ranks of the semi-skilled machinist in the war industries, the Dominion of Canada was, and still is, faced with a serious shortage of teachers. To assist Service personnel desirous of entering the teaching profession to prepare themselves for such entry by prior study and practice, a Pre-professional Teacher Training scheme of directed reading was submitted to the Canada and Newfoundland Education Association and latterly to each Provincial Department of Education by Canadian Legion Educational Services. A copy of the proposed programme, accepted generally by all Departments, with one exception, was filed with the Commission on July 16, 1945, and will be found in Vol. No. VI, Report No. 39, in Pages C32 - C36.

The following excerpts from the replies of the Provincial Departments of Education indicate that there is general acceptance of the proposed plan and that credits will be granted in civilian life for studies undertaken and practice teaching done by prospective teachers while on active service:

ONTARIO

"The Department is of the opinion that it would be to the immediate and to the ultimate advantage of returned soldiers wishing to enter the profession to take the full training course. To this end, generous consideration is being granted to enable active service personnel, having at least Grade XII standing or its equivalent, to enter Normal School. --- Assurance may be made, however, that generous consideration will be given to the standing attained in the pre-professional teacher training course by members of the active forces when proceeding from an interim to a permanent certificate." (See Exhibit 46 - F-21, Paras. 2 and 3)

BRITISH COLUMBIA

"It has been decided that returned men and women with the necessary academic qualifications would be admitted to Normal School, not only at the opening of the school in September, but at probably two other times after September. They would be placed in a separate class for special attention and intensive training. --- If such men and women have mastered several of the pre-professional reading courses listed in your communication they might, considering their maturity, be able to complete a satisfactory course of training in Normal School in five or six months." (See Exhibit 46 - F17, Paras. 1 and 2)

ALBERTA

The Department of Education in Alberta did not accept the proposed programme of the Canadian Legion Educational Services concerning teacher training. The Dean of the Faculty of Education in the University of Alberta has since drawn the attention of the Commission to the following excerpts from the Calendar of the Thirty-eighth Session of the University of Alberta, dealing with the offerings of the Faculty of Education:

"Page 5:- When applying new regulations to personnel discharged from the armed forces, the following principles will apply:

1. Service in the armed forces will be considered as service in the teaching profession.
2. Discharged personnel and teachers who have served continuously in the classroom will be similarly affected except that service with the forces must not have the effect of discriminating in any way against a candidate.

Page 14: - Returned servicemen will be accepted into the Faculty of Education if

- (a) They have satisfied the requirements of the Committee on Interrupted Education of Discharged Personnel; or
- (b) They have satisfied the matriculation requirements of the Faculty of Education by the submission of evidence that Department of Education credits have been obtained either by school attendance or through the evaluation of courses taken while in the Services."

It will be noted that neither of these regulations are designed to give credit for pro-professional training done while on active service, but refer generally to entrance requirements.

SASKATCHEWAN

"Our Department is prepared to give Canadian Legion Educational Services every cooperation in assisting returned men to come into the teaching profession in this province. In brief, we are prepared to grant credits as set forth in suggestion F-1, contained in 'Proposed Programme for Pre-professional Training of Service Personnel desirous of Entering the Teaching Profession', as submitted to the Department in your letter of October 18th, 1944."

(F-1 reads as follows:- "In lieu of completion courses which teachers may be required to take at summer sessions in order to qualify them for permanent certificates.") (See Exhibit 46 - F20, Para. 1)

MANITOBA

"We can now report that the Department is ready to recognize the Directed Reading Courses and teaching experience of Service personnel meeting the academic and other requirements for Normal School entrance in this province. Following is our plan:

Provided a discharged member of the Services presents evidence of Grade XII, or equivalent standing; further provided that his record in the Services, particularly with reference to his personality, conduct, reading courses and instructional experience, are satisfactory, this Department will forego the regular completion courses ordinarily required by Normal School graduates before they are granted permanent certificates. These are two summer school courses each to the value of three units, each of which call for at least four weeks' attendance.

A conditioning course of six weeks, at the expense of the province, followed by a year's teaching in a school on special authority, after which there will be a ten months' teacher-training course in the Normal School or in the Faculty of Education.

Our reasons for advocating this procedure are:

1. A year's teaching experience is considered desirable in order that the veteran may not exhaust his discharge benefits in training for an occupation for which he later finds he is not suited.
2. The salary paid in the probationary year would be reasonably close to that paid fully qualified teachers."

(See Vol.No. VII, Report No. 41, Pages D11 - D12;
and Vol.No. VII, Report No. 43, Pages F9 - F10)

QUEBEC

"Applications for admission to the courses leading to teaching certificates will be considered on their merits and any of the first three statements under 'F' on page two of the proposed programme may apply." (See Exhibit 46 - F19, Para. 2)

NEW BRUNSWICK

"The Department of Education in New Brunswick will be glad to cooperate with the Canadian Legion Educational Services with a view to obtaining recruits for our teaching personnel amongst the returned men. The Province will give credit for pre-professional studies according to the plan suggested under F-3 of your memorandum.

Subject to the recommendation of the Principal and Staff of the Normal School, each returned person would be granted a temporary certificate to teach at the end of a short time, four months, at the Normal School instead of being required to attend the full year as in the case of regular students. At the end of one year of successful teaching, as certified by a County Superintendent, and upon completion of one session in the Departmental Summer School, the teacher's licence would be made permanent." (See Exhibit 46 - F18, Paras. 1, 2 and 3)

NOVA SCOTIA

"The Department will grant credit under item F-3, i.e., by granting credit during the regular Normal College sessions for such pre-professional work as has been completed. The granting of such credit is expected to reduce the required time at the Normal College to six full months." (See Exhibit 46 - F15, Memo. Para. 3)

PRINCE EDWARD ISLAND

"Immediately upon the return of Premier Jones I discussed with him the subject of our conversation and he was quite in agreement with the decision we had reached. I think your letter sets this forth definitely and correctly, and I may say that so far as this Province is concerned it will be quite satisfactory." Note - Agreement referred to is the same as with Nova Scotia. (See Exhibit 46 - F22, Para. 2).

The above analysis indicates that the Provinces, generally, are willing to accept for professional credits such standards as might be granted by the competent examiners in the Canadian Legion Educational Services courses, provided entrance standards are met, and the candidate indicates that he or she has suitable interest and

aptitude to become a successful teacher. In all cases, candidates must be recommended to Canadian Legion Educational Services by their Directors of Education.

The purport of the above analysis has been embodied in Recommendation N . 4 of this report.

In consideration of difficulties encountered by a number of discharged teachers attempting to improve their professional status as teachers in accordance with the spirit of the Dominion Government's rehabilitation programme, and in view of the fact that provision for such post-discharge training are quite definite, and because uniformity of policy in D.V.A. counselling on this point is highly desirable, indication of the need to remedy the existing situation was embodied in Recommendation No. 32 of this report.

In addition to the provision of teachers under the foregoing plan it is to be noted by Counsellors that a number of perhaps more remunerative posts will be open in the technical school system.
