

RECOMMENDATION NO. 57

COMMUNICATIONS (REPLACING INTERIM RECOMMENDATION NO. 9, RADAR)

1. The Commission had its attention drawn at its earlier sessions to the following facts:

- a) That a very large number of men and women in all three Armed Services have been trained in the various branches of communications work.
- b) That of such personnel a high proportion has been trained in the maintenance and use of Radar appliances. (It is to be noted that Radar techniques are only to be regarded as branches of the general techniques of radio location and communication, a combined science for which no general name indicating the combination of location and communications has yet been found.)
- c) Not only is the number of such personnel in the Canadian Services relatively high, but at least 5,000 radar mechanics have been provided for the Royal Air Force.
- d) In order to meet the war emergency very important communications systems were set up by the Armed Forces and Defence Communications Limited, providing complete coverage over

i) Atlantic Coast Area

Halifax- Newfoundland
Halifax- Labrador
Halifax - Gaspé
Halifax and Gaspé - Quebec

ii) Northwestern Territories

iii) Pacific Coast Area

2. In considering the problems laid before it the Commission has had to consider not only how Service personnel have been given special training and how they can be further trained, but for what they should be further trained. There is no object in training persons for trades and employments already filled. Since under the provisions for re-instatement of veterans approximately 300,000 persons will, in the first instance, be laid off to make room for those returning, it is obviously essential that the most serious consideration be given to this matter. With this thought in mind the Commission has

2..

(Rec. No. 57)

felt obliged to investigate the possibilities of new employments and has come to the conclusion that one of the fields in which new employments might, and should, be created, is that of communications.

3. The Commission believes that the large group of technical personnel referred to in 1 a) is a great asset to Canada, that those constituting it should be enabled to make use of their present skills being given such further training as is essential, and that they should not be dispersed and obliged to turn to other careers.

4.a) The Commission had presented to it the view that an addition to our system of communications is essential and quotes the following from the evidence of Mr. W. F. English, Vice-President in Charge of Operation, Trans-Canada Airlines:

" In this connection Canada as a nation has assumed very definite obligations in regard to post war aviation as a result of various conferences -- the Chicago conference, and various conferences that have been held. We have stated that we will perform our part in whatever world picture civil aviation develops. That implies that we are going to provide facilities in Canada, communications and navigational facilities, which will be the equal of those provided by any other nation in the world. If we do not live up to these obligations then somebody else is going to come in and provide those facilities, and we are going to have to pay for them one way or the other.

The provision of these facilities is going to mean the quite rapid expansion of our navigational and communications as related to air transportation. As an instance of that there has been developed in the course of the war a quite elaborate scheme of sea and air rescue along our eastern coasts. I think the Canadian and United States governments have assumed responsibility half way across the Atlantic, and the British government assumes the other half. It has been rather disturbing in the last few weeks to learn that a good many of the essential links in that scheme are being closed down, certain communication links are being closed down; as a part of an international scheme of civil aviation after the war this

"sea-air rescue establishment has to be maintained. We have assumed an obligation to maintain it. It appears to individuals associated to some extent with the industry that it would be much easier to maintain that system from the bases already established than to allow it to disintegrate and then have to build it up again.

The same remarks apply to a certain extent to communications generally across the north Atlantic, across the Atlantic. An elaborate system of communications, the use of electronics, the use of radar and navigational aids to air navigation was established during the war. They were established and operated largely by the British under the R.A.F. Transport Command, by the R.C.A.F. who also had a fair share in that development. The R.A.F. Transport Command is operating it today, but it is gradually pulling out, and certainly these stations are going to be closed up by the Transport Command. These stations must be maintained if we are to have proper communications for commercial air operation across the Atlantic. The British are very anxious to extend their system to Canada and are quite prepared to move in, and it would be a very simple matter for the R.A.F. Transport Command to turn over all their facilities to a British company -- say British Airways Corporation -- or some corporation nominated by the British -- and no-one would know very much about it, until it was an established fact. Our company has recently made a strong recommendation to Ottawa that steps should be taken immediately for the Canadian government to take over such stations as are being abandoned by the Transport Command, looking to the time when all the communication facilities on this side of the water relating to trans-Atlantic air transportation will be operated by Canadians. The R.C.A.F. today is not as interested in trans-Atlantic communications as it was a year or two years ago. The R.A.F. Transport Command is definitely pulling out. And the recommendation which my company made was along pretty much the same general lines as the recommendation which you, sir, have allowed me to peruse today. The maintenance of radar and the maintenance of communications and navigational aids generally would involve in the next few years the purchase of very considerable supplies; and I think unquestionably these aids, these

"stations and this staff will be extended as civilian operations across the Atlantic increase. "

b) The following proposal was laid before the Commission by a group of Naval experts:

**"RECOMMENDATIONS AS TO THE ACTION TO BE TAKEN BY THE GOVERNMENT
TO ENSURE FUTURE EMPLOYMENT FOR RADAR OPERATORS AND RADAR
MAINTENANCE PERSONNEL.**

Radar has been developed by all the Allies during this war to such an extent that it will undoubtedly have many valuable commercial applications in peace time. Owing to the rapidity with which this development has taken place, it is not possible to forecast all the eventual uses to which Radar may be put in the future, but the most important in the immediate post war period will be the reduction of the hazards of sea and air transportation and the provision of an aid to navigation which has had no parallel in the past.

2. After the cessation of all hostilities, there will be available in Canada a large number of Officers and men, of all three Services, trained in the operation and maintenance of Radar equipment.

3. With these men, and with the knowledge and experience which has been accumulated during the war, Canada has a golden opportunity to take and hold a leading place in what will become a thriving world industry.

4. If this opportunity is not seized at the earliest practicable moment, there is no doubt that the United States and other countries will rapidly take steps which will make it very difficult, if not impossible, for Canada to enter the commercial Radar field at a later date.

5. Much of the Radar equipment now being used by the Services will not be suitable for post-war commercial use on account of its size and expense, and because the performance of Service Radar sets is in general far higher than will be required in peace time.

6. Many of the details of Radar are still graded as Secret and it is of first importance that Canada should relax all security restrictions in conjunction with the U.K. and the United States, and that Canada should be ready at that time with plans to throw open the production of Radar equipment to all commercial radio manufacturers.

7. To ensure that these plans will be ready when required, and to provide sufficient inducement to Radio Manufacturers to pursue the production of Radar equipment, the following recommendations are put forward:

- (a) The application of Radar should be divided into two classes:
 - (i) Sea Radar
 - (ii) Air Radar.
- (b) It should be obligatory for all passenger ships and passenger aircraft to be equipped with Radar equipment which will satisfy the requirements of the Government.
- (c) Only regularly licensed operators and maintenance men should be allowed to be employed on Radar equipment on land or sea or in the air.

- (d) The setting of standards of proficiency, and the training and licensing of Radar operators and maintenance men, should be the responsibility of the R.C.N. and the R.C.A.F. for sea and air Radar respectively.
- (e) (i) Two permanent Commissions should be established:
- (a) The "Sea Radar Commission", under the direction of N.S.H.Q., composed of representatives of the R.C.N., the Department of Transport and the Radio Manufacturers Association.
 - (b) The "Air Radar Commission", under the direction of R.C.A.F. Headquarters, composed of representatives of the R.C.A.F., the Department of Transport, Air Lines Operators and the Radio Manufacturers Association.
- (ii) These Commissions should be charged with the following duties, each in its own sphere:
- (a) Make a survey of existing Radar equipment with a view to its possible use, or its conversion for use, in the post war period.
 - (b) Lay down and revise from time to time the requirements to be fulfilled by Radar equipment fitted in ships and aircraft in accordance with paragraph 7(a) above.
 - (c) Draw up specifications, on a commercial basis, of the essential equipments, and arrange for prototypes to be built and thoroughly tested in merchant ships and aircraft so that, when secrecy regulations permit, manufacture of the equipment can be started on a large scale.
 - (d) Advise the Government on the siting and operation of land Radar stations, Radar navigational beacons and long range navigation stations required in connection with both air and sea transportation.
 - (e) Control, on behalf of the Government, all shore Radar stations and services.
 - (f) Direct, both separately and in conjunction, research in the Radar field. It can confidently be assumed that Radio Manufacturers will be eager to develop any new knowledge that may be revealed by research, but research should remain a Government responsibility which can best be discharged by these two Commissions working through the N.R.C. and the Service research departments concerned. "

c) The following proposal was laid before the Commission on behalf of Army experts:

**"RECOMMENDATIONS AS TO THE ACTION TO BE TAKEN BY THE GOVERNMENT
TO ENSURE FUTURE EMPLOYMENT FOR RADAR OPERATORS AND RADAR
MAINTENANCE PERSONNEL.**

Radar has been developed by all the Allies during this war to such an extent that it will undoubtedly have many valuable commercial applications in peace time. Owing to the rapidity with which this development has taken place, it is not possible to forecast all the eventual uses

"to which Radar may be put in future, but the most important in the immediate post war period will be the reduction of the hazards of sea and air transportation and the provision of an aid to navigation which has had no parallel in the past.

2. After the cessation of all hostilities, there will be available in Canada a large number of Officers and men, of all three Services, trained in the operation and maintenance of Radar equipment.

3. With these men, and with the knowledge and experience which has been accumulated during the war, Canada has a golden opportunity to take and hold a leading place in what will become a thriving world industry.

4. If this opportunity is not seized at the earliest practicable moment, there is no doubt that the United States and other countries will rapidly take steps which will make it very difficult, if not impossible, for Canada to enter the commercial Radar field at a later date.

5. Much of the Radar equipment now being used by the Services will not be suitable for post-war commercial use on account of its size, expense and service characteristics.

6. In view of above, Canada should be fully prepared to place in effect production and employment of Radar consistent with the post war plans of the U.K. and United States.

7. In order to achieve the aims of paragraph 6, it is recommended that a board, committee or other similar body be formed in the Canadian government in the Department of Reconstruction or some other appropriate Department and that this board or other similar body be charged with the responsibility of investigating, determining and placing in effect whatever plans or-and regulations that are necessary."

d) The following official memorandum was received from the Director of the Signals Division of the Royal Canadian Navy:

"The R.C.N. is the Canadian Government authority for the use of Marine Radar.

2. It is intended to recommend to the Cabinet compulsory fitting of Radar in certain categories of Canadian Registered ships to promote safety of life at sea.

3. The final regulations will follow, to a large extent, any international regulations which may be introduced in the future.

4. There will be a small number (to start with) of shore Radar Stations established in Canada, as aids to navigation.

5. Initially it is reasonable to assume that the positions of operator, both at sea and on shore, will be filled by ex-Naval personnel since there will be no other persons sufficiently trained to meet the requirements.

6. Regarding Naval Radar maintenance men; Radio Artificers are all-round radio technicians and their post-war employment can be in any technical radio-electric position."

5. Interim Recommendation No. 9 recommended the adoption of the plan above detailed as submitted by the above Naval Experts, and concluded with

the following paragraph:

"The Commission expects to consult the Universities interested regarding this recommendation and will make a supplementary report. Nevertheless, the Commission believes that preliminary preparation along the lines indicated should be made at once."

6. During its visits to various points in Canada the Commission has consulted the Universities whose views may be stated as follows:

- (a) They unanimously preferred the more general recommendation, namely that quoted in para 4(c) above.
- (b) They considered that the President of the Research Council should be consulted and this was done at a sitting in Montreal on July 24th.

7. The Commission has had the advantage of consulting the following persons:

Dr. C.J. Mackenzie, President, Research Council.

Mr. J.H. Brace, representing the Canadian Telephone Companies.

Mr. W.D. Neil, C.P.R. Telegraphs.

Mr. W.E. Armstrong, C.N.R. Telegraphs.

A brief from the Canadian Telephone Companies is attached.

8. (a) The Commission approves the following submission made by the Telephone Companies and included in the attached brief:

- (i) The industry plans to take back all its own employees now on war services and to give veterans preference when filling other vacancies, with the result that veterans will comprise a relatively high proportion, at least 35%, of its post-war male staff.
- (ii) The industry is prepared to assume the full responsibility for the training of all new veterans employed by it.
- (iii) The industry has already developed appropriate measures to allow veterans of the Armed Forces appropriate credit for previously acquired skill upon entering its employ.
- (iv) In providing employment for 3,700 veterans the industry will expand its construction programme to the maximum extent possible consistent with the availability of materials."

(b) The Commission finds that the Telegraph Companies are fully aware of the Communications situation in Canada and will absorb ex-Service personnel so far as possible, subject to their arrangements with the Unions.

9. The Commission recommends the following as a statement of policy:

The science of radio communication and location, which includes radar, has been developed by all the Allies during this war to such an extent that it will undoubtedly have many valuable commercial applications in peace time. Owing to the rapidity with which this development has taken place, it is not possible to forecast all the eventual uses to which Radar may be put in future, but the most important in the immediate post war period will be the reduction of the hazards of sea and air transportation and the provision of an aid to navigation which has had no parallel in the past.

2. After the cessation of all hostilities, there will be available in Canada a large number of Officers and men, of all three Services, trained in the operation and maintenance of equipment.
3. With these men, and with the knowledge and experience which has been accumulated during the war, Canada has a golden opportunity to hold the leading place in a thriving world industry.
4. If this activity is not continued there is no doubt that the United States and other countries will rapidly take steps which will make it very difficult, if not impossible, for Canada to compete at a later date.
5. Much of the Radar equipment now being used by the Services will not be suitable for post-war commercial use on account of its size, expense and service characteristics.
6. In view of above, Canada should continue the production and employment of Radar consistent with the post-war plans of the U.K. and United States and should modernize all licensing and other regulations in such a way as to cover the whole field of modern equipment.
7. In order to achieve the aims of paragraph 6, it is recommended that the Department of Transport in liaison with the Department of Reconstruction remain charged with the responsibility of investigating, determining and placing in effect whatever plans or/and regulations that are necessary.

ATTACHMENT TO RECOMMENDATION NO. 57

REPORT
ON
EMPLOYMENT OF VETERANS
BY
THE TELEPHONE INDUSTRY
SUBMITTED BY
MR. J. H. BRACE
ON BEHALF OF
THE CANADIAN TELEPHONE ASSOCIATION

Montreal,
August 20, 1945.

CONTENTS

1. The Canadian Telephone Association,
members and description of the industry.
2. The industry's war-time problem.
3. The industry's post-war problem.
4. The industry's proposed treatment of employees
returning from leave of absence - war service.
5. The industry's proposed treatment of veterans
who were not former employees.
6. Summary and Recommendations.

REPORT TO
THE ROYAL COMMISSION ON
VETERANS' QUALIFICATIONS

1. Description of the Canadian Telephone Association:

The following systems, operating in the nine Canadian provinces, are members of the Canadian Telephone Association:

- | | |
|--|---|
| (1) The British Columbia Telephone Co. | - British Columbia |
| (2) The Alberta Government Telephones | - Alberta |
| (3) The Saskatchewan Dept. of Telephones | - Saskatchewan |
| (4) The Manitoba Telephone System | - Manitoba |
| (5) The Bell Telephone Co. of Canada | - Ontario and Quebec |
| (6) The New Brunswick Telephone Co. | - New Brunswick |
| (7) The Maritime Telegraph & Telephone Co.
and the Island Telephone Co. | - Nova Scotia & Prince
Edward Island |

Each system in this Association provides local and long distance telephone service within its own territory. Long distance traffic which crosses the borders of one or more of the systems is handled through the cooperation of the systems involved.

As indicated in the attached Exhibit No. 1, the Association has a total plant investment of \$354,884,000, operates 1,469 exchanges, having 1,435,000 telephones, and provides employment for 12,839 female and 7,194 male employees, a total of 20,033 employees with an annual payroll of \$33,775,000.

Most jobs on which men are located are of a technical nature, and require a relatively high degree of skill. Due to recent technological changes in the industry, some jobs have become progressively more technical. The necessary skills for these jobs can be developed best within the industry. The industry employs a substantial number of engineers and graduates of technical schools, and carries on its own training activities continuously, both for initial placement and for subsequent progression from the lower to the higher skilled jobs.

In view of the relatively long time required to progress to the higher skilled jobs, the industry has developed a system of wage progression designed to suit its peculiar characteristics. Uniform wage progression is established by wage schedules which provide definite starting and top rates with increases which are granted at stated intervals over a period of years provided the required skill has been demonstrated.

This report deals only with men employed in the telephone industry. There will be no difficulty in placing women who return from war services. They will, however, be entitled to the same rights and privileges in respect to their war service as described later for men.

2. The industry's war-time problem:

A - Service and Supplies

During the years 1937, 1938 and 1939 the increase in the number of telephones operated by the Association averaged approximately 37,000 per annum. During the same period the average increase in long distance calls was 4 percent per annum and the normal growth in the industry was reflected in a construction program involving an average expenditure of approximately \$19,600,000.

Changed economic conditions plus the importance of telephone communications in all phases of the war effort became apparent when the

2.

increase in new telephones of 57,000 in 1940, increased to 92,000 in 1941. This increase in telephones was accompanied also by an abnormal increase in long distance calls amounting to 10 percent in 1940, and 14 percent in 1941. The increased demand for services from the various armed services, from war industries and from the general public in the early part of the war, combined with the abnormal increase in long distance traffic, necessitated a substantial increase in the industry's construction expenditures which increased to \$24,600,000 in 1940 and to \$27,100,000 in 1941.

While the potential demand for telephone service continued to increase, the shortage of supplies for other than active service purposes made it impossible for the industry to provide the additional plant required. Consequently, Order 119 was passed by the Wartime Prices and Trade Board on April 7, 1942, the effect of which was to restrict new installations to those urgently required. Still later, in 1943, as a result of much heavier increase in long distance calls, which have continued throughout the entire war period, it was necessary to establish a system of priorities to ensure the speediest possible completion of war-urgent calls during peak calling periods.

Early in 1942, shortage of facilities made it necessary to defer some applications for new service; up to the present, the number of such orders being held has increased to 121,000. Due to a shortage of supplies, therefore, the industry has been unable to meet a demand for telephone service from a substantial portion of the public during the latter part of the war period. And throughout the same period, the industry has succeeded in providing a satisfactory service only by the rigid conservation of materials which were in short supply and by operating its available facilities in many cases far beyond their normal capacity.

B - Personnel:

During the war period it was the industry's policy to regard no employee as more essential to the industry than he was to the armed services. Regular employees who joined the armed services were granted leave of absence.

At the outbreak of war the average age of male employees in the industry was at an abnormally high level. To illustrate, data available for one of the larger companies shows that the average age of its men was somewhat over 40 years. This is typical of the entire industry. The majority of early enlistments was from men over 35 years of age. Included among these were engineers, technicians and foremen who obviously were among the industry's most experienced personnel.

In the early period of war, it was necessary to expand the industry's construction program in order to meet the requirements of the armed services and the war industries. To carry out this program, therefore, the industry's labour force had to be increased at a time when the industry had lost a high percentage of its most qualified technical personnel. The increased labour force was recruited largely by the employment of young men below military age. As these became eligible for service, a high percentage of them enlisted. The size of the industry's problem in training men for highly skilled jobs to meet expanding war time requirements may be illustrated by the fact that while there are 7,730 men in the active employ of the industry (including 490 who have returned from war service), there are also 1,876 or 24 percent of the present working force yet to return from war service.

3. The industry's post-war problems:

To insure satisfactory service to the public, the load on present facilities must be reduced to a normal level as quickly as possible.

Service must be provided for 121,000 applicants now waiting. Moreover, it is estimated that the industry will add 272,000 stations to meet the requirements of the next three years, including the existing back-log. For this purpose, additional facilities must be provided without delay. It has been necessary, therefore, to increase the industry's construction program substantially. In 1945, for example, expenditures on construction will increase to \$27,000,000 while the figure for 1946 is now estimated to be \$32,000,000.

The above increase in the industry's construction program will result in an increase in the labour force required, which is now estimated to be as follows:

Present male force available (July 1945)	-	7,730
Force required (July 1947)	-	10,500
Increase July 1945 to July 1947	-	2,770
Estimated losses between July 1945 and July 1947	-	470
Gross additions	-	3,240

From the above it will be noted that the industry will absorb approximately 3,240 male employees in the next two years, 1,880 of whom will be former employees still on war service who wish to return to the industry. It is now estimated that 980 or 72 percent of the balance of the increased requirements of 1,360 will be veterans without previous civilian telephone experience.

The number of veterans already on the industry's payroll, 858, now represent 11 percent of the total male force, and at the end of the next two years their number will have increased to 3,713 or 35 percent of the total estimated force at that time.

4. The industry's proposed treatment of employees returning from war service:

It is the policy of the industry to reinstate each regular employee returning from war service in a job at least as good as he left. In addition, most companies plan to provide jobs for those employees who were hired temporarily during the war to replace other employees who had enlisted earlier.

In general, the industry plans to give credit for the time absent on war service in determining the reinstatement rate of pay and in computing service for pensions, group insurance, etc. These plans vary somewhat between the companies due to different conditions existing within the companies, but it is the general policy of the industry to provide that regular employees absent on war service will lose as little as possible because of their enlistment.

5. The industry's proposed treatment of veterans who were not former employees:

The industry plans to give preference to veterans when hiring new employees. It recognizes that many veterans had valuable communications experience in the forces and these, in particular, will be given special consideration whenever vacancies are to be filled.

The industry will undertake to pay such veterans a rate of pay which will give full credit for the value of previously acquired skills in the job for which they are hired. In some cases, it may be necessary to introduce a trial or waiting period before the final rate is established, in order to assess accurately the value of previous experience. The industry, however, intends to be generous, rather than conservative, in making an evaluation of previous experience.

In the case of newly hired veterans, credit for the period of their war service does not apply in establishing credit for pensions, group insurance, or in respect to working conditions that improve with length of service.

The industry is prepared to assume the full responsibility for training all veterans entering the telephone business. Experience has indicated that such training can be given best by the particular company into which the veteran is inducted and no Government assistance will, therefore, be required.

There is, ahead of the industry, as many commercially sound and urgently required projects as can be undertaken in view of current material shortages. Therefore, the industry can best concentrate on those projects for which materials are available in order to provide the maximum of telephone employment for veterans. The extent to which employment can be increased will depend, therefore, on the availability of materials. It now becomes clear, therefore, that the industry will not need to request the Government to support any further projects.

6. Summary and Recommendations to the Commission:

As indicated above, jobs to which telephone craftsmen are assigned involve a high degree of skill which is developed normally over a fairly long period of time.

During the post-war period the telephone industry is planning sufficient expansion of its plant to protect the quality of its service, and to make its service available to the public promptly, as it was before the war.

The proposed expansion is planned at a maximum rate consistent with the availability of supplies required for satisfactory service, safety, and the time required to develop the necessary skills in the labour force involved.

The proposed program will provide employment for approximately 3,700 veterans. Of these, 858, former employees and others, are already at work, 1,880 are former employees who have not yet returned, and 980 will be veterans with no previous civilian experience in communications work.

The industry already has developed a generous plan of credit for all veterans entering its employ, and undertakes also to speed up the development of the skills required.

The industry, therefore, respectfully submits that the Commission report to the Minister of Labour that:

- (1) the industry plans to take back all its own employees now on war service, and to give veterans preference when filling other vacancies, with the result that veterans will comprise a relatively high proportion, at least 35 percent, of its post-war male staff;
- (2) the industry is prepared to assume the full responsibility for the training of all new veterans employed by it;
- (3) the industry has already developed appropriate measures to allow veterans of the armed forces appropriate credit for previously acquired skill upon entering its employ;
- (4) in providing employment for 3,700 veterans, the industry will expand its construction program to the maximum extent possible consistent with the availability of materials.

Montreal,
August 20, 1945.

STATISTICS OF THE CANADIAN TELEPHONE ASSOCIATION

EXHIBIT NO. 1

(Date as of 31st December, 1944 unless noted otherwise)

	PLANT INVESTMENT \$	NUMBER OF EXCHANGES OPERATED	NUMBER OF TELEPHONES OWNED	NUMBER OF MALE EMPLOYEES	NUMBER OF FEMALE EMPLOYEES	TOTAL EMPLOYEES	ANNUAL PAYROLL \$
1. The British Columbia Telephone Co.	33,766,000	125	158,000	621	2,122	2,743	3,642,000
2. The Alberta Government Telephones	16,120,000	280	44,000	234	480	714	1,068,000
3. The Saskatchewan Dept. of Telephones 16,486,000 (as of 30th April, 1945)	16,486,000	325	49,000	286	572	858	1,170,000
4. The Manitoba Telephone System (as of 30th November, 1944)	24,365,000	126	92,000	606	594	1,200	1,779,000
5. The Bell Telephone Co. of Canada	240,794,000	420	988,000	4,840	7,975	12,815	23,773,000
6. The New Brunswick Telephone Co.	9,775,000	53	42,000	290	496	786	1,062,000
7. The Maritime Telegraph & Telephone Co.	13,578,000	130	62,000	317	600	917	1,281,000
TOTAL	354,884,000	1,459	1,435,000	7,194	12,839	20,033	33,775,000

RECOMMENDATION NO. 58

REPLACING INTERIM RECOMMENDATION NO. 11, PRACTICAL NURSES

1. The Commission has had its attention directed to the fact that a considerable number of personnel, mainly women in the three Armed Services, have been trained as Sick Berth Attendants, Hospital Assistants or Nursing Orderlies.

Copies of the Syllabus Sheets dealing with such personnel are hereto attached as Appendix I.

2. (a) The Commission has obtained, or has been supplied with, the opinion of various Associations of Registered Nurses throughout Canada concerning the future training and use of such persons.

(b) In some cases they have the requisite educational background or nearly so to enable them to enter training in Schools of Nursing.

(c) In most cases, according to the information given to the Commission, it is unlikely that they can reach the necessary standard to enter such courses but they could be extremely valuable in a technical and junior grade of nursing.

3. Various briefs submitted to the Commission are attached as follows:

- Appendix II - letter from Director of Training to Regional Director, Calgary.
- Appendix III - Recommendation by Registered Nurses Association of Ontario.
- Appendix IV - Recommendation by Registered Nurses Association of British Columbia.
- Appendix V - Recommendation by Registered Nurses Association of Alberta.
- Appendix VI - Recommendation by Registered Nurses Association of Saskatchewan.
- Appendix VII - Recommendation by Registered Nurses Association of Manitoba.
- Appendix VIII - Proposed course of training suggested by Canadian Nurses Association.

4. A Committee consisting of designated representatives of the Medical Services of the Armed Forces and of the Canadian Nurses Association laid before the Commission the following draft resolution:

"The Commission has found that a large number of women in the Services have been well trained as sick berth attendants, hospital assistants, and nursing orderlies and believes that advantage should be taken of this training in the interests of institutional efficiency and national welfare as well as in the interest of personnel concerned.

"The Commission recommends:—

(1) That hospitals operated by the Department of Veterans' Affairs be informed at once of the existence of this category and that officials of the Department of Veterans' Affairs and the Department of Labour be requested to direct such personnel to these institutions as well as to mental hospitals and tuberculosis sanatoria, where they can be used as far as their experience permits. The Commission recommends that the provisions be put into force forthwith and that they be taken at once into the Department of Veterans' Affairs and Hospitals of that type, and that such personnel be given leave in such numbers as are available from time to time to follow the courses herein below suggested.

(2) That wherever the calling of practical nurse is regulated, such personnel be accepted at once as provisional practical nurses, admitted to courses of instruction and granted their full qualification as soon as such deficiencies are made up.

(3) That wherever the calling of practical nurse is not regulated by legislation:

(a) the Provincial Departments of Health be urged by the Commission to implement legislation for training, examination, licensing and regulation of practical nurses;

(b) that the course of training be based on the outline as prepared and recommended by the Canadian Nurses Association;

(c) since Service personnel require additional training in home nursing, dietetics, maternal and child nursing, that special intensive three months' courses of training be organized at various suitable centres within the next six months, offering special training in the items enumerated in this section 3. This course is to be open only for Service personnel who have had a minimum of six months' experience in Service Hospitals, the cost of conducting such courses to be paid by the Federal Government.

(d) that wherever possible Nurses' Registrars be requested to register practical nurses for the purpose of placement."

As para (1) of this proposal dealt with the employment of ex-Service personnel as Practical Nurses in D.V.A. hospitals and as the Commission was in accord with this project the resolution was forwarded as Recommendation No. 11.

5. The Commission has not found that there is at present any unanimity in favour of legislation controlling the licensing and registration of Practical Nurses. In the Province of Manitoba there is an Act to provide for the training, examination, licensing and regulation of Practical Nurses. A copy is attached as Appendix IX. A similar Act is under consideration in Alberta. Evidence given by Government representatives in Toronto was distinctly unfavourable to such legislation and it is most questionable whether such a bill would pass in Quebec. In view of this the Commission does not now consider that the proposal made in para. (2) of Recommendation No. 11 is practicable.

6. The Commission has in mind the necessity of protecting the Registered

Nurses as well as of assisting the Practical Nurses. With this in mind the following recommendation has been received from the Medical representative appointed by the Naval Services:

" The following points are suggested as aiding in making definite distinctions between Registered Nurses and Practical Nurses.

1. If Practical Nurses are officially recognized and registered by Provincial authority, definite standards of training and ability must be set up. This predicated an advisory council similar to that established for Manitoba.

As the arrangements for training and most of the teaching are done by Registered Nurses, it would seem logical to give adequate representation, if not "control", on this advisory council to Registered Nurses.

This advisory council should be able to define and control the spheres of work for which the Practical Nurses are suited.

2. The submission from the Nursing Association in the Province of Ontario proposes definite scales of remuneration. If scales of remuneration were made part of the Provincial registry set-up, it would aid in clarifying the distinction between Registered and Practical Nurses.

3. As all nursing of the sick is under the direction of medical practitioners the role of Practical Nurses should be clearly defined by Medical Committees appointed for that purpose by the medical licensing bodies of each Province.

Alternatively this question could be handed to the Canadian Medical Association and they could collect the Provincial data.

In general, the distinction between Registered Nurses and Practical Nurses can only be made effective if all Medical Practitioners are thoroughly acquainted with their relative trainings and capabilities. This "education" of Medical Practitioners can only be achieved through Canadian Medical Association and Provincial College cooperation.

D. H. Starkoy, Surg. Cmdr., RCNVR."

7. As regards the granting of an allowance for time spent in the Services in the cases in which persons of this category wish to proceed to training as Registered Nurses copy of a memorandum of the Canadian Nurses Association is attached as Appendix X.

In this connection reference is also made to the briefs presented in British Columbia, Alberta and Saskatchewan.

The Commission recommends:

1. That Employment Officers should be informed of the eligibility of this group for positions as Nurses Aids if such are available, but that referral to domestic classifications of work in hospitals should not be considered as satisfactory and that hospitals should be invited to employ this group as Nurses Aids. With a view to bringing about such employment

full information, with copies of the Syllabus Sheets, should be forwarded to members of the Canadian Medical Association and to Provincial Colleges of Physicians and Surgeons.

2. (a) That in the Province of Manitoba preliminary arrangements be made forthwith by C.V.T. officials with the Advisory Council set up under the Licensed Practical Nurses Act for the establishment of a course of training designed to give such personnel the requisite additional knowledge and experience to qualify them as Practical Nurses under the Act.

(b) That in other provinces Extension Departments of Universities by arrangement with C.V.T., or if there be no such Departments or if they refuse to act them C.V.T. alone, set up similar courses with the advice and cooperation of the Provincial Registered Nurses Association, Provincial Department of Health and Provincial Colleges of Physicians and Surgeons.

(c) That a recommendation be made to each Province that persons who complete satisfactorily a course under the above provisions be recognized as entitled to register as Practical Nurses under any subsequent legislation.

(d) That in each Province, except Manitoba, the Provincial College of Physicians and Surgeons and the Registered Nurses Associations and one or more of the persons affected, and in Manitoba the Advisory Council, be invited to set up a code of ethics for Practical Nurses and to agree on remuneration, and that prior to being accepted for any of the courses mentioned above the applicant agree to both.

(e) That it be recommended to the Registered Nurses Associations to maintain registers of Practical Nurses who have successfully passed such courses whether provincial licensing laws exist or not.

3. (a) That women of these categories who are within one year of Junior Matriculation and who are desirous of entering schools of nursing and are approved by the Superintendent or Director of the school concerned, be permitted to complete their Matriculation with the usual assistance.

(b) That women who qualify under the above paragraph, or who are already qualified and who are accepted by schools of nursing, should be granted some time allowance as suggested by the Registered Nurses Associations of Saskatchewan, Alberta and Manitoba, and by the Canadian Nurses Association.

(c) That student nurses of the above categories in schools of nursing and the schools concerned respectively receive the same financial assistance as students in Universities and such Universities respectively.

APPENDIX 1

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY ()			
ARMY (x)	NURSING ORDERLIES (Male and C.W...C.)	Group "C" Group "B"	Pte.
AIR FORCE ()			

5. NAME OF COURSE: Nursing Orderly 6. LENGTH OF COURSE: 4 wks, theory (264 hrs.) 2 mos. (practical)
7. PREREQUISITES: Grade VIII minimum - "M" Score 115 - 144.
Preferably Gr. X - XII.
Previous experience advantageous, aptitude essential.
8. GENERAL DESCRIPTION OF COURSE:
Bed making and baths, care and cleaning of ward and equipment.
Application of heat and cold.
Ear, nose, throat and eye treatments.
Surgical preparation, dressings and care of the surgical patient.
Making solutions.
Care of contagious diseases.
Temperature, pulse, respiration and simple medical procedures under supervision.
Care of body after death.
9. ULTIMATE AIM OF COURSE:
To train personnel as supervisors of sick bays and to assist nursing sisters on wards of military hospitals.
10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED:
Basic and Corps training.
TRADE TEST:
Group "C", the candidate must:-
1. Demonstrate a fair knowledge of the anatomy and physiology of the human body and of first aid procedure.
2. Demonstrate a good practical knowledge of nursing procedure, such as recording the temperature, pulse rate, respiratory rate, administration of enema, ward management and hygiene of patients, and care of patients suffering from communicable diseases.
3. Demonstrate a knowledge of the principles of aseptic technique in relation to assisting with the preparation of instruments and the dressing of wounds.
Group "B", the candidate, in addition to the requirements for Group "C" must:-
4. Demonstrate an advanced knowledge of nursing procedure, such as catheterization of patients, prostatic massage, and the obtaining of a urethral smear and administration of hypodermic medication.
11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE:
Nursing care under supervision.
12. ACADEMIC OR PROFESSIONAL CREDIT:
13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY ()	Hospital Assistant	Group "B"	Sgt.
ARMY ()		"C"	Cpl to Cpl
AIR FORCE (x)		Standard	CJ2 or CJ3

5. NAME OF COURSE: Hospital Assistants 6. LENGTH OF COURSE: 4 weeks.

7. PREREQUISITES: Gr. VIII education or better.

8. GENERAL DESCRIPTION OF COURSE: A.C.A.F. Organization, anatomy and Physiology, Sanitation and Hygiene, Oral and Dental Hygiene, Sick Parades, Chemical Warfare, Crash procedure, V.D. and prophylactic measures, First Aid (St. John's), nursing procedure, stretcher drill, F.T., practical ward work.

9. ULTIMATE A.I. OF COURSE: To train attendants for duty in hospitals and sick quarters and as assistants to M.C.'s and nursing sisters.

10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED: Graduate from course as "C" or "Std" group personnel. Trade tests must be passed to obtain higher grouping. To obtain rank of F/Sgt and above, personnel must be expert in duties, and exhibit qualities of leadership. Such personnel are remustered to Wardmasters "E" group on promotion to rank of F/Sgt.

11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: Employed in making beds, administration of prescribed medicines, observation & care of the sick, taking & charting pulse, temperature and respiration, application and changing of simple dressings. Knowledge of poisons and antidotes, first aid, precautions against infections and contagious diseases, sterilization of hospital instruments, apparatus & equipment, procedure and preparation for vaccination, inoculation and sick parades, fire regulations & procedure.

12. ACADEMIC OR PROFESSIONAL CREDIT:

13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY (X)	SICK BERTH ATTENDANT (Male & Female)	General Duty	Sick Berth Attendant Leading Sick Berth Attendant
ARMY ()			Sick Berth Petty Officer
AIR FORCE ()			Sick Berth Chief Petty Officer

5. NAME OF COURSE: Sick Berth Attendant 6. LENGTH OF COURSE: 3 months
7. PREREQUISITES: High school entrance.
8. GENERAL DESCRIPTION OF COURSE: Approximately one third of total time is taken for theoretical instruction. Theoretical Instruction: Anatomy; Physiology; general knowledge of diseases, injuries and infections; first-aid, bandaging and resuscitation; surgical instruments and dressings; use and misuse of drugs; Sick Bay and ward management; medical documentation. Practical Instruction: General ward work, bedmaking and patient services; administration of simple medicaments and treatments; handling of sterile instruments and dressings. Practical First-Aid in Sick Bays.
9. ULTIMATE AIM OF COURSE: S.B.A. Qualification.
10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED: Grades -- S.B.A., Leading S.B.A. Leading S.B.A. - nine months as S.B.A. Passed professionally for advancement. Sick Berth Petty Officer - twelve months as Leading S.B.A. Passed professionally for advancement. Sick Berth Chief Petty Officer - two years as Sick Berth Petty Officer. Passed professionally for advancement.
11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: In hospitals-- ward work under supervision of Nursing sisters; general services for patients, bed-making and simple treatments; admitting office, medical records, medical stores. In Sick Bays -- Preparation of patients for examination; documentation; assisting in simple surgery, preparation of instruments, simple dressings; V.D. prophylaxis and de-infestation; maintenance of medical stores and equipment. In ships -- when under a medical officer, duties are as for Sick Bays; when without medical officer, administers first-aid and treats minor ailments, organizes and trains first-aid parties, inspects sanitation, food and water supplies, maintains medical stores and documents.
12. ACADEMIC OR PROFESSIONAL CREDIT:
13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY (X)	SICK BERTH ATTENDANT (Male and Female)	X-Ray Technician	Sick Berth Attendant Leading Sick Berth Attendant Sick Berth Petty Officer Sick Berth Chief Petty Officer
ARMY ()			
AIR FORCE ()			

5. NAME OF COURSE: X-Ray Technician 6. LENGTH OF COURSE: 6 months
7. PREREQUISITES: Junior matriculation and basic S.B.A. training.
8. GENERAL DESCRIPTION OF COURSE: Theoretical instruction: Special anatomy; Physics (electricity and radiation) Photographic chemistry; X-ray equipment, screens, films and developing; theory of radiographic techniques; positioning, exposing and protection from radiation effects. Practical experience under supervision in radiographic technique, etc.; in processing films; in executing simple running repairs to equipment; in preparing patients for examination including special procedures such as Barium series, Cystoscopies, etc. For senior, experienced technicians -- some experience in X-ray therapy.
9. ULTIMATE AIM OF COURSE: To achieve standards set by the Canadian Society of Radiological Technicians.
10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED: Qualifications for advancement are identical with those for Sick Berth Attendants (General Duty), see page N-154, with the exception that these ratings are required to sit examinations covering work in their own special field as X-Ray Technicians.
11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: Employed in Service hospitals as Radiological technicians performing the work outlined above (Description of Course). Some are specially trained for complete servicing of all X-ray equipment in addition to their general technician training.
12. ACADEMIC OR PROFESSIONAL CREDIT:
13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY (X)	SICK BERTH ATTENDANT (Male & Female)	Laboratory Technician	Sick Berth Attendant Leading Sick Berth At- tendant Sick Berth Petty Officer Sick Berth Chief Petty- Officer
ARMY ()			
AIR FORCE ()			

5. NAME OF COURSE: Laboratory Technician 6. LENGTH OF COURSE: 3 months to 2 years
7. PREREQUISITES: At least junior matriculation and basic S.B.A. training.
8. GENERAL DESCRIPTION OF COURSE: Training proceeds in three stages; (a) Basic training in care of laboratory apparatus, glassware, microscopes; sterilization; specimen taking for Haematology, Parasitology, Bacteriology and Biochemistry; techniques and experience for routine Urinalyses, Haematological examinations, CSF examinations and common stains for Bacteria. (3 to 6 months). (b) For Leading S.B.A. rate -- more extensive knowledge of above; technique for simple routine Biochemical tests; routine Parasitology. (6 months). (c) For Petty Officer and Chief Petty Officer S.B.S. -- more experience, etc. of above; nearly all routine Biochemistry; simple Bacteriology techniques and media making; general Parasitology; basic training in Serology.
9. ULTIMATE AIM OF COURSE: To train assistants for medical diagnostic Laboratories.
10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED: Qualifications for advancement are identical with those for Sick Berth Attendants (General Duty), see page N-154, with the exception that these ratings are required to sit examinations covering work in their own special field.
11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: Assistants to commissioned technicians and medical officers in charge of laboratories. As a rule these assistants look after all the routine urinalyses, haematological examinations, parasitology and specimen taking on the wards and in Sick Bays. They also, when qualified, do routine Biochemistry, Bacteriology and Serology (Mazzini Flocculation). The senior technicians often take charge of laboratory stores.
12. ACADEMIC OR PROFESSIONAL CREDIT:
13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
N.A.VY (X)	SICK BERTH ATTENDANT (Male)	Assistant Physiotherapist	Sick Berth Attendant Leading Sick Berth Attendant Sick Berth Petty Officer Sick Berth Chief Petty Officer
ARMY ()			
AIR FORCE ()			

5. NAME OF COURSE: _____ 6. LENGTH OF COURSE: 3 months
7. PREREQUISITES: Basic S.B.A. training.
8. GENERAL DESCRIPTION OF COURSE: Twelve lectures, and practical instruction from qualified Physio-therapists. The training covers the giving of remedial exercises, muscle kneadings, and some simple electrical treatments, the running repairs and maintenance of equipment; patient records.
9. ULTIMATE AIM OF COURSE: To provide assistants for qualified Physio-therapists.
10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED: Qualifications for advancement are identical with those for Sick Berth Attendants (General Duty), see page N-154, with exception that these ratings are required to sit examinations covering work in their own special field.
11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: These assistants are able to relieve the fully trained Physiotherapists of much routine work in the supervision of exercises, keeping of records, etc.
12. ACADEMIC OR PROFESSIONAL CREDIT: _____
13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT: _____

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
N. VY (X)	SICK BERTH ATTENDANT (Male)	Operating Room Assistant	Sick Berth Attendant Leading Sick Berth Attendant Sick Berth Petty Officer Sick Berth Chief Petty Officer.
ARMY ()			
AIR FORCE ()			

5. NAME OF COURSE: Operating Room Assistant 6. LENGTH OF COURSE: 3 to 4 months

7. PREREQUISITES: Leading S.B.A. standard (general service).

8. GENERAL DESCRIPTION OF COURSE: The training is given "on-the-job". Final qualification is by examination. The requirements are knowledge of -- preparation of patients for operation; resuscitation; selection, sterilization and care of surgical instruments; operation and care of all operating room equipment (autoclaves etc.); aseptic technique in the operating room. The technique for acting as "scrub-up" assistant in place of the operating room nurse.

9. ULTIMATE AIM OF COURSE: To qualify as assistants for operations in ships, etc., where no Nursing Sisters are available.

10. SERVICE QUALIFICATIONS AND TRADE TESIS PASSED: Qualifications for advancement are identical with those for Sick Berth Attendants (General Duty), see page N-154, with the exception that these ratings are required to sit examinations covering work in their own special field.

11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE: Act as assistants to operating room nurses and when more experienced, substitute for operating room nurses at operations.

12. ACADEMIC OR PROFESSIONAL CREDIT:

13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1. SERVICE	2. SERVICE TRADE OR RATING	3. SUB-DIVISION OF TRADE OR RATING	4. RANK
NAVY (X)	LAUNDRY ASSISTANT		Wren
ARMY ()	(Women's Royal Canadian Naval Service)		Leading Wren
AIR FORCE ()			P.O. Wren
			C.P.O. Wren

5. NAME OF COURSE: Laundry Assistant 6. LENGTH OF COURSE: 2 months

7. PREREQUISITES: 18 years of age or over; grade VIII education or its equivalent; laundry experience desirable.

8. GENERAL DESCRIPTION OF COURSE: On-the-job training; in a Naval Laundry.

9. ULTIMATE AIM OF COURSE: Duties in a Naval Laundry.

10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED:

Leading Wren (L.A.) - Served 9 months as Wren (L.A.) and passed a professional examination in the operation of laundering machinery, laundry organization, routine, etc.

P.O. Wren (L.A.) - Served 1 year as Leading Wren (L.A.)

C.P.O. Wren (L.A.) - Served 2 years as P.C. Wren (L.A.).

11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE:

Wren (L.A.) - Marking and classifying of work; flatwork ironing; pressing; finishing; sorting and assembling; miscellaneous work.

Leading Wren (L.A.) - Instructs and supervises 3 to 12 Wren (L.A.'s) in marking, operating machinery, etc.

P.O. Wren (L.A.) - Supervises work of 30 or more Wrens in a laundry. Collects information regarding complaints. May prepare accounts.

C.P.O. Wren (L.A.) - Similar to those of Wren Laundry P.O. but involves more responsibility.

12. ACADEMIC OR PROFESSIONAL CREDIT:

13. CIVILIAN TRADE EQUIVALENT OR APPRENTICESHIP CREDIT:

1.	2.	3.	4.
SERVICE	SERVICE TRADE OR ARTIFICIAL	SUB-DIVISION	RANK
NAVY (2)	SICK BERTH ATTENDANT (Woman's Royal Canadian Naval Service)	OF GRADE OR RATING	Wren Leading Wren Petty Officer Wren Chief Petty Officer Wren
ARMY ()			
AIR FORCE ()			

5. NATURE OF COURSE: Sick Berth Attendant 6. LENGTH OF COURSE: 3 months

7. PREREQUISITES: 19 years of age or over; Grade X education; preference given to hospital orderlies, drug store clerks, holding of first aid certificates and home nursing certificates.

8. GENERAL DESCRIPTION OF COURSE:

(1) Theoretical: anatomy, physiology, first aid, bandaging, surgical dressing, care of operation cases, surgical instruments, general nursing, drugs, disinfection, stretcher drill, ward and sick bay management and recounts.

(2) Practical: Experience in hospital wards, operating rooms, etc., under supervision of instructional medical officers, wardmasters and senior Sick Berth Attendants.

9. ULTIMATE AIM OF COURSE: Duty in Naval Hospitals or Sick Bays.

10. SERVICE QUALIFICATIONS AND TRADE TESTS PASSED:

Leading S.B.A. - Served 9 months as Sick Berth attendant and passed a professional examination.

Petty Officer Sick Berth attendant. - Served 12 months as Leading Sick Berth attendant and passed a professional examination for Petty Officer.

Chief Petty Officer Sick Berth attendant - Served 2 years as Petty Officer and passed professional examination for Chief Petty Officer.

11. GENERAL DESCRIPTION OF TYPE OF WORK PERFORMED IN THE SERVICE:

Wren S.B.A. - Assistant to and under supervision of the medical officer and Nursing Sisters. Prepares patients for examination, arranges instruments for and sometimes assists in operations, inoculations, blood tests, etc. Maintains sick bay stores and equipment. Keeps medical records and documents. Has general supervision of sick parade.

Does simple laboratory tests such as urine analysis for sugar, etc. Administers first aid. Organizes and trains first aid parties. Inspects sanitation facilities. Treats minor ailments.

Leading S.B.A. - Supervises work of from 1 to 15 S.B.A.'s.

Petty Officer S.B.A. / Supervises as many as 40 S.B.A.'s.

Chief Petty Officer S.B.A. - Involves greater responsibilities than Petty Officer S.B.A.

SEE ALSO PAGES N-154 to N-156

12. ACADEMIC OR PROFESSIONAL CREDIT:

13. CIVILIAN TRADE EQUIVALENT OR AFFILIATIONSHIP CREDIT:

APPENDIX 2

COPY

Department of Labour
Canada

Routine Letter No. 307

CANADIAN VOCATIONAL TRAINING

To: J.H. Ross, Esq.,
Calgary.

Ottawa, June 18, 1945.

Re: Training of Ex-service Women as Nurses Aides
or Practical Nurses.

The question of providing training of this kind for women discharged from the Forces has been discussed on several occasions by myself, with Mrs. Eaton of N.S.S. and Dr. Olive Russell of D.V.A.

I am enclosing for your information, communications sent to Dr. Russell dealing with:

(1) proposal by the Registered Nurses Association of Ontario for the training of nurses' aides in hospitals. This is obviously drawn up with the point of view of having any such course operated as an official one by the Provincial Department of Health. It is very doubtful if, in its present form, it would be applicable to any other province, but I am sending it to you as a matter of information, as you may possibly derive some useful ideas from it.

(2) the second communication was from the Canadian Nurses Association, and the part which particularly concerns us deals with the proposed course of nine months for the training of nurses' aides or practical nurses. There is no doubt whatever as to the need of women trained for this type of employment, but the selection of all such trainees would, I think, have to be carefully made, and should be restricted to those with a fair degree of high school education. Furthermore, the whole project should be controlled so as not to lower the standards of the regular nurses' profession, and the schools should be organized and operated with the approval and co-operation of the Provincial Registered Nurses Association, the Provincial Department of Health and the hospitals. The co-operation of the latter is essential, as part of the practical or clinical work would have to be given in different types of hospitals, but from what I hear, I believe the hospitals would welcome assistance of this kind.

Naturally in the last analysis the opening of any such courses would depend on whether or not there are sufficient number of women from the services who desire training of this kind. Indications are that there would be quite a few, particularly from the girls who have been engaged in some similar work while with the Forces. It might not be desirable or feasible for each province to open a course of its own, but there might be a place for say one school in the Maritime Provinces, and one or two in the Prairie Provinces.

Would you please consult with the representatives of the Hospital Association, Provincial Department of Health and the Registered Nurses Association, and if their support and co-operation are promised, this letter will constitute authority to proceed with the opening and organizing of a school, although before taking such a step, it would be advisable to consult with the District Boards of D.V.A. and their counsellors to see how many prospective applicants might be forthcoming.

So far as I can learn, the establishment of such a school would not be a particularly expensive proposition, and the equipment needed would be limited as all the practical work and clinical experience would be given in the hospitals. You would have to work out with the Provincial health authorities, some plan for registering or licensing the graduates of the school and fixing some schedule of wages and hours of work.

(signed) R.F. THOMPSON

Director of Training.

RFT:vh
Enc.

REGISTERED NURSES ASSOCIATION OF ONTARIO

Suite 715

86 Bloor Street West

TORONTO 5, Ontario.

May 1st, 1945†

Miss Olive Ruth Russell,
Executive Assistant,
Rehabilitation Branch,
Department of Veterans Affairs,
Ottawa, Ontario.

Dear Miss Russell:

In reply to your letter of April 30th we are herewith enclosing a copy of the plan for the training of nursing attendants or assistant nurses with an estimate of the cost of setting up one centre.

This plan was prepared for the Ontario Department of Health for schools which we wished them to set up. Under different auspices, adjustments would obviously be necessary. The Registered Nurses Association of Ontario would appreciate being given an opportunity to assist with those, but there seems no object in trying to work out details until policies have been decided upon.

This estimated cost is very tentative. The estimated salary cost is probably approximately correct. The estimated cost of the teaching centre is probably sufficiently high under any arrangement. The use of classrooms in hospitals is very unlikely; it would appear that they are used to capacity at present.

The salaries suggested for private practice are the schedule in operation for the practical nurses who received their training through the demonstration courses which were offered by the Registered Nurses Association of Ontario. Those suggested for work in hospitals were not by any means final, but were roughly based on wage schedules in industry.

We hope that this information may be of some assistance to you.

Yours sincerely,

(signed) Matilda E. Fitzgerald, Reg.N.,
Secretary-Treasurer,
Registered Nurses Association
of Ontario.

REGISTERED NURSES ASSOCIATION OF ONTARIO
(EDUCATION COMMITTEE)

Suggestions for the training of Nursing Attendants:

1. The Training SchoolAdministration

- (1) The Registered Nurses Association of Ontario recommends that schools for nursing attendants be established independently of hospitals, in centres sufficiently large to provide field practice in hospital wards and in homes in the community, for a reasonably large group of students. For instance, as an immediate start, Toronto, London, Windsor, Hamilton, Ottawa, Kingston, and possibly Port Arthur, could probably serve as centres for schools of from 40 - 60 students.

For the organization of these schools, the planning of their programs and their inspection, a Nurse Inspector should first be appointed under the Nurses' Registration Act, and attached to the Division of Nurse Registration.

The accommodation for these schools should consist of an office, a demonstration room, a lecture room, and washroom accommodation. The equipment would be almost that of the demonstration room for preliminary nursing students. A tentative estimate for the equipping of each centre is \$7,000.00; and running expenses, including salaries, \$5,000.00.

For each school there will be required:

- (a) a senior instructor (a nurse) who will be in charge of the school, arrange the classroom and clinical program, and do the greater part of the teaching in the preliminary section of the course (outline attached).
- (b) an assistant instructor (a nurse) who will chiefly supervise the clinical practice of the students. (For this considerable assistance will also be required from the head nurses of the hospital wards, and from public health and visiting nurse supervisors; but by this time the students' services will have some value).
- (2) Schools which are now conducting courses for Assistant Nurses which meet the regulations, should be continued, if approved by the Minister.

Financial Support - By (a) Government Subsidy
(b) Fees of students (\$25.00 for the course)

Course of Study

Length - six months.

Three months in the classroom.

Three months of practice in a general hospital or in any well-organized convalescent or chronic hospital, which can provide the necessary supervision, and in the community; with any necessary associated teaching.

Students

Age - 18 to 45 years.

Educational requirement - High School Entrance.
Health.

- (a) A certificate of health from the student's physician should be required.
- (b) A dental certificate.
- (c) A chest X-ray.
- (d) Complete immunization program against communicable disease while in the preliminary school.
- (e) Wasserman reaction.
- (f) Mental health examination if facilities are available.

Personality: While this is obviously of the utmost importance, it is felt that under present conditions it will have to be estimated during the selection of candidates by the school.

Certification

The student would complete the formal preparation in six months, but would have the granting of her certificate delayed until she had worked on salary for three months.

2. Financial arrangements for students

During the first three months, and during the field work in the community, the student would maintain herself.

During practice in the hospital, she should be given meals while on duty, and laundry.

Government subsidies or loans may be necessary for certain students.

3. Salaries and Hours of Work

- (a) In Hospitals: Hours - forty-four hours per week.
Salaries - on the staff of a hospital the minimum monthly salary would be \$65.00 plus laundry and means when on duty, if living out.

- (b) In private practice:

(The nursing attendant should be whomever possible a member of the Nurses' Registry).

8 hour duty - \$2.75 daily or \$18.00 a week. After two weeks, four hours off a week.

12 hour duty - \$3.00 daily or \$21.00 a week. After two weeks, six hours off weekly.

Residence duty - \$3.50 daily or \$24.00 a week. Four hours daily off duty. After two weeks, one twelve-hour period off duty per week.

4. Supervision

The Nursing Attendant is meant to supplement, not to replace the Registered Nurse, and should always work under nursing supervision. In hospitals, this will be given by the hospital Nursing Staff. While the exact ratio of nursing attendants to nurses will obviously depend upon the type of hospital and the acuteness of the ward, this principle of supervision must always be kept in mind. The nursing attendant must never be left in charge of a ward.

In the community, wherever there is a Nurses' Registry, the nursing attendant should register in this, and should receive advice and supervision from it. Where there is no Registry, the nursing attendant should be taught to apply to whatever graduate nursing service is available; e.g. the public health nurse, the visiting nurse, the local hospital, or Red Cross Outpost; and in isolated districts, any graduate nurse in the community recommended by the Medical Officer of Health.

May, 1945.

Appendix No. 4

REGISTERED NURSES' ASSOCIATION OF BRITISH COLUMBIA
(Incorporated)

1014 Vancouver Block,
VANCOUVER, B.C.

July, 1945.

To the members of the Royal Commission on Veterans' Qualifications:

The Registered Nurses' Association of British Columbia is grateful for this opportunity to discuss with the Commission questions which have arisen or will arise in connection with Service Women who wish to enter or continue in the nursing field. We wish to assure the Commission of our desire to co-operate in the efforts of the government to provide educational opportunities and vocational counselling to Service Women.

The problems with which we are concerned relate to three groups: nursing sisters, nursing aides, women without nursing aide experience who wish to take nursing courses, on a professional or non-professional level.

NURSING SISTERS:

Careful thought has been given to the anticipated needs and desires of nursing sisters upon demobilization. It is assumed that the majority will wish to take advantage of the government provisions for post-graduate study. The University of British Columbia offers two one-year nursing courses: (1) Public Health Nursing and (2) Teaching and Supervision. For advanced work in Public Health or for courses in administration, it is necessary to go to eastern universities. Various clinical courses are available within the province - Surgical Nursing, Operating Room Techniques, Pediatrics and Psychiatric Nursing. It is probable that a course in Tuberculosis Nursing on a graduate level could be developed, should there be a demand for it. In allied fields, courses in X-Ray and Laboratory Techniques are available to a limited number of students.

Through its provincial Placement Service, the Registered Nurses' Association is in a position to assist nursing sisters in finding the positions in civilian nursing best suited to their needs and ambitions. By personal survey and by correspondence the placement office has accumulated detailed information regarding the opportunities in nursing and the social, cultural and recreational facilities of all communities in the province. The list of positions open is always up to date. These factors, together with the director's experience in counselling, ensure valuable aid and guidance to nursing sisters.

Appendix No. 4 (Cont'd)

HOSPITAL ASSISTANTS, NURSING ORDERLIES, SICK BERTH ATTENDANTS:

The need for an additional 67 nurses aides was revealed in a recent survey of British Columbia hospitals and the Registered Nurses' Association, through its Placement Service, is prepared to assist suitably prepared army personnel in finding such positions.

Personal interviews with a number of service women and a study of the courses of instruction they have received, indicate the need for further instruction and supervised experience, particularly in the care of women and children, before these workers are ready for nurses' aide posts in civilian hospitals.

This Association therefore recommends:

- (1) That an intensive three months' course be organized, offering special training in home nursing, dietetics and maternal and child nursing and that this course be open only to service personnel who have had a minimum of six months' experience in Service Hospitals.
- (2) That the provincial government be urged to enact legislation for the training, examination, licensing and regulation of nurse aides or "Practical Nurses".
- (3) That when governmental regulation is provided, courses of training for nurses' aides or practical nurses be instituted; such courses to follow the outline prepared by the Canadian Nurses Association for a nine months' course and be open to Service Personnel with less than six months' nursing aide experience.
- (4) That schools for nurses' aides or practical nurses be established independently of hospitals, in centres sufficiently large to provide field practice in hospital wards and in homes in the community, for a reasonably large group of students.

SERVICE PERSONNEL WHO WISH TO ENTER APPROVED SCHOOLS OF NURSING:

The Registered Nurses' Association of British Columbia has accepted the special matriculation programme as outlined by the Canadian Universities Conference for demobilized service personnel as meeting the minimum educational requirement for entrance to schools of nursing in this province. The registrar of the University of British Columbia has agreed to evaluate the high school records of all service applicants to nursing schools and to furnish acceptable applicants with a letter stating that they would be accepted for university courses.

Appendix No. 4 (Cont'd)

This Association has also endorsed the principle of granting time allowance to service personnel who have had a minimum of one year of nursing aide experience but it would be necessary to arrange time allowance as an internship in order to conform to the Registered Nurses' Act which sets the length of the course in schools of nursing at three years. We feel that the requirement of a minimum of one year's experience is justified, in view of the fact that graduates of a three year course in Psychiatric Nursing, who enrol in approved schools of nursing, are granted only six months' allowance.

It was agreed therefore that the conditions of making any allowance shall be as follows:

- (a) That the applicant meet all regular entrance requirements (including special matriculation for demobilized personnel.)
- (b) That the applicant's high school record give evidence of good intelligence.
- (c) That the applicant present an official record of training and experience in work as a nursing aide during her regular service with the Armed Forces.
- (d) That the method of making the allowance of time be decided by each school of nursing in order to adjust properly to the curriculum of that school but in consultation with the school of nursing advisor in order to protect the student from possibility of later difficulties in regard to registration.
- (e) That the extent of the time allowance be according to:
 - (1) The quality of the applicant.
 - (2) The record of nursing experience while in the Armed Forces.
 - (3) The record of the student while in the school of nursing (i.e. provisional on progress.)

All of which is respectfully submitted.

Evelyn Mallory, R. N.
PRESIDENT

Alice L. Wright, R. N.
REGISTRAR

Appendix 5

Alberta Association of Registered Nurses
St. Stephen's College, Edmonton.

July 25, 1945.

To: The MEMBERS OF THE ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

The Registered Nurses' Association of Alberta appreciates the opportunity afforded them in July 1945 to discuss with the Chairman of the Royal Commission on Veterans' Qualifications questions in connection with discharged personnel of the Women's Services who may wish to become or to continue as practical nurses i.e. nurses' aides.

The Council of the Alberta Association of Registered Nurses through their Subsidiary Workers Committee, makes the following recommendations based upon the recommendations of the Canadian Nurses' Association and the Registered Nurses' Association of Ontario.

RECOMMENDATIONS FOR THE TRAINING OF PRACTICAL NURSES IN ALBERTA

1. THE TRAINING SCHOOL

- (1) The Alberta Association of Registered Nurses recommends that schools for the training of practical nurses be established independently of hospitals in centres sufficiently large to provide field practice in hospital wards and in homes in the community. It is recommended that one centre be established either in Edmonton or Calgary to accommodate 40-60 students and later a 2nd centre, if and when necessary.
- (2) Each school should have as minimum accommodation an office, a demonstration room, a lecture room, washroom and cloakroom accommodation and if possible a library study room as well as facilities for teaching the preparation and serving of patients meals.
- (3) The equipment of the teaching unit would be almost similar to that for teaching preliminary students in a school of nursing. A tentative estimate for equipment, for equipping each centre as a teaching unit, would be up to \$7,000.00 unless school facilities currently not being used could be obtained apart from hospitals.
- (4) Operating expenses including salaries would probably be \$5,000.00 annually.
- (5) For each school there will be required two registered graduate nurses. One of whom will be in charge of the school, arrange the programme and share the teaching and supervision with the assistant instructress. Head nurses of the hospital wards and from public health, and visiting nurse supervisors will also assist with supervision.

Appendix 5(Cont'd)

2. FINANCIAL SUPPORT OF THE SCHOOL

- (1) Government grants.
- (2) Fees of students.

3. PLAN OF COURSE

- (1) Teaching and supervised practice to cover 6 months followed by 3 months controlled experience before certification.
- (2) Members of the armed services who have had a minimum of 6 months experience as nurses' aides in the national defence hospitals to have 3-6 months teaching and practice in maternal, child and home nursing and in dietetics. An official record of the teaching courses given and the experience obtained during the period of service in the armed forces should be given each discharged nurses' aide.
- (3) The six month part of the course to consist of:-
 - (a) three months in the classroom.
 - (b) three months of practice in well-organized and supervised hospitals including practical hospital experience in medical, surgical, obstetrical and paediatric divisions and in addition experience in the community.

4. STUDENTS

- (1) Age - 18 to 45 years.
- (2) Education - High School Entrance or better.
- (3) Health Requirements
 - (a) Certificate of health from the student's physician.
 - (b) A dental certificate.
 - (c) A chest X-ray, with negative findings, within 4 months of entering training.
 - (d) Complete immunization programme against communicable diseases while in the training school or immediately prior as certified by a physician.
 - (e) Negative Wassermann.
- (4) Personality - To be estimated during training and considered satisfactory before permitting the student to complete her course.
- (5) Uniform -
 - (a) a coloured washable uniform, distinctive and attractive,
 - (b) a white apron with bib.
 - (c) brown or black shoes and stockings.
 - (d) no cap, no veil.
- (6) Financial Arrangements for Students -
 - (a) During the first three months and during field work in the community the student would maintain herself.
 - (b) During practice in the hospital, student would be given meals while on duty and laundry.

Appendix 5 (Cont'd)

5. SALARIES AND HOURS OF DUTY FOR PRACTICAL NURSES**(1) In hospitals**

- (a) Hours - 48 working hours exclusive of meals,
- (b) Salaries - on the staff of a hospital the minimum salary should be \$60.00 per month, if living out, plus laundry and meals while on duty.

(2) In private practice -

- (a) 8 hour duty - \$2.75 daily or \$18.00 per week.
- (b) 12 hour duty - \$3.00 daily or \$21.00 per week.
- (c) Residence duty \$3.50 daily or \$24.00 per week with four hours off daily and after two weeks one 12 hour period off duty each week.

6. PRACTICAL NURSES SUPERVISION IN HOSPITALS

The practical nurse is meant to supplement not to replace the registered nurse and in hospitals should always work under nursing supervision of the hospital nursing staff. The practical nurse must never be left in charge of a ward.

- 7. That wherever possible Nurses' Registries be requested to register practical nurses for the purpose of placement.
- 8. That wherever the calling of practical nurse is not regulated by legislation the Provincial Departments of Health be urged to implement legislation for the training, examination, licensing and regulation of practical nurses.
- 9. That the "Course of Training" be based upon that outlined by the Canadian Nurses' Association in September 1944.

E. B. ROGERS

Registrar A.A.R.N.

APPENDIX 6

SASKATCHEWAN REGISTERED NURSES' ASSOCIATION

104 Saskatchewan Hall,
University of Saskatchewan,
Saskatoon, Saskatchewan.

1st August, 1945.

Hon. Wilfrid Bovey,
Chairman,
Royal Commission on Veterans' Qualifications,
Room 1020, Dominion Square Building,
1010, St. Catherine Street West,
Montreal 2, P.Q.

Dear Col. Bovey,

The Council of the Saskatchewan Registered Nurses Association met very recently and considered your request that the association accept responsibility for the organization of a course for nurses aides, with special reference to women discharged from the Armed Forces. It is understood that such a course would be financed by the Federal Government.

The Council of this association reviewed the opinions and suggestions which you made during the conference which I had with you in Regina. I have been asked to thank you for these.

I have been instructed to say that this association will willingly cooperate in the organization of such a course should the need for this be evidenced. In this province, the Registered Nurses Act provides for a course for nursing housekeepers to be conducted under the auspices of the University of Saskatchewan and Saskatchewan Registered Nurses Association. This course has not been given for a number of years, but the Council, Saskatchewan Registered Nurses Association, feels that it might be reorganized to meet the need such as you have in mind. The President of the University is away at the present time and before making any commitment as to the part the University would be willing to take in the matter, it will be necessary to confer with him. In the meantime, I have been asked to assure you that the Association will willingly cooperate and accept responsibility for organizing the course if necessary with the understanding that the Federal Government will accept the financial responsibilities for this. Presumably the details of the course would be worked out later.

The members of the Council, Saskatchewan Registered Nurses' Association, wish me to say also that they feel nurses registrars will be willing to arrange for the placement of these workers through the registrars, but could not give assurance that continued employment would be available, as we are sure you will realize that this will be influenced by prevailing conditions.

At the present time, in cooperation with the Canadian Nurses' Association, a survey of nursing needs is being carried out in this province with special reference to the need for nurses aides and subsidiary workers in hospitals. We shall be in a better position to report more definitely regarding present needs when the results of this survey are available.

We trust that the foregoing suggestions will meet with your approval.

2..

(Att. to Reg. No. 58)
App. 6

(As you requested, I am enclosing an expense account for my trip to Regina. I am also returning the outline which you lent to me. We have taken the liberty of making some copies of this, although I understood from you that these are not actually the recommendations that the Royal Commission on Veterans Qualifications proposes to make.)

An outline was prepared by this association sometime ago regarding arrangements under which women discharged from the Armed Forces, who have had hospital experience, might be admitted to approved schools of nursing in this province. We are enclosing a copy of this.

Yours sincerely,

(signed) K.W. Ellis,
Registrar,
S.R.N.A.

198 45

Educational Requirements and Other Adjustments for Women Discharged from the Armed Forces entering Approved Schools of Nursing in Saskatchewan.
(Approved by Saskatchewan Registered Nurses Association, University of Saskatchewan and Department of Education, April 1945.)

When considering applications from women discharged from the Armed Forces, authorities in schools of nursing are asked to give special consideration to the service which members of the Armed Forces have rendered to their country, although it is understood that the decision reached regarding individual applicants is one to be made by the school concerned, provided the minimum requirements are met.

It is realized, generally speaking, preference is given to applicants with the highest qualifications, also that the following concessions will only be made to promising applicants who stand well in all other requirements such as: health, intelligence, personality and experience record.

1. Educational Requirements

In Saskatchewan the following modification of existing requirements for candidates for approved schools has been endorsed, by the authorities controlling registration, for women discharged from the Armed Forces only.

- (a) That the special junior matriculation as approved by Canadian Universities, will be accepted as the equivalent of Grade XI (the minimum entrance educational requirement for approved schools of nursing in Saskatchewan).
- (b) Each applicant accepted with special junior matriculation will be given a statement of having been accepted under this arrangement of "special matriculation" approved for demobilized members of the armed forces.
- (c) It is understood that authorities controlling registration of nurses in this province will accept graduate nurses from other provinces who hold this statement of "special matriculation".

2. Allowance of Time for Experience

- (a) As a general principle some allowance of time will be approved for ex-service members, who have had experience as hospital aids or orderlies, when admitted to an approved school of nursing in Saskatchewan, under the following conditions:
 - (1) The applicant must meet all regular entrance requirements (including special matriculation as outlined above).
 - (2) The applicant's high school record gives evidence of good intelligence.
 - (3) The applicant must present an official record of training and experience in work as a nursing aide during her regular service with the armed forces; and this experience must be not less than 6 months of continuous experience.
 - (4) The amount of time to be allowed will be decided upon by a special committee appointed by the Saskatchewan Registered Nurses' Association. It will be based on the experience which the individual candidate has had and other factors influencing this.

- (5) The time allowed on a three-year course in nursing will range from 3 to 9 months according to:
- (i) the quality of the applicant;
 - (ii) the record of nursing experience while in the armed forces;
 - (iii) the record of the student while in the present school of nursing.

The foregoing conditions have been approved as general principles. However, it should be understood that in order to protect her reciprocal registration privileges, as far as possible, each applicant will be considered on her own merits and qualifications.

Financial Assistance

The Saskatchewan Registered Nurses Association has been advised that women discharged from the Armed Forces who become nurses-in-training will be given assistance under the following conditions:

- (1) Application for financial assistance on behalf of nurses-in-training should be submitted as follows.

Applicants residing in:

- (a) The Northern Part of the Province should submit applications to:
Supervisor of Training,
Department of Veterans Affairs,
Saskatoon, Sask.
- (b) The Southern Part of the Province should submit applications to:
Supervisor of Training,
Department of Veterans Affairs,
Regina, Sask.

- (2) Where the application has been approved by Head Office, no deduction shall be made from the Statutory Training Grant on account of payments up to \$40.00 per month paid to the trainee by the institution with which she is registered, and in which she is regularly employed.

Where the tuition fee is involved, it shall be payable by this Department for the period for which the trainee is eligible for the Maintenance Grant.

- (3) Sixty (\$60.00) Dollars per month will be paid during the first year of training, provided the trainee has a total service of twelve months or greater.
- (4) That the Maintenance Grant is set at \$60.00 per month during the period of training, and in the case of nurses-in-training, this is regarded as "Other educational training".
- (5) Each individual will be entitled to benefits for one year, if their service permits, and at the end of the year, their progress will be reviewed, and if satisfactory, benefits may be extended - even during the entire period of their training, provided always that this does not exceed their period of service in any of the Armed Forces.
- (6) The amount to be paid during the second year will again depend somewhat on the amount paid by the Institution as wages or salary.

Appendix No. 7

THE MANITOBA ASSOCIATION OF REGISTERED NURSES

214 Balmoral Street,
WINNIPEG,
Manitoba.

March 7, 1945.

(Letter sent to Manitoba
Schools of Nursing)

We are enclosing for your information a statement of policies which have been approved by the Board of Directors of the Manitoba Association of Registered Nurses in regard to concessions for ex-Service Personnel applying for admission to Manitoba Schools of Nursing.

In approving these concessions, the Board of Directors was guided by the recommendations of the Canadian Nurses Association Committee on Nursing Education. The Board took into consideration also policies approved by the National Conference of Canadian Universities and by the Senate of the University of Manitoba in regard to concessions in educational requirements which may be made in favour of suitable candidates applying for admission to University faculties following their discharge from the Armed Forces.

You will note that the Board of Directors has suggested for the guidance of Schools of Nursing a definite time limit following the candidate's demobilization within which such concessions should be permitted. It is, of course, the prerogative of the individual School of Nursing to determine whether the approved concessions will be granted, in whole or in part, to ex-Service Personnel seeking admission to that School. In other words, the School of Nursing has the right, if it so desires, to accept demobilized Personnel on the same basis of admission requirements as for other candidates. Whether or not the School of Nursing does grant the approved concession in educational standing required for admission to the School, the other factors which are taken into consideration in the careful selection of students would, of course, be considered with equal care in the admission of ex-Service Personnel.

If you desire further information or clarification of any of the points outlined in the enclosed statement, we shall be very pleased to give such particulars upon request.

Yours sincerely,

School of Nursing Adviser.

Appendix No. 7

THE MANITOBA ASSOCIATION OF REGISTERED NURSES

212 Balmoral Street,
WINNIPEG,
Manitoba.

March 1, 1945.

Policies Recommended to Schools of Nursing by the Board of Directors of the Manitoba Association of Registered Nurses regarding Concessions to ex-Service Personnel Applying for Admission to Manitoba Schools of Nursing.....

- 1 ... That the minimum educational requirement for ex-Service Personnel entering Schools of Nursing in Manitoba should be a special junior matriculation based on the following subjects: English, Mathematics, Chemistry, and one of - a Foreign Language and History.
- 2 ... Regarding the time limit within which these concessions should be made: That concessions regarding educational requirements be granted to applicants from the Services who have applied within six months after their discharge from the Services for admission to a Manitoba School of Nursing; and whose applications have been accepted by the School of Nursing subject to the fulfillment of a written agreement between the School of Nursing and the candidate to the effect that the required programme of educational preparation will be completed.
- 3 ... That in all cases of individual candidates (i.e. ex-Service Personnel) who have not complete junior matriculation standing the School of Nursing seek the advice of the Registrar of the University of Manitoba regarding the eligibility of such candidates to qualify for entrance to University under the special concessions approved by the Senate.
- 4 ... That in seeking the advice of the University of Manitoba in this regard complete educational transcripts (i.e. the official Departmental High School transcripts) of the candidate be submitted by the School of Nursing to the Registrar of the University.
- 5 ... That Schools of Nursing assume the responsibility of explaining to ex-Service Personnel applying for admission to Schools of Nursing with less than full matriculation standing that their incomplete standing may present an impediment to them in their later professional careers, and that they should be encouraged for this reason to complete full matriculation requirements.

Appendix No. 7

- 6... That even though these applicants are admitted to Schools of Nursing under special concessions, they need not be retained as student nurses should they, in the course of their training, fail to meet the standards required by the individual School of Nursing; in other words, ex-Service Personnel to whom concessions have been made in the educational requirements for admission to Schools of Nursing, will be subject to the usual rules and regulations of the individual School of Nursing, which may require them to withdraw from the nursing course if unsatisfactory - as in the case of all other students.
- 7... That in view of the requirement laid down in Section 9 of the Registration Act in Manitoba "that training be for at least three years within a general hospital under the supervision of registered nurses....where there may be a complete course of training"; no concession in time allowance be made by the School of Nursing on the basis of nursing experience obtained while in the Services.
- 8... That in lieu of a time allowance, the School of Nursing might, at its discretion, give a monetary allowance to the student during the last few months of the course of training, the student meantime receiving the regular theoretical and clinical instruction and experience.
- 9... That the number of months during which such an allowance would be paid would be a matter for the individual School of Nursing to decide, but probably the period of time would bear a positive relationship to the quality of the applicant, the record and length of nursing experience (e.g. as a sick-bay attendant) while in the Armed Forces, and the record of the student while in the School of Nursing.
- 10... That, furthermore, the advisability of giving such a special allowance would be determined by the following factors:
- (a) That the applicant meet all regular entrance requirements (including special matriculation as outlined above).
 - (b) That the applicant's high school record give evidence of good intelligence.
 - (c) That the applicant present an official record of training and experience in work as a nursing aide during her regular service with the armed forces; and that this experience be not less than 6 months of continuous experience.

MARGARET M. STREET,
School of Nursing Advisor.

APPENDIX 8

CANADIAN NURSES ASSOCIATION

Course of Training as Nurses' Aides presented by
the Canadian Nurses' Association for use in the
Rehabilitation Program for the Women in the Services.

- Purpose** To care for the non-seriously ill, maternity patients after discharge from hospital, well children and others who do not require highly skilled nursing care, both in hospitals and homes.
- Age** Trainees should be not less than 18 years of age, preferably older.
- Education** Not less than completion of elementary school, preferably more.
- Health** A certificate of good health including chest X-ray.
- Uniform** A colored, washable uniform, which would be distinctive and attractive; a veil as worn by the V.A.D.'s; brown or black shoes and stockings.
- Teaching Personnel** Courses should be under the direction of a registered nurse qualified as an instructor - preferably with experience in nursing in the home.
- Classes** Groups of 15 - 20 for practice periods.
For larger groups the instructor must have the necessary assistance.
- Teaching Centres** In one or more centres across Canada, with proper physical facilities and equipment adequate for the program taught.
- Practice Field** Convalescent hospitals staffed with graduate nurses, such as the hospitals of the Department of National Defence and of the Department of Pensions and National Health, and hospitals with no schools of nursing which care for maternity patients and children.
- Plan of Course** Teaching and supervised practice to cover 6 months, followed by 3 months controlled experience.

Members of the Armed Services who have worked as nurses' aides in the National Defence hospitals for six months or longer would be allowed to omit the 3 months' experience.

The plan is based on an 8-hour day, 5-day week, for the first two months. Then a five-and-a-half day week. Theory and practice as follows:

- 1st month: Full time at the teaching centre for lectures, demonstration and practice.
- 2nd month: Half-time at the teaching centre and half-time in the practice field (under supervision).
- 3rd month) Full time in the practice field (under supervision).
- 4th month)
- 5th month) One month at a maternity hospital and one month
- 6th month) at a children's hospital. During these two months one-quarter time should be devoted to theory and demonstration, etc.

7th month)
8th month) Practice field to acquire skill.
9th month)

The Curriculum:

- I. Personal care, hygiene, etc. 8 hours
Behaviour, ethics, relationships, field of the nurses' aide, uniform, etc. 7 hours
Home management, foods and cookery 50 - 60 hours.
Management, hygiene and care of the home, care of patient's room, food values, nutritional requirements, planning, preparation and serving of meals, adaptation to patient's needs.
- II. Care of the Sick
- (a) Attitude towards patient and patient's care.
- (b) Normal structure and function of the body; indications of illness; causes of disease; methods of transmitting disease; prevention and control; including safe aseptic technique; disinfection of dishes, etc.
- (c) Principles of care of the sick; planning a routine and adaptation to needs of patient's household or institution.
Care of patient's room.
Bed making, comfort of bed patient, lifting and moving helpless patient.
Physical needs of patient - bed bath, tub bath, care of the mouth, teeth, hair, skin, prevention and treatment of bed sores, alcohol rub, elimination.
Common discomforts, prevention and relief; improvised equipment.
Observation of patient - what to observe; what to record and how to record.
Temperature, pulse, respiration.
Oral administration of medicines.
Cleansing enema.
Ice bag, hot water bottle, electric pad, poultices, mustard pastes, arm and foot baths.
First aid and simple bandaging.
Changing a dressing for convalescent or chronic patient.
Preparation of patient for general and pelvic examination; assistance during examination.
- (d) What the Nurses' Aide should know about the common cold, "grippe", chronic heart disease and nephritis, chronic arthritis, paralysis, cancer, diabetes.
Special needs of the chronically ill and the aged patients.
Suitable methods of diversion and occupation for patients; w. th. physician's approval - reading aloud, games, hobbies, visitors.
- (e) Care of the body after death.
- III. Care of mothers and new-born infants after normal delivery -15 hours.
Special needs of the mother, care of breasts, perineum, diet.
Special needs of the baby, bathing, breast feeding, formulae when ordered by physician - routine, sleep, etc. - 10 hours.

3..

(Att. to Rec. No.58)
App. 8

IV. Care of Children

(a) The normal child. Growth and development, daily routine at various ages, bathing, clothing, rest and sleep, diet, elimination, behaviour, play.

(b) The Sick Child

Early signs of illness, protective measures, immunization, care of the sick child, diversion and occupation for the sick child, emergency treatment for convulsions.

September, 1944.

APPENDIX NO. 9

CHAPTER 46

AN ACT TO PROVIDE FOR THE TRAINING, EXAMINATION, LICENSING,
AND REGULATION, OF PRACTICAL NURSES.

(Assented to March 23rd, 1945)

HIS MAJESTY, by and with the advice and consent of the
Legislative Assembly of Manitoba, enacts as follows:

SHORT TITLE

1. This Act may be cited as "The Licensed Practical
Nurses Act".

Short title.

INTERPRETATION

2. In this Act,

Definitions:

(a) "board" means the Executive Board for the ap-
pointment of which provision is made in section 10;

"board,"

(b) "central school" means the central school for the
establishment of which provision is made in section 16;

"central
school,"

(c) "council" means the Advisory Council for the
establishment of which provision is made in section 5;

"council,"

(d) "licence" means a license issued pursuant to sec-
tion 7;

"licence,"

(e) "licensed practical nurse" means a person to
whom a subsisting licence has been issued and who is
enrolled as provided in section 8;

"licensed
practical
nurse,"

(f) "minister" means the Minister of Health and
Public Welfare;

"minister,"

(g) "practical nurse" means a person who, being
neither a registered nurse nor a person in training to be
a registered nurse at a school of nursing recognized by
the minister, undertakes nursing for remuneration;

"practical
nurse,"

(h) "the register" means the register of licensed
practical nurses kept by the registrar pursuant to section
15;

"the
register,"

(i) "registered nurse" means a nurse who is a mem-
ber of The Manitoba Association of Registered Nurses
incorporated under an Act respecting "The Manitoba
Association of Registered Nurses", being chapter 114 of
the Statutes of Manitoba, 1913, and amendments thereto;

"registered
nurse,"

(j) "the registrar" means the Registrar and Con-
sultant appointed under section 14;

"the
registrar,"

(k) "the regulations" means regulations made under
this Act.

"the
regulations."

2..

(Att. to Rec. No. 58)
App. 9

3. No person who is not a licensed practical nurse shall practise in the province as a practical nurse, or hold herself out to be a licensed practical nurse.

Prohibition
of practice
or holding
out.

4. (1) If approved by a duly qualified medical practitioner and subject to subsection (2), a licensed practical nurse may,

Powers and pri-
vileges of a lic-
ensed practical
nurse.

(a) during the convalescence of a patient;

(b) after childbirth where there are no complications necessitating the services of a registered nurse;

(c) in mild types of illness;

(d) in chronic illness of long duration not requiring the services of a registered nurse; or

(e) in any other cases proscribed in the regulations; perform for patients such nursing duties as may be proscribed in the regulations.

(2) This Act shall not, except as herein, or in the regulations, specifically otherwise provided,

Restrictions on
practice of a
licensed
practical nurse.

(a) confer on any one any power, privilege, or right, conferred on a legally qualified medical practitioner under The Medical Act;

(b) confer on any one any power, privilege, or right, conferred on a registered nurse under an Act respecting "The Manitoba Association of Registered Nurses";

(c) confer any authority to undertake the diagnosis, treatment, or cure, of disease, pain, injury, deformity, or other physical disability, by medical, surgical, or any other means, or to practise medicine contrary to the provisions of The Medical Act;

(d) prohibit the care of the sick

(1) by members of the family of the patient; or
(ii) by a domestic servant, housekeeper, nursemaid, salaried companion, or other household helper, whether employed regularly or because of an emergency, if she is employed primarily in a domestic capacity and does not hold herself out, or accept employment, as a person licensed to practise nursing for hire;

(e) prohibit any person from giving aid in a case of emergency;

(f) prohibit the practice of nursing by a person enrolled as a student in a nursing school and preparing herself to be a registered nurse; or

(g) prohibit the practice of nursing in the province by a person who has, in another province or country, a status equivalent to that of a registered nurse or a licensed practical nurse in this province, and whose engagement requires her to accompany and care for a patient

temporarily residing in the province during the period of the engagement, if the person having that status does not represent herself, or hold herself out, as being a licensed practical nurse under this Act.

5. (1) There shall be an Advisory Council which shall have the powers and duties herein set out, and which shall consist of the Deputy Minister of Health and Public Welfare, the registrar, and the Director of Public Health Nursing appointed under The Health and Public Welfare Act, all of whom shall be "ex officio" members, and of ten other members appointed by order of the Lieutenant-Governor-in-Council of whom

(a) one member shall be nominated by the minister;

(b) one member, who shall be a member of the Faculty of Medicine, shall be nominated by the Board of Governors of the University of Manitoba;

(c) two members, of whom one shall be a teacher on the staff of a school of nursing recognized by the minister, shall be nominated by the board of managers of The Manitoba Association of Registered Nurses;

(d) one member shall be nominated by The Hospital Council of Manitoba;

(e) two members shall be nominated by the association known as, and recognized by the minister as, The Manitoba Hospital Association; and

(f) three members, who, subject to subsection (2), shall be licensed practical nurses, shall be nominated by any association of licensed practical nurses that may be formed after the coming into force of this Act, and that is recognized by the minister as representing the licensed practical nurses in the province.

(2) In the nomination of the members of the council first appointed after the coming into force of this Act, the minister may exercise the power of nomination conferred by paragraph (f) of subsection (1), and may nominate any practical nurse who has been practising in the province as a practical nurse for two years; and thereafter on each appointment of members of the council, until an association of licensed practical nurses is formed that is recognized by the minister as aforesaid, the minister may exercise the power of nomination conferred by paragraph (f) of subsection (1).

(3) Unless he shall sooner resign or be removed from office, and unless a shorter term be fixed by the Lieutenant-Governor-in-Council, each member of the council other than the "ex officio" members, shall, subject to subsection (4), hold office for a period of three years from the date of his appointment or for such other shorter period as may be stated in the order-in-council appointing him, and thereafter until his successor is appointed. Term of office

(4) Where two members of the council are appointed on the nomination of any one organization the Lieutenant-Governor-in-Council shall appoint one of the two members first appointed after the coming into force of this section to hold office for a period not exceeding two years from the date of his appointment. First Appointment.

(5) Members of the council whose term of office has expired shall be eligible for re-appointment, but shall not be appointed for more than two three-year terms unless a year or more has elapsed between the end of one term and the beginning of the next.

Re-Appointment after expiry of term of office.

(6) The Lieutenant-Governor-in-Council shall appoint a chairman and a vice-chairman of the council from among the members thereof who are not "ex officio" members; and, unless he shall sooner resign or be removed from office, the chairman and the vice-chairman shall each continue in his respective office until he ceases to be a member of the council or until such earlier date as may be fixed in the order appointing him.

Appointment of chairman and vice-chairman.

(7) The vice-chairman shall act as chairman during the absence or illness of the chairman, or at any time when, for any other reason, the chairman is unable to act, or at any time at the request of the chairman or of the minister.

Duties of vice-chairman.

6. (1) The council may,

Powers of council.

(a) issue, revoke, and cancel, licences as herein provided;

(b) prescribe the form of licences issued, and all other forms required, under this Act;

(c) appoint an executive board as provided in section 10;

(d) consider reports, suggestions, complaints, or other representations, made to it by the board or by any person concerning this Act or the administration thereof, including the operation of the central school; and make such recommendations to the minister with respect thereto as it shall deem advisable;

(e) make recommendations to the minister for the making, amendment, or rescission, or regulations respecting any matter with respect to which regulations may, under this Act, be made;

(f) establish committees to assist it in carrying out its duties, and appoint the members thereof who need not be members of the council;

(g) make regulations not inconsistent with this Act for the governance of its proceedings and the conduct of its affairs and business;

(h) make recommendations to the minister with respect to the appointment of the registrar, every teacher in the central school, and any other person appointed to an office pursuant to this Act; and

(i) appoint a chairman and vice-chairman of the board, and make regulations not inconsistent with this Act for the governance of the proceedings, and conduct of the affairs and business, of the board.

(2) Regulations made under paragraphs (g) and (i) of subsection (1) shall have no force or effect until approved by order of the Lieutenant-Governor-in-Council and published in one issue of THE MANITOBA GAZETTE.

Effect of regulations

7. (1) Where a person applies to the council for a licence under this Act, if she has

Issue of
licence.

(a) taken the prescribed course of training and studies at the central school, if and when it is established;

(b) had clinical experience of the prescribed length of time in a hospital designated by the council for the purpose;

(c) passed an examination in the prescribed subjects to the satisfaction of the board; and

(d) been recommended by the board as a person to whom a licence should be issued;

the council, if satisfied that the applicant is a suitable person to be licensed, may issue and licence.

(2) Subject to subsection (3), the council shall not issue a licence to any person who has not complied with, and been recommended pursuant to, the provisions of subsection (1).

Prohibition
of issue of
licence.

(3) Where a person, who before the coming into force of this Act has practised in Manitoba as a practical nurse for at least two years or who was registered as a practical nurse on the Nurses and Doctors Directory as at the first day of January, 1945, applies for a licence, if the council is satisfied that the applicant is a suitable person to be licensed under this Act, and if the board recommends that the licence be issued, the council may issue a licence to the applicant notwithstanding that she has not otherwise complied with the provisions of subsection (1).

Issue of
licence to
person prac-
tising on
coming into
force of the
Act.

8. (1) A person to whom a subsisting licence has been issued may apply to the registrar for registration of the licence and to be enrolled in the register; and upon production of the licence and payment of the prescribed fees the registrar shall register the licence and enroll the applicant.

Enrolment of
licensee.

(2) Every enrolment shall expire on the thirty-first day of December next following the making thereof; and upon production of a subsisting licence and payment of the prescribed fee the registrar shall renew the enrolment for a further period of one year from the date of expiry.

Term of
enrolment
and renewal
thereof.

(3) The registration of a licence shall remain in force until the licence is revoked.

Term of reg-
istration of
licence.

(4) Upon receipt of notice from the council that a licence has been revoked the registrar shall cancel the registration of the licence and the enrolment of the holder thereof.

Cancellation of
registration and
enrolment.

(5) The registrar shall, on the enrolment of each licensed practical nurse and on each renewal of the enrolment, issue to her a certificate in a form prescribed in the regulations, showing that she is a licensed practical nurse and the date upon which her enrolment expires.

Certificate of
enrolment.

9. (1) The council shall transmit to the board for preliminary enquiry and report every written complaint signed by the maker and made to the council against a licensed practical nurse.

Transmission
of complaint.

(2) Where a complaint is made to the council, as mentioned in subsection (1), against a licensed practical nurse, and the board, after making a preliminary enquiry with respect thereto, deems that the complaint should be investigated and so reports, with particulars thereof, to the council, or where the board deems that, by reason of her age, health, failure to apply to the registrar for enrolment for three consecutive years, conduct, or any other reason, the licence issued to a licensed practical nurse should be revoked and cancelled, and so recommends, the council shall investigate the complaint or consider the recommendation of the board.

Investigation
of complaints,
etc.

(3) The council,

(a) after due investigation of a complaint, or of a recommendation by the board for cancellation of a licence; and

Revocation
and cancel-
lation of
licence.

(b) after reasonable notice to the licensed practical nurse against whom the complaint is made, or in respect of whom the recommendation of the board is made; and

(c) after hearing evidence that may be tendered by, or on behalf of, the complainant, the board, and the licensed practical nurse, or any of them; and

(d) after hearing all that may be said by, or on behalf of, the licensed practical nurse by herself or by counsel, or by anyone acting for her,

may reject the complaint or the recommendation of the board or may revoke the licence and require the holder thereof to return it to the council for cancellation.

(4) Upon revoking a licence the council shall immediately notify the registrar of the revocation.

Notice of
revocation to
registrar.

(5) For the purposes of carrying out the powers conferred upon it by this section the council shall have like protection and powers as are conferred on commissioners appointed under Part V of The Manitoba Evidence Act.

Powers of
council in
making in-
vestigation.

10. The council shall appoint from among its own members an executive board which shall have the powers and duties herein set out, and which shall consist of seven members.

Appointment
of the board

11. (1) The board shall consider every application for a licence made to the council and, after reviewing all the relevant facts and circumstances, shall report thereon in writing to the council with its recommendation with respect to the issue or refusal of a licence.

Consideration
of applications
for licence

(2) The report of the board on each application for a licence shall show that the applicant has, or has not, as the case may be, complied with the provisions of paragraphs (a), (b) and (c) of subsection (1) of section 7, and of subsection (3) of that section.

Contents of
report

12. The board shall make a preliminary enquiry with respect to each complaint against a licensed practical nurse transmitted to it under section 9; and shall report thereon in writing to the council with its recommendations in respect to the investigation of the complaint.

Preliminary
enquiry
respecting
complaints.

13. The board may
- (a) make recommendations to the council with respect to
- (i) the revocation and cancellation of any licence;
 - (ii) the curriculum of studies and the teaching provided in the central school; and
 - (iii) any matter related to this Act or the administration thereof;
- (b) exercise any powers delegated to it by the council under section 17; and
- (c) consider any matter submitted to it by the council and report thereon to the council.
- Powers of the board.
14. The Lieutenant-Governor-in-Council may appoint a Registrar and Consultant, who shall be a registered nurse in good standing, and such other officers, clerks and employees, as may be deemed necessary to carry out the provisions of this Act.
- Appointment and other officers of registrar
15. The registrar shall,
- (a) consult with licensed practical nurses and student practical nurses, as they may require, advise them as to their problems, and offer to them such guidance as from her knowledge and experience she may deem advisable;
- (b) when requested by the council or the board, inspect the central school and any hospital with which the council has made arrangements under section 17, and report thereon as may be required; and, for that purpose, shall have the powers of an inspector of hospitals appointed under The Hospital Aid Act;
- (c) keep a register of duly enrolled licensed practical nurses;
- (d) perform all duties required under this Act with respect to the registration of licenses, the enrolment of licensed practical nurses, the collection of fees, and otherwise;
- (e) remit or dispose of all fees collected by her as may be directed by the council; and
- (f) perform such other reasonable duties as may be required of her by the council.
- Duties of registrar.
16. (1) The minister, with the approval of the Lieutenant-Governor-in-Council, may establish a central school for the training of student practical nurses; and may appoint such teachers therein as may be deemed necessary and advisable.
- Establishment of central school, appointment of teachers.
- (2) The minister may
- (a) arrange with any hospital for the necessary accommodation for the central school; or
- (b) arrange for the provision of that accommodation in any building owned or leased by the government; or
- (c) lease or rent such rooms or quarters as may be necessary to provide that accommodation;

(d) purchase such classroom furniture and equipment, or other furniture, as he may deem to be necessary for the purposes of the central school; and

(e) arrange with any hospital or hospitals for the complete training of practical nurses, including such training that otherwise would be given at the central school.

17. (1) The council shall have general supervision of the curriculum, and shall prescribe the course of training and studies and the teaching, in the central school and the examination of students in attendance thereto.

Supervision
of central
school

(2) The council may make arrangements with any hospital for students at the central school to obtain clinical experience, and other teaching or training as may be required, in the hospital; and shall thereupon designate the hospital in which a student practical nurse shall obtain her clinical experience, and prescribe the length of time to be spent by the student practical nurse in obtaining that experience.

Clinical
experience
for student
practical
nurses.

(3) The council may, by resolution recorded in its minutes, delegate to the board any or all of the powers conferred by this section.

Delegation
of powers
to board.

18. (1) The Lieutenant-Governor-in-Council may make such regulations and orders not inconsistent with this Act as are necessary to carry out the provisions of this Act according to their obvious intent, or to meet any cases which arise and for which no provision is made in this Act, and such regulations and orders shall be part of this Act; and without restricting the generality of the foregoing, may make regulations

Regulations.

(a) respecting the procedure to be followed by the board in the investigation of complaints and the revocation and cancellation of licences under section 9;

(b) respecting the fees to be charged by licensed practical nurses for services performed by them;

(c) pursuant to subsection (1) of section 4, respecting cases in which a licensed practical nurse may perform nursing duties for patients in addition to cases set out in subsection (1) of section 4.

19. (1) Any person who disobeys or contravenes any of the provisions of section 3 is guilty of an offence and liable on summary conviction to a fine not exceeding fifty dollars.

Penalty for
breach of
sec. 3.

(2) Any person who disobeys or contravenes any other provision of this Act is guilty of an offence and liable on summary conviction to a fine not exceeding one hundred dollars.

Penalty for
breach of
any other
section.

20. This Act shall come into force on assent.

Commence-
ment of Act.

Appendix No. 10

CANADIAN NURSES ASSOCIATION

REHABILITATION OF MEMBERS OF THE ARMED FORCES

A. Recommendations Concerning Concessions in Matriculation Requirements

Proposals

1. That the C.N.A. recommend that each province accept general guidance from the report on a special matriculation programme for demobilized members of the armed forces as adopted by the National Conference of Canadian Universities (June 13, 1944).
2. That each province decide whether it will accept this as general principle. Each province to state its decision to the C.N.A. Executive Committee as soon as possible.
3. That each province state that preference will be given to applicants with the highest qualifications.
4. That the recommendation from the C.N.A. be that each province make some special allowance on the usual matriculation requirement (either one subject, or at most two), and that this allowance may be granted to a promising applicant who stands well in all other requirements such as health, intelligence, personality and experience record.
5. That each province accept this reduced number of subjects, when granted, as a special matriculation for the purpose of admitting demobilized members of the armed forces.

N.B. This person is considered as a matriculant by the university.

6. That each applicant accepted under such an arrangement be given a statement of having been accepted under this arrangement of "special matriculation" for demobilized members of the armed forces.
7. That the Nurse Registration authorities of each province be prepared to accept graduate nurses who hold this statement of "special matriculation" standing and to treat them as matriculants.

SUMMARY

The above arrangement would place all accepted students in the category of matriculants. This special arrangement for matriculation standing could be applied only for ex-service members. Hence there could be no question of interfering with regular standards for the future.

B. Recommendation Concerning Granting of an Allowance of Time on a Regular Course in an Approved School of Nursing

PROPOSALS

1. That the C.N.A. recommend that each province be prepared, as a general principle, to make some time allowance for ex-service members (see 3 (c)); this to be granted under specified conditions.
2. That each province decide whether it will accept this recommendation as a general principle. Each province to state its decision to the C.N.A. Executive Committee as soon as possible.

Appendix No. 10 (Cont'd)

Proposals

3. That the conditions of making an allowance of time on a regular course in nursing be as follows:

- (a) That the applicant meet all regular entrance requirements (including special matriculation as outlined above).
- (b) That the applicant's high school record give evidence of good intelligence.
- (c) That the applicant present an official record of training and experience in work as a nursing aide during her regular service with the armed forces; and that this experience be not less than 6 months or continuous experience.
- (d) That the method of making the allowance of time be decided by each school of nursing in order to adjust properly to the curriculum of that school. Some schools may permit the student to complete her work in a period shorter than the usual 3 years; other schools may keep the student for 3 years but treat the final months as an internship, and make payment for work done during these months, while treating the nurse as a graduate at this time. This internship indicates experience with continued instruction.
- (e) That the time allowance on a 3 year course in Nursing range from 3 to 9 months according to:
 - (i) the quality of applicant
 - (ii) the record of nursing experience while in the armed forces.
 - (iii) the record of the student while in the present school of nursing.

November 3, 1944.

RECOMMENDATION NO. 59

DALHOUSIE UNIVERSITY

Attached hereto is a copy of a letter received from Dalhousie University concerning accommodation. The Commission recommends that this matter be considered by the Committee or Commission, the set up of which was proposed in Recommendation No. 24.

C
O
P
Y

DALHOUSIE UNIVERSITY

Halifax, N. S.

August 11, 1945.

Engineer in Charge of
Buildings and Grounds

Col. Wilfrid Bovey;
Royal Commission on Veterans' Qualifications,
Fredericton, N.B.

Dear Sir:

According to your request expressed at this morning's session of the Commission, I am presenting herewith the situation at Dalhousie insofar as physical plant is concerned.

We feel that our permanent buildings, together with the two Naval Buildings on the campus turned over to us on May 31st, will take care of our immediate needs for Fall Registration. Should it be necessary to institute a January-February registration for additional service men released from the Forces during the latter months of the year, our plant will definitely be inadequate, both as to Residence and Academic accommodation.

Immediately adjacent to our Professional Schools Campus, and a quarter of a mile from our Arts and Science Campus, are the Cathedral Barracks, presently occupied by the Canadian Women's Army Corps. If these could be made available to us, our problems, both residential and academic, from the physical side, would be largely solved. (Staff, both domestic and academic, would still remain an unsolved problem.) Financial assistance in remodeling and furnishing these buildings would be welcomed.

The other matter which I mentioned this morning was the difficulty which we, in common with other Universities, are having in obtaining Construction Permits. Two buildings built on our campus about 3 years ago by the Navy were turned over to us on May 31st last. One, which had been used as a barracks for the WRENS and as a Signal School, we proposed to remodel for the Departments of Engineering and Geology, both badly crowded in the Science Building. The removal of these two departments from that building would enable the Chemistry and Physics Departments to expand into much needed space. The second Navy building, used by them as Residence and Mess Hall, we proposed to refit as a residence for approximately 60 male students and dining hall for 150. Our plans were prepared, and tenders called for. Because of the urgency of getting the work done, we phoned direct to Mr. J. P. Mackenzie, who told us to proceed with the work and to forward the necessary application forms. We did both.

A week ago, with the work in the three buildings about 80% completed, we received a letter from Ottawa refusing issuance of the necessary permit. I am attaching a copy of that letter. (I may say that we are carrying the work on to completion).

In closing, I would point out two things; first, that this letter refers solely to physical plant, not to Staff. Second, that our calculations have all been based on the war in the Pacific continuing for months, rather than what looks like days. Increased rapidity of demobilization may put a very different complexion on matters, and we may have to revise our thinking. Fall registration, in light of more recent developments, may now find our plant inadequate.

Yours very truly,
(sgd.) H. R. Theakston
Engineer in Charge of Buildings and Grounds.

HRT:JSW
1 encl.

SESSIONAL PAPER NO. 124H

THURSDAY JUN 27 1946

VOLUME NO. _____

REPORT NO. _____

ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

HON. WILFRID BOVEY, CHAIRMAN

COMMISSIONERS:

F. W. SMELTS, D. S. LYONS, S. R. ROSS, HECTOR DUPU'G, J. C. G. HERWIG

EXECUTIVE SECRETARY: A. E. FORTINGTON

REPORT OF PROCEEDINGS AND EVIDENCE

SITTING AT _____

NOTE

1945

THIS FILE MUST BE RETURNED
TO THE CHIEF CLERK OF
PARLIAMENTARY PAPERS
Room 167, House of Commons.

WITNESSES:

SUBJECT:

Supplement 2

SECOND REPORT

EXHIBITS:

VOLUME
NO. 1



E. A. WHITMAN, C.B.S.

Printer and Stationer



1 In making recommendations for additional
2 regulations, the following points have been taken
3 into consideration:

4 (a) However much naval experience an officer
5 has had, he does not necessarily know anything
6 about questions regarding cargo stowage.

7 (b) On the other hand, Naval experience in
8 watchkeeping duties should enable an officer,
9 with no further training, to take charge of a
10 watch on board a merchant ship at sea.

11 (c) Naval experience in command should not only
12 allow an officer to take charge of a watch in a
13 merchant vessel at sea, but should accelerate
14 the day when he can be considered fully competent
15 to command a merchant ship.

16 Order-in-Council of the 4th December, 1945,
17 (P.C. 7128) states that:

18 The full time served at sea by officers of the
19 Executive Branch and ratings of the Seaman Branch
20 of the Royal Canadian Navy and of the Royal Canadian
21 Naval Volunteer Reserve may be accepted as qualify-
22 ing sea service for examination for a Certificate
23 of Competency as Second Mate, Foreign-going, Mate
24 Home-Trade, Mate Inland Waters, Mate Minor Waters,
25 Mate Licensed ferry steamship and Master tugboat,
26 up to a maximum of one year less than that required
27 for the certificate applied for, provided that such
28 service was performed in a qualifying capacity and
29 was not otherwise performed in gate vessels, depot
30 ships, harbour craft or vessels of a similar nature.
If an applicant who was a member of the Royal
Canadian Navy or the Royal Canadian Naval Volunteer
Reserve holds a Certificate of Competency, his
officer's service while holding such a certificate



1 may count in the same manner and to the same extent
2 as officer's service in the Royal Canadian Naval
3 Reserve. Otherwise, the applicant shall comply
4 with regulations."

5 This implies that the additional service in
6 Merchant ship that is required of an officer before
7 he can sit for his Second Mate's Certificate may
8 have to be performed as a seaman. In such a capacity
9 he would not have the same opportunities for learning
10 his new profession as he would have as an officer,
11 whilst at the same time, apart from his lack of know-
12 ledge of cargo matters, he is fully competent to take
13 charge of a watch at sea.

14 The Order-in-Council moreover does not cover
15 the matter of Naval ratings who have actually served
16 at sea during the war in merchant ships as Gunners.
17 These ratings have had considerable experience in the
18 general operation of Canadian merchant ships. In view
19 of the fact that Canadian Naval seamen who have served
20 for any length of time in Naval vessels are now allowed
21 to count that time towards Merchant Navy Certificate
(up to a maximum of one year less than that required
22 for the certificate applied for),

23 RECOMMENDATION NO-15A

24 THE COMMISSION RECOMMENDS:

25 That the Department of Transport seek authori-
26 zation to issue to officers who are in possess-
27 ion of a Naval Watchkeeping Certificate and are
28 honourably discharged a Temporary Certificate
29 for Second Mate Foreign-going. This certifi-
30 cate to be valid for one year's service in the
Merchant Navy, after which time it should be
cancelled and the holder obliged to sit for
the examination for a Second Mate's (Foreign-



1 going) Certificate, or a Mate's (Home Trade).

2 In the case of officers who have held
3 command for at least one year of a Bangor
4 mine sweeper, Corvette or larger vessel in
5 the Navy, a similar Certificate should be
6 issued, but at the end of a year's satisfactory
7 service in the Merchant Navy such officers
8 should be allowed to sit for a First Mate's
9 Certificate.

9

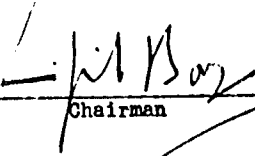
10 RECOMMENDATION NO-15B

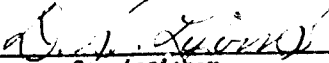
11 THE COMMISSION RECOMMENDS:

12 That Naval seamen who have served on board
13 merchant ships should be allowed to count
14 similar time to those who have served on
15 board purely naval ships.

16 ---
17
18
19
20
21
22
23
24
25
26
27
28
29
30

The foregoing Second Supplement to the Second Report of the Royal Commission on Veterans' Qualifications, together with Recommendations No-15(a) and 15(b), are respectfully submitted.


Chairman


Commissioner


Commissioner

Commissioner



P. C. 7128

1
2
3 AT THE GOVERNMENT HOUSE AT OTTAWA
4 TUESDAY, the 4th day of DECEMBER, 1945.

5 PRESENT:

6 HIS EXCELLENCY

7 THE GOVERNOR GENERAL IN COUNCIL:

8 WHEREAS by Order in Council of the 5th November,
9 1936 (P.C.2867) regulations were made governing the
10 examination of candidates for Masters' and Mates'
11 Certificates of Competency and Service of Home-Trade,
12 Inland and Minor Waters' Vessels;

13 AND WHEREAS by order in Council of the 5th
14 November, 1936 (P.C.2868) regulations were made govern-
15 ing the examination of Masters and Mates in the Mercan-
16 tile Marine for Foreign-going Certificates of Competency;

17 AND WHEREAS the said regulations provide for the
18 qualifying sea service of applicants for Masters' and
19 Mates' Certificates to have been performed while holding
20 a lower grade certificate;

21 AND WHEREAS the Minister of Transport reports
22 that a considerable number of persons served during the
23 war as Masters or Mates in Merchant Ships and in vessels
24 of the armed forces while holding inferior certificates
25 or without any certificates;

26 That applications are made from time to time, by such
27 persons for examination for Masters' and Mates' Certi-
28 ficates; and

29 That such persons may not be admitted to the exam-
30 inations as their qualifying sea service was not per-
formed while holding a certificate as required under
the regulations;

THEREFORE His Excellency the Governor General



1 in Council on the Recommendation of the Minister of
2 Transport and under authority of Section 126 of the
3 Canada Shipping Act, 1934, is pleased to amend the
4 Regulations made by the two Orders in Council above
5 cited and they are hereby amended by the addition
6 thereto of the following new regulations:

6 (1) Qualifying service in merchant vessels during
7 the war

8 Sea service performed as Master or Mate during
9 the war in merchant ships, while holding a lower
10 grade certificate than required under these re-
11 gulations or without any certificate, shall be
12 counted as qualifying service for examination
13 for a certificate as Master or Mate, providing
14 the applicants otherwise comply with these re-
15 gulations.

15 (2) Qualifying Service in Naval vessels during
16 the war

17 (a) An applicant for a certificate under these
18 regulations who was an officer of the Ex-
19 ecutive Branch, or a rating of the Seaman
20 Branch of the Royal Canadian Naval Reserve,
21 may count as qualifying sea service the full
22 time served in any of His Majesty's ships of
23 the following classes:- cruisers, armed
24 merchant cruisers, destroyers, corvettes,
25 minesweepers, armed yachts, coastal patrol
26 vessels, examination vessels or other vessels
27 of the same class.

27 (1) The applicant for a certificate where
28 watchkeeping service is required must
29 be in possession of a watchkeeping certi-
30 ficate signed either by the Commanding
Officer, if he has served on a destroyer



1 or other of His Majesty's ships having
2 a complement of 150 men or over, or by
3 the Naval Officer in charge, or Com-
4 manding Officer of Flotilla or parent
5 ship, in the case of small craft.

6 (ii) The applicant holding a watchkeeping
7 certificate shall, before being admitted
8 to the examination show the necessary
9 officers' service while holding the
10 Certificate of Competency required by
11 these regulations.

12 (iii) The watchkeeping certificate shall be
13 authenticated by Naval Service Head-
14 quarters, Ottawa. In addition to the
15 watchkeeping certificate, the applicant
16 shall furnish on the application form
17 a record of qualifying time served in
18 the Naval Service which also shall be
19 authenticated by Naval Service Head-
20 quarters, Ottawa.

21 (b) The full time served at sea by officers of
22 the Executive Branch and Ratings of the
23 Seamen Branch of the Royal Canadian Navy
24 and of the Royal Canadian Naval Volunteer
25 Reserve may be accepted as qualifying sea
26 service for examination for a Certificate
27 of Competency as Second Mate, Foreign-going,
28 Mate Home-Trade, Mate Inland Waters, Mate
29 Minor Waters, Mate Licensed ferry steamship
30 and Master tug-boat, up to a maximum of one
year less than that required for the certi-
ficate applied for, provided that such ser-
vice was performed in a qualifying capacity
and was not otherwise performed in gate



1 vessel, depot ships, harbour craft or
2 vessels of a similar nature. If appli-
3 cant who was a member of the Royal Canadian
4 Navy or of the Royal Canadian Naval Volunt-
5 eer Reserve holds a certificate of compe-
6 tency, his officer's service while holding
7 such a certificate may count in the same
8 manner and to the same extent as officer's
9 service in the Royal Canadian Naval Reserve.
10 Otherwise, the applicant shall comply with
11 these regulations.

11 (3) Qualifying service during the war in vessels
12 of the Royal Canadian Air Force:

13 (a) Applicants for certificates of competency
14 as Masters, cargo or passenger steamships,
15 Home-Trade, Inland or Minor Waters Steam-
16 ships, or for Masters' Certificates for tug-
17 boat of licensed ferry steamships, may
18 count qualifying ser service on any of His
19 Majesty's Canadian ships of the following
20 classes, to the extent and in the manner
21 as herein after set out:

21 (i) Full time on supply vessels and High
22 Speed Rescue Vessels, or -

22 (ii) Three quarters time on Range Boats,
23 types 1, and 2 of not less than 40 ft.
24 in length, or -

25 (iii) Half time on Range Boats type 3, air-
26 craft crash boats and general utility
27 boats of not less than 30 feet in
28 length.

28 (Note: Time served on vessels of the Royal Canadian
29 Air Force of other than those of the above mentioned
30 classes shall not count for examination purposes.)



- 1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30
- (iv) If a watchkeeping certificate is required under the regulations, the applicant must be in possession of such a certificate, signed by the Commanding Officer of the vessel in which the applicant served or by the officer in charge of the Air Base to which the vessel was attached.
- (v) The applicant holding a watchkeeping certificate, when required shall show twelve months service while holding a Certificate of Competency as Mate Home-Trade, Inland or Minor Waters, as the case may be, before being examined.
- (vi) The watchkeeping certificate shall be authenticated by the Royal Canadian Air Force Headquarters, Ottawa. The applicant shall furnish on the application form a record of qualifying service in Royal Canadian Air Force vessels, which shall be authenticated by the Royal Canadian Air Force Headquarters, Ottawa.
- (b) An applicant for a Mate's Certificate in the Home-Trade or in the Inland Waters or Minor Waters or for a Tug-boat Master's Certificate, must have served the qualifying time required by these regulations, and the record of qualifying time served in Royal Canadian Air Force vessels shall be authenticated by the Royal Canadian Air Force Headquarters, Ottawa. In all other respects the applicant shall comply with these Regulations.



1 (4) Qualifying service in vessels of the Canadian
2 Army during the war.

3 Qualifying service in vessels of Water Trans-
4 port Sections of the Royal Canadian Army
5 Service Corps may be accepted for examination
6 for Masters' and Mates' Certificates provided
7 such service complies with these regulations.
8 Applicants shall produce credentials certified
9 by the Commanding Officer.

10 (5) Applicants for examination who have been prisoners
11 of-war will be entitled to a remission, not
12 exceeding six months of the required sea service
13 for the period of captivity by the enemy. Such
14 applicants shall submit their credentials to
15 the Department of Transport for approval.

16 (6) An applicant for examination who can produce
17 satisfactory evidence that he has been prevented
18 by the exigencies of war from taking the exam-
19 ination for a Certificate of higher grade as
20 required by these Regulations at the earliest
21 date at which he was qualified to do so, may
22 count any qualifying watchkeeping service which
23 he has performed after that date as Officer's
24 service for a Certificate of Competency as
25 Master or Mate.

26 His Excellency in Council is further pleased
27 to amend the Home-Trade Masters' and Mates' Regulations,
28 (P.C. 2867, 5th November, 1936) and they are hereby
29 further amended as follows:

30 A. Paragraph 4(b) is deleted and the following sub-
stituted therefor:

4(b) He must have served twenty-four months as
Second Mate or thirty-six months as Third
Mate in charge of a watch in a Foreign-going



1 or Home-Trade vessel which is required by
2 law to carry a certificated Mate, provided
3 that he has served in such capacity whilst
4 in possession of a Certificate of Competency
5 as Mate of a Home-Trade steamship or a Second
6 Mate Foreign-going Certificate.

7 B. Paragraph 11(e) is deleted and the following sub-
8 stituted therefor, effective June 1, 1946:

9 11(e) Know the International Code of Signals and
10 the meaning of one-flag signals, also storm
11 signals and local signals; he must also be
12 able to send and read signals by flashing
13 lamp in the Morse Code.

14 C. The following paragraph is added to Appendix A
15 of the said Regulations:

16 Candidates shall also be required to send and
17 receive signals in British Semaphore up to
18 eight words per minute, and in Morse Code by
19 flash lamp up to six words per minute. The
20 Semaphore Test shall consist of a plain language
21 message; the Morse flashing test shall consist
22 of a coded message and a plain language message.
23 Candidates shall also be examined in the pro-
24 cedure laid down in the signal instructions
25 contained in Volume 1, of the International
26 Code of Signals.

27 D. Paragraph 6 of Appendix B of the said Regulations
28 is deleted and the following substituted therefor:

29 Lower standard required in Certain Cases:-
30 Candidates of fifty years of age or over may
be regarded as passing the letter test if they
can read correctly with noth eyes at least five
of the eight letters in the fifth line of a
test sheet.

"A.D.P. Heeny"
Clerk of the Privy Council.

VOLUME No. _____

REPORT No. _____

**ROYAL COMMISSION
ON
VETERANS' QUALIFICATIONS**

HON. WILFRID BOVEY, CHAIRMAN

COMMISSIONERS:

F. W. SMELTS, D. S. LYONS, S. R. ROSS, HECTOR DUPUIS, J. C. G. HERWIG

EXECUTIVE SECRETARY: A. E. FORTINGTON

REPORT OF PROCEEDINGS AND EVIDENCE

SITTING AT Montreal

February 28th 1946

WITNESSES:

SUBJECT:

EXHIBITS:

**SUPPLEMENT III
SECOND REPORT**





ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

SUPPLEMENT VII - SECOND REPORT

February 28th, 1946.

I N D E X

<u>Item</u>	<u>Page</u>
Subsection I, Instruction at Ecole Brilliant	1
Brief - Marine Carriers	2
Bernatchez memorandum	4
RECOMMENDATION NO-18(c) Marine Examinations	5
" 18(d) Classification of Ecole Brilliant	5
" 18(e) Merchant Marine School	5
Subsection II, Difficulties encountered by Veterans undertaking private business	6
Recommendation No-68(a) Individual Veteran Enterprise	6
Subsection III, Benefit No-8	7
Mingala - proposed new scale	8
RECOMMENDATION NO-69 Extension of time for training on the job	9
Subsection IV,	10
RECOMMENDATION NO-90 Special Consideration under Civil Service Act	10
Subsection V, Regional Surveys for Veterans Employment and Training	11
RECOMMENDATION NO-91 Regional Studies of employment	12
Subsection VI, Increased allowances for students	13
RECOMMENDATION NO-42(a) Special Study of University Student Allowance	14
Subsection VII,	14
Appendix I, Cannon Report on St. Lawrence Navigation	B-1
EXHIBIT A, Photographs of activities at Ecole Brilliant, Rimouski	
(One set in folder attached.)	
APPENDIX II - Regional Map referred to in Recommendation No-91	C-1



ROYAL COMMISSION ON VETERANS' QUALIFICATIONS

SUPPLEMENT III

SECOND REPORT

Subsection I -- Instruction for Merchant Marine at Ecole Brillant at Rimouski

On February 14th and 15th, 1946 the Chairman accompanied by Mr. H. B. Renaud and the reporting staff, carried out a special investigation concerning the Lower St. Lawrence Region. Among the witnesses examined were the Honourable Jules Brillant, president of the Lower St. Lawrence Power Company and the Lower St. Lawrence Navigation Company; Rev. Abbe Gagnon, Director of the Ecole Brillant at Rimouski of which mention was made in the Second Report and Mr. Antoine Gauthier, in charge of technical instruction in the School.

The Honourable Mr. Brillant presented a copy of the report of the "Royal Commission on Inland Navigation on the St. Lawrence River" signed by Hon. Lucien Cannon and bearing date of 20th October, 1942, which appears as Appendix I hereto.

Mr. Brillant also pointed out that if navigation on the Lower St. Lawrence and the Gulf was to develop as it should, there was urgent need for a complete navigation school. He also pointed out that at present the school was classified as a school of arts and crafts and that this constituted a handicap to graduates notwithstanding their actual qualifications. He strongly recommended that it should be classified as a technical school.

In the sessions at Rimouski, the Ecole Brillant presented a brief, one section of which is translated as follows:



"MARINE CAREERS

1. Safe navigation, even coastal navigation, demands navigators and mechanics having acquired part of their training in schools. The 9th grade should be compulsory for admission.
2. Coastal Navigation requires navigators and mechanics having acquired part of their education in school. The 9th grade is the minimum required for admission.
3. High-Sea Navigation calls for navigators, mechanics, wireless telegraphers etc. The 10th year is the minimum required for admission. Qualifications for foreign navigation call for three to four years of study in mechanics and science which cannot be successfully followed outside of school.

Marine radio, telegraphy, radar and gyro-compass call for technicians who have to be trained in school.

Merchant Navy Examinations

Our Marine School is open to veterans their courses are paid for by the Rehabilitation Service. This will probably not be the case in five or six years. The technical training of a seaman either as a navigator mechanic or telegrapher etc., as already stated, must be quite intensive in mathematics and science etc. So, it can hardly be acquired outside of school. However, the Department of Transport would have to authorize, on completion of our courses, examinations on the subjects of basic theoretical knowledge, as it is done in England. See Regulations relating to the Examinations in the Merchant Marine 1945, page 16, para 65a and page 15, para. 61.

Only the tests on practical knowledge would be made following training at sea. Time in school will no doubt be necessary to prepare for these examinations but such a period of schooling should of



1 "necessity be shorter than if the whole basic know-
2 ledge had to be reviewed.

3 Furthermore, a period of schooling should be
4 accepted pro rata in lieu of training at sea, as it
5 is generally done in England and the Old Countries,
6 this being more imperative in the case of veterans
7 having reached a certain age.

8 A mere glance at the annexed list of the theor-
9 etical subjects shows that training at sea alone
10 does not prepare adequately for the successful com-
11 pletion of the higher classes. After four, five or
12 six years at sea, attendance at school can but mean
13 a strictly limited preparation for the sole purpose
14 of passing those examinations. Such a system is of
15 course likely to deprive the candidate of a valuable
16 scientific education and culture. Furthermore, the
17 student will profit more by his training at sea when
18 he has previously acquired the knowledge enabling
19 him to understand the practical work of a seaman.

18 Navigation Course

19 Theoretical Course

20 Mathematics { Algebra
21 { Geometry
22 { Trigonometry
23 { Logarithms

24 Navigation { coastal
25 { air
26 { dead reckoning
27 { wireless

28 Gyroscope

29 Radar

30 Radiogoniometry (w/t d/f)

Chartwork

Ship economics

Meteorology - Astronomy

Compass adjustment

Computation of tides

Ship-building



1 "Practical Course

2 Seamanship

3 Stowage - cargowork

4 Practical navigation

5 Life-saving"

6 In connection with the above brief, the Honourable
7 Mr. Brilliant submitted a series of photographs which are
8 attached as Exhibit A to this subsection.

9 Lt. H.J. Bernatchez, R.C.N. (Reserve), Professor at
10 L'Ecole Brilliant, submitted a memorandum of which the
11 following is an extract:

12 "Following on the request which I made to you at
13 the time of your visit to Rimouski, may I present the
14 following submission:

15 Whereas in England, the United States and France,
16 the naval schools (marine) depend directly on the
17 Department of Transport,

18 Whereas in the English naval schools (marine) namely
19 in the following: Worcester, Conway, Mercury and Pang-
20 bourne, half the time passed in training counts as sea-
21 time for the obtaining of certificates up to a total
22 of one year,

23 Whereas in the same schools the students or cadets
24 wear a uniform approved by the Department of Transport
25 and the naval service,

26 Whereas these benefits might have a great import-
27 ance in attracting to a marine career veterans and
28 younger Canadians,

29 And whereas a well organized merchant marine com-
30 manded by competent officers contributes enormously
to the prosperity of a country,

Would it be possible to incorporate in your next
report a recommendation such that students and pro-
fessors at our marine school might have the above



1 mentioned advantages?"

2 RECOMMENDATION NO. 15(O)

3 Marine Examinations

4 The Commission recommends:

5 That students who have completed their course in a
6 subject appertaining to the Merchant Marine at an approved
7 Merchant Marine School be permitted to sit for their
8 examination in theory. This is in accordance with the
9 practice in England. References. Regulations relating
10 to examinations in the Merchant Marine 1943, p. 16
11 para 63(a) and p.18, para. 61.

12 ----

13 RECOMMENDATION NO. 15(D)

14 Classification of Ecole Brillant

15 The Commission recommends:

16 That in its negotiations with the Province of
17 Quebec C.V.T. endeavour to secure the classification
18 of the Ecole Brillant as a technical school.

19 ----

20 RECOMMENDATION NO. 15(X)

21 Merchant Marine Schools

22 The Commission recommends:

23 That consideration be given to the following proposals:
24

- 25 (a) Half the time spent at a merchant marine
26 school by instructors and cadets to count as
27 sea time up to a total of one year.
28 (b) Provision of uniforms for merchant marine
29 cadets.
30



1 SUBSECTION II - Difficulties Encountered by
2 Veterans in Undertaking
3 Private Business.

4 During its sessions at Montreal, the Commission was
5 apprised of difficulties encountered by veterans wishing
6 to set up private business in obtaining supplies.

7 The Commission has already dealt with the question
8 of obtaining supplies from War Assets Corporation in its
9 Recommendation No. 68, and regrets that no way has yet
10 been found to implement the proposal therein made.

11 Difficulties seem to have also been caused by sup-
12 ply houses who claim to be unable to supply veterans
13 since they are supplying all their output to wartime or
14 older customers.

15 It has been ascertained that there has been estab-
16 lished in the D.V.A. a committee on the Establishment of
17 Ex-service personnel in Private Enterprise.

18 It has also been ascertained that there exists a
19 policy of the Prices Board dealing with the equitable
20 distribution of goods in short supply.

21 Information has been received that veterans have
22 been encouraged to set themselves up in business without
23 reference to the Prices Board or to the Committee above
24 mentioned and that this has been one of the causes of
25 disappointment.

26 RECOMMENDATION NO. 68-A.

27 Individual Veteran Enterprise

28 The Commission recommends:

29 (a) That prior to counselling any veteran to
30 undertake training for or to engage in any private
undertaking involving the purchase or sale of goods,
the D.V.A. or C.V.T. officers consider the case, con-
tact on behalf of the veteran the nearest office of the
Prices Board (i.e. the office of the Board itself and



1 not that of the rationing office) and ascertain whether
2 and on what conditions it will be possible for the vet-
3 eran to obtain goods.

4 (b) That prior to giving final advice to any vet-
5 eran the D.V.A. should receive from such veteran a
6 letter signed by responsible persons to the effect that
7 the veteran is a man of good faith and reliability and
8 has sufficient knowledge and education to engage in
9 business for himself.

10 (c) That to reach veterans already discharged,
11 greater newspaper and possibly trade journal publicity
12 be given by the Department of Veterans Affairs to the
13 danger to veterans setting themselves up in private
14 enterprise prior to receiving assurance from officials
15 of the Department of Veterans' Affairs and the Wartime
16 Prices and Trade Board that such enterprise will be
17 financially sound and that necessary equipment and
18 materials will be, within reason, available; and

19 (d) That the three armed services be requested to
20 direct their Counsellors, stationed at Discharge Cen-
21 tres, to place the greatest possible emphasis on these
22 dangers.

23
24
25
26
27
28
29
30

SUBSECTION III - Benefit No. Two.

During the sessions of the Commission in Quebec
in December 1945 and January and February 1946, a very
large number of representations were made concerning
the terms of Benefit No. 2.

It was pointed out that regulations of certain
trades and labour agreements called for a term of
apprenticeship longer than fifty-two weeks and fixed
a wage scale for apprentices such that a man could
not live and support his family. Hence a veteran who



1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30

had completed fifty-two weeks without completing his apprenticeship would be in an impossible situation.

In respect to this Mr. S. Mingala, Director of Training (Canadian Vocational Training (Quebec)) submitted in evidence the following statement:

"To the Royal Commission on Veterans' Qualifications
Re: Training on the Job"

Difficulty is often evident in the case of married men with dependants, wanting to qualify in trades requiring a long training period.

To illustrate let us consider the case of a married man with three children who had two years service in the armed forces and desires to be trained as an electrician.

The initial normal rate of pay will be approximately .40 per hour, or \$19.20 for a 48-hour week. Let us also assume that his progress will be normal so he will receive a .05 per hour increase every six months. The training period required will be four to five years. Salary after completion of training .90 per hour or \$43.20 per week.

The T.O.J. schedule will be prepared as follows:-

	Exp. pay per week	D.V.A.	Total
6 months	\$19.20	\$26.34	\$35.54
6 "	21.60	13.94	35.54
6 "	24.00	11.54	35.54
6 "	26.40	9.14	35.54

It is evident from the above that the veteran will receive \$6.74 less from the date his eligibility has expired. This amount is of course arrived at without considering the income tax which increases in direct proportion with raises in salary and additional family responsibility which may naturally be expected.

The solution of such difficulties can be arrived



1 at only by extending the period of training until
2 the employer's portion above becomes equal to the
3 amount permissible by the t.o.j. schedule. In the
4 case discussed the training on the job should be
5 extended one-half year.

6 Proposed t.o.j. arrangements:-

	emp. pay per week	D.V.A.	total
7 6 months	\$19.20	\$16.34	\$35.54
8 6 "	21.60	23.94	35.54
9 6 "	24.00	11.54	35.54
10 6 "	26.40	9.14	35.54
11 6 "	28.80	6.74	35.54
12 6 "	31.20	4.34	35.54
13 6 "	33.60	1.94	35.54
14 6 "	36.00	---	----

15 The total additional training grant would amount
16 to \$335.52 which is less than the grant of a single
17 person training in a school during six months."

18 RECOMMENDATION NO. 82

19 Extension of Time for Training on the Job

20 The Commission recommends:

21 That the period of fifty-two weeks established
22 under P.C. 5810, Part I, para. 6, may be extended on
23 the recommendation of the employer and the proper
24 C.V.T. official in the case of veterans training on the
25 job to cover the full period of apprenticeship specified
26 by any labour agreement or any regulation if in the
27 opinion of the Department of Veterans' Affairs such
28 extension is in the interest of the veteran and of the
29 public,
30



1 SUBSECTION NO. IX

2
3 During the sessions of the Commission in Montreal
4 on February 18th, Dr. Otto Mass, Director of the Depart-
5 ment of Chemical Warfare and Smoke, made an application
6 for special consideration for the cases of other rank
7 technicians who had been employed in his department.
8 These persons were not permitted to go overseas by
9 reason of the fact that should they become prisoners of
10 war, they might be identified and broken down under
11 torture to disclose secret and important information.
12 The case of these persons was in his opinion different
13 from that of those retained in Canada for organization
14 and instructional purposes. Dr. Mass pointed out more-
15 over that the main field of employment for these tech-
16 nicians was in government service, that their special-
17 ized knowledge could not be utilized elsewhere and that
18 it was in the public interest as well as in that of the
19 technicians concerned to enable them to enter employ-
20 ment where this special knowledge could be implemented.

21 RECOMMENDATION NO. 90

22 Special Consideration under Civil Service Act

23 The Commission recommends:

24 That consideration be given to the addition to
25 Sub-Section 4 of Section 89 of the Civil Service Act
26 of a provision placing technicians and others em-
27 ployed in secret research on the list immediately
28 after the persons now mentioned in Sub-Section 4.
29
30



1 SUBSECTION No. V - Regional Surveys for Veterans
2 Employment and Training.

3 The following memorandum has been produced to
4 the Commission by the Director General of Rehabilitation:

5 1. The problem of proportioning training facilities
6 to employment opportunities is important and unsolved.
7 Occupational Counsellors can't advise veterans properly
8 without accurate employment information.

9 2. Employment placement and training are closely
10 connected. We can't afford to give training which isn't
11 going to lead to jobs.

12 3. The problem must be examined regionally. It
13 should be approached as follows:

14 4. The number of veterans unemployed and still to be
15 discharged in the region should be estimated.

16 5. The allocation of the labour force of the region
17 by industries and main occupations should be established
18 from statistics.

19 6. Eliminating low paid and unsatisfactory employ-
20 ment, the veterans still to be placed should be pro-
21 portioned among industries. Those entitled to re-
22 instatement, self employed etc., should first be de-
23 ducted from the total in accordance with experience to
24 date.

25 7. Each industry or trade will then have a statisti-
26 cal quota of veterans for employment.

27 8. The study up to this point should be made by
28 Regional Placement Officer, G.V.T. Director, and Re-
29 habilitation Officer in consultation.

30 9. Citizens' Rehabilitation Sub-Committees on Em-
ployment should then be called in. They should con-
vene employers' and wage-earners' representatives
(where unions exist) for each industry, who will check
the prospects for employment as worked out statis-



1 tically and modify the quota if necessary.

2 10. The employers and employees should also state
3 what trades and occupations in the industry require
4 special training, and how many can be absorbed over two
5 years. It will also be decided if training can be on-
6 the-job or in schools established by the industry, or
7 by C.V.T.

8 11. When this procedure is complete for the principal
9 industries, there should be a picture of employment pos-
10 sibilities and training needs for the region which will
11 enable D.V.A. to counsel veterans and the Department of
12 Labour to train and place them effectigely.

13 The Commission points out:

14 (a) That the first two paragraphs are in accord with
15 section I (4) of its Second Report.

16 (b) That the statistics called for by the fourth para-
17 graph are largely available in the evidence taken in
18 the Province of Quebec, so far as concerns that prov-
19 ince.

20 (c) That projects of new employment are included in
21 its Third Report, Subsection VII and might be taken
22 into account.

23 In general the Commission agrees with the plan
24 proposed.

25 RECOMMENDATION NO-91

26 Regional Studies of Employment

27 The Commission recommends:

28 (a) that where Regional Employment studies are
29 made in the Province of Quebec the regions shown on
30 the map filed as Exhibit K-118 should form the basis.

(b) that employment opportunities should be class-
ified as to whether they offer training or the job
facilities or otherwise.



1 SUBSECTION VI - Increased Allowances for Students

2 In relation to the subject of increased opportu-
3 nities for earning for students attending universities
4 the Commission received the following letter from Pro-
5 fessor G. B. LeMasurier, Dean of the Faculty of Law,
6 McGill University:

7 "1080 Pine Avenue West,
Montreal 2, Que.

8 "FACULTY OF LAW

February 25, 1946.

9 Group Captain J.C. Binnie
10 The Royal Commission on Veterans Qualifications
Room 620, 138 St. James St. West,
Montreal, Que.

11 Dear Sir:-

12 Following a conversation with your chairman, I
13 should like to place before the Commission my per-
14 sonal opinion that the proposal to increase the
15 amount which a veteran attending a university is
16 permitted to earn from \$40 to \$75 a month without
17 reduction in the Government grant is a wrong approach
to a very serious problem.

18 Living costs vary from place to place across Can-
19 ada and what may be adequate in a village or small
20 town may be quite insufficient in Montreal or Tor-
21 onto. If the government grant be insufficient it
22 should be increased as it is not practicable for a
23 student in a professional course or in a stiff hon-
24 ours course to devote a large portion of his time
25 to earning money. It is, of course, difficult to
26 generalize but I am quite sure that no student can
27 earn \$75 a month and at the same time do the work
28 which we require in this Faculty. After all \$75
29 per month is as much as most young lawyers earn in
30 their first year. May I suggest that this whole
question be given very serious consideration. If
the government thinks it a matter of national



1 importance to enable veterans to obtain a univer-
2 sity education it should enable them to do so under
3 conditions which make possible something more than
4 merely scratching a pass.

5 Believe me,

Yours sincerely,

6 U. S. Levesurier
7 Dean

8 -----
9
10 SUBSECTION VII

11 During the hearing at Quebec on February 14, 1946
12 Hon. Jules Brilliant submitted the Report of the Economic
13 Council of Maritime Fisheries, bearing date of 16th
14 January, 1944. This Report will be found at pages 56
15 to 64 of Volume K-92 of the evidence.

16 Attention is directed also to a further report
17 on Game (Sport) Fishing by Mr. L. A. Richard, Deputy
18 Minister, Department of Lands and Forests,
19 which appears at page 65, Volume K-92 of the evidence.
20
21 -----
22
23
24
25
26
27
28
29
30



1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30

The foregoing observations, reports and
Recommendations, all of which have received the
most careful consideration of the Commission,
are respectfully submitted.

L. M. Boy

Chairman

E. L. Ross

Commissioner

H. S. Lewis

Commissioner

J. W. Puelker

Commissioner

M. S. Henry

Commissioner

Commissioner

**APPENDIX I****REPORT**

Re: Inquiry into Navigation of
Small Vessels on the St.
Lawrence River

Prepared by the Honourable Lucien Cannon, District Judge in Admiralty of the Exchequer Court of Canada appointed a Royal Commissioner to inquire and report upon navigation of small vessels on the St. Lawrence River.

To the Honourable Minister of Transport

O T T A W A

Mr. Minister:-

I have the honour to transmit to you the final report of the Royal Commission, appointed for the purpose of enquiring into the navigation of small vessels on the St. Lawrence River.

CHAPTER 1.**CONSTITUTION, AUTHORITY AND SITTINGS OF THE COMMISSION.****Section 1.****Constitution, powers and personnel of the Commission.**

The Royal Commission was appointed by order in council bearing number P.C. 214-3404 on July 26, 1940, (appendix No-1) for the purpose of enquiring into and reporting upon:

- a) The navigation of small vessels in the navigable channel of the St. Lawrence River and the effect of such navigation on the safety of maritime shipping generally;
- b) Pilotage in the St. Lawrence-Kingston-Ottawa Pilotage District, between Montreal, Ottawa and Kingston;
- c) All relevant matters which may, in the course of the enquiry, arise or develop and which, in the opinion of the commissioner, should be included within the scope of the enquiry and report.

The Commission was composed of only one member.



1 L. A. Pouliot, K.C., from Quebec, was appointed
2 counsel for the Department of Transport, as to this part
3 of the enquiry concerning navigation on the St. Lawrence
4 River; Lewis Duncan, K.C., of Toronto, counsel as to this
5 part of the investigation concerning pilotage in the St.
6 Lawrence-Kingston-Ottawa pilotage district.

7 Captain Boucher of the Clark Steamship company
8 was appointed as technical advisor as to this part of the
9 investigation concerning navigation on the St. Lawrence
10 and Captain H. W. King, of Toronto, as technical advisor
11 as to this part of the investigation concerning pilotage
12 in the St. Lawrence-Kingston-Ottawa district.

13 Section 2.

14 Preliminary work of the Commission

15 On September 17, 1940, a general conference was
16 held in Ottawa in which took part the officials of the
17 Department of Transport who were interested, the legal
18 advisers and the commissioner.

19 It was agreed that the hearing of witnesses could
20 only begin in December, as most of the witnesses would
21 not be available before the closing of navigation.

22 In the course of October and November 1940, the
23 Commission inspected the harbour of Montreal, the navig-
24 able channel below Montreal, the St. Lawrence River be-
25 tween Montreal and Kingston and the Ottawa River between
26 Ottawa and Montreal.

27 On November 15, 1940, L.A. Pouliot, K.C. advised
28 the Commission that he would be unable to proceed earlier
29 than in January, 1941.

30 On December 4th, 5th and 6th 1940, the Commission
sat in Ottawa and heard some witnesses in relation to
the pilotage district of Montreal, Ottawa, Kingston.
Numerous exhibits were filed. Upon Mr. Duncan's re-
quest, the hearing was adjourned until January.



1 Section 3.

2 Suspension of the work of the Commission
3 Interim report
4 New Instructions.

5 On December 27, 1940 the Minister requested the
6 Commission to suspend its sittings sine die and to await
7 new instructions.

8 On June 2, 1941 the Minister of Transport request-
9 ed the Commissioner to make an interim report upon the
10 work accomplished to date.

11 Accordingly an interim report was sent to the Hon-
12 ourable Minister of Transport on July 9, 1941. (Appen-
13 dis No-2).

14 On August 15, 1941 the Honourable C.D. Howe, act-
15 ing Minister sent to the Commissioner a formal letter
16 containing new instructions (appendix No.3) to the effect
17 that the Commission was to:

- 18 a) completely abandon the enquiry into the pilotage
19 matters in the St.Lawrence-Montreal-Kingston dis-
20 trict;
- 21 b) limit the enquiry to the navigation of small ves-
22 sels on the St.Lawrence from Montreal to the sea;
- 23 c) conduct the enquiry on a departmental basis in
24 cooperation with the officials of the department,
25 especially Messrs. St.Laurent, Wiallard and Kaine.

26 Section 4

27 Sittings and investigation of the Commission.

28 As a result, the Commission restricted its activi-
29 ties to the navigation of small vessels from Montreal
30 to the sea and proceeded in cooperation with the offi-
31 cials of the department, especially Messrs. J. E.
32 St.Laurent, Chief Engineer, River St. Lawrence Ship
33 Channel, Montreal; R. A. Wiallard, Agent of the Depart-
34 ment of Transport at Montreal and Superintendent of
35 pilotage, and B. J. Kaine, Agent, Department of Transport,



1 Quebec, and dispensed with the legal and technical ser-
2 vices of all persons not connected with the department.

3 The Commission began its sittings in September
4 1941. The Commissioner had to attend to his other
5 judicial duties and to make sure that the sittings of
6 the Commission did not unduly interfere, during the
7 season of navigation, with the normal work of the depart-
8 mental officials and the business activities of the
9 other interested parties.

10 The Commission held its sittings in Montreal,
11 Quebec, Ottawa and Baie St. Paul.

12 William Morin, K.C., M.L.A., counsel for the Asso-
13 ciation of Owners of Small Vessels. Mr. Gagne, repre-
14 senting the Association of Pilots from Quebec and the
15 lower St. Lawrence, Lucien Beauregard, K.C. represent-
16 ing the shipping federation of Canada, attended some of
17 the sittings of the Commission.

18 Numerous witnesses were heard, representing:

- 19 a) the departmental officials;
20 b) the insurance companies;
21 c) the maritime companies and the shippers;
22 d) the owners of small vessels;
23 e) the pilots.

24 The list of these witnesses is annexed as
25 Appendix No.4.

26 The witnesses were heard without being sworn, at
27 private sittings, without any formality, and their ev-
28 idence was of the nature of an exchange of views be-
29 tween the witnesses, the officials and the Commissioner.

30 Rough notes were taken of this evidence (appendix
No.4)

Several witnesses produced, before the Commission,
written memoranda in support of their oral statements.

The list of these memoranda and the memoranda are



1 annexed as Appendix No.8.

2 The documents, filed by the departmental officials,
3 at the sittings of the Commission, held in Ottawa on
4 January 27th and 28th 1942, are attached to the notes
of their evidence (Appendix No.6)

5 Moreover, certain data were received through cor-
6 respondence (Appendix No.7).

7 Captain J. W. Kerr had sent to the Commissioner
8 a departmental file, covering the correspondence ex-
9 changed from April 1919 to December 1939, relating to
10 the clearance of auxiliary motor-vessels as sailing
11 ships without properly certificated masters, and another
12 file, containing the complaints, made during that same
13 period, relating to the navigation of small vessels on
14 the St. Lawrence River and also several documents num-
bered from 1 to 12-c (Appendix No.8).

15 The Commission has received the fullest coopera-
16 tion from all the interested parties, officials and
17 witnesses in the course of its inquiry and wishes to
18 express its appreciation to Messrs. Kerr, Wiillard,
19 St. Laurent, Kaine and Jones for the valuable assist-
20 ance of their long experience and thorough efficiency.

21 CHAPTER XI

22 NATURE OF THE PROBLEM AND REASONS FOR THE ENQUIRY

23 Section 1.

24 Nature of the Problem

25 The coasting trade, by small craft, on the St.
26 Lawrence, answers to an essential need of the riparian
27 population and its economic importance is therefore
paramount.

28 Until the end of the first world war, many sailing
29 ships were still engaged in the coasting trade, mostly
30 from Gaspé to Quebec. Their crews, recruited in the
lower St. Lawrence, were schooled by the traditional



1 experience of several river-faring generations.

2 The use of the "Diesel" engine brought about many
3 important changes. At first, small engines moved the
4 sailing ships, in and out of harbour; later, larger
5 engines became, instead of the sails, the main means of
6 propulsion of the ships.

7 In the course of time, the original sailing ships
8 were gradually replaced by ships of a special type;
9 flat bottom, engine room, wheelhouse, etc., etc. These
10 are motor ships, equipped with rudimentary sails, which
11 are seldom if ever used.

12 The tonnage of these vessels ranges from twenty
13 to 175 and even 200 tons; approximately 150 vessels are
14 under 150 tons. They ply from Gaspé to Québec, from
15 Québec to Montreal and, in some cases, beyond Montreal
16 to the Great Lakes. In number, tonnage and operating
17 radius, these vessels are steadily increasing and, as
18 a result, the coasting navigation on the St. Lawrence
19 is undergoing a complete change in its nature and ex-
20 tent.

21 Section 2.

22 Reasons for the enquiry

23 Since 1920, numerous complaints were heard against
24 the navigation of small vessels, following accidents,
25 wrecks, mishaps, dangerous and hazardous methods of sea-
26 manship.

27 The maritime enquiries, held during that period,
28 revealed unsatisfactory conditions.

29 The loss of human life was rather heavy, the
30 material damage considerable, the danger to navigation
disquieting.

The St. Lawrence, being one of the most important
shipping lanes in the world, is used by thousands of
vessels from many different countries; its navigation



1 is subject to international conventions and treaties,
2 which are binding on Canada; so that our government
3 must secure its safety through a strict observance, by
4 all, of the law, rules and regulations relating there-
5 to.

6 CHAPTER III.

7 FACTS DISCLOSED BY THE INVESTIGATION

8 Section 1.

9 Mode of construction of ships

10 The small ships are, in most cases built by their
11 owners to suit their individual fancy or taste, with-
12 out submitting plans to the authorities. The old
13 fashioned schooner or "bateau" is gradually disappear-
14 ing. The new type of ship is essentially a motor-ship,
15 the sails not being the main means of propulsion; with
16 a flat bottom and a light draft, it can be easily
17 beached for the purpose of loading or unloading, wher-
18 ever convenient.

19 The engine, fitting the ship, is expensive, its
20 price being from \$5,000 to \$15,000. The total cost of
21 a ship varies from \$15,000 to \$40,000.

22 The design and style of the ships and the high
23 cost of their engine clearly indicate that they are
24 motor-ships and not sailing-ships.

25 Section 2 26 Classification for registry purposes

27 When completed, a ship must be registered in
28 accordance with the law relating to all ships exceeding
29 ten tons.

30 Generally, the ships are registered at Quebec.
For registry purposes, the ships are divided into two
classes: those propelled by machinery (steamship) and
those not propelled by machinery (sailing-ships).

The list of shipping, issued by the Department of
Transport, of the vessels on the registry books of the



1 Dominion of Canada, on the 31st of December 1940, shows
2 that the auxiliary schooners are registered as steam-
3 ships, in the category of motor-ships.

4 Accordingly, were their registry certificate con-
5 clusive, the auxiliary schooners would be steamships.

6 Section 3.

7 Classification for Administrative Purposes

8 The branch, dealing with the registration of
9 ships, has not exclusive jurisdiction over their class-
10 ification. The steamship inspection board has also
11 authority in the matter and its decisions must guide
12 the customs officials who issue the clearances.

13 The departmental file, covering the period from
14 1919 to 1939, allows us to follow the various changes,
15 introduced in the administration of the act by the fed-
16 eral authorities. It is obvious that these decisions
17 were prompted by a desire to attenuate the inconven-
18 iences which the owners of small auxiliary vessels
19 might have to suffer by too rigid an application of the
20 law and regulations.

21 In order to give a true picture of the department-
22 al policy, these years must be divided into two dis-
23 tinct periods:

- 24 a) When the old Shipping Act was in force,
25 (1919-1936);
26 b) When the new Shipping Act became law until
27 the beginning of this investigation,
28 (1936-1941).

29 First period: Under the old Act

30 The old Shipping Act classified ships as:

- a) steamships and
b) sailing-ships.

The ships were defined as follows:

"Steamship" or "steamer" includes any ship pro-
pelled wholly or in part by steam or motive



1 power other than sail or oars".

2 "Sailing-ship" means a ship propelled mainly
3 by sails".

4 The expression "propelled wholly or in part by
5 steam or motive power other than sail or oars", used
6 as to steamships, and the expression "propelled mainly
7 by sails", used as to sailing-ships, offer some ground
8 for discussion when the border line between the two
9 classes of ships must be determined.

10 Under the law, the Department took four differ-
11 ent stands:

12 10- Prior to 1923, the auxiliary vessels of less
13 than 150 tons, using the St. Lawrence, though classified
14 as steamships, because they were propelled in part by
15 a motive power other than sails, were nevertheless con-
16 sidered, for administrative purposes, as sailing-ships.
17 This decision was reached because the number of certi-
18 fied masters was very small and moreover because the
19 sailing-ships of less than 150 tons, in the coasting
20 trade on the St. Lawrence, did not have to carry cer-
21 tified masters.

22 20- Around 1923, the Department assumed a new
23 attitude and stated that these ships ought to be con-
24 sidered as sailing-ships as they were propelled main-
25 ly by sails. This new system remained in effect un-
26 til the fall of 1934.

27 30- At that time, the motor-ship "Marie Lydia",
28 135 tons, left Montreal for Quebec and foundered near
29 the Quebec Bridge; several lives were lost; the mas-
30 ter held no certificate. After this disaster, the
Department reverted to its former policy and instruc-
tions were issued to the customs officials that these
vessels were to be classified as steamships and were
to carry a duly certified master. The reason for



1 this change was the realization, by the Department of
2 the fact that all vessels of the "Marie Lydia" class
3 did not make use of their sails and were solely pro-
4 pelled by their motor.

5 4c- As a result, during the year 1934, a tem-
6 porary system was innovated under which the masters
7 had to pass individual and oral examinations as to
8 their eyesight and as to their knowledge of the local
9 regulations on the St. Lawrence river and of the inter-
national rules of the road.

10 Only to the ships whose masters had undergone a
11 satisfactory examination could the customs officials
12 issue a clearance.

13 Needless to insist on the fact that these fre-
14 quent and radical changes resulted in creating con-
15 fusion and inefficiency among the owners of small ves-
16 sels and among the officials who supervised their nav-
igation.

17 Second period: Under the new Act

18 In the spring of 1936, the new Shipping Act
19 came into force by proclamation. This Act defines ships
20 as follows:

21 "Sailing ship" (except as may be provided under
22 the Load Lines Rules) means a ship propelled whol-
23 ly by sails, and includes a ship not in excess of
24 150 tons, gross tonnage, provided with masts,
25 sails and rigging sufficient to allow her to make
26 voyages under sail alone, and which, in addition,
27 is provided with mechanical means of propulsion
other than a steam engine.

28 "Steamship" or "steamer" (except as may be pro-
29 vided under the Load Line Rules) means any ship
30 propelled by machinery, and not coming within the
definition of sailing ship.



1 The Act provides generally that steamships must:

- 2 a) have a certificated master;
- 3 b) be inspected.

4 In August 1935, the official entrusted with their
5 inspection at Quebec, classified nearly all the motor-
6 schooners as sailing-ships and the collector of customs
7 took upon himself, without even receiving any certifi-
8 cate of inspection, to classify many others in the
9 same fashion. This system was adopted everywhere else.
10 Net result: at the present time, all the small ves-
11 sels are sailing-ships and do not fall under the pro-
12 visions of the Shipping Act, relating to the inspec-
13 tion of ships and the certification of masters.

13 Section 4.

14 Nature and Extent of the Coasting Trade on the St. Lawrence.

15 The coasting trade, by small vessels, on the St.
16 Lawrence, includes Gaspé, the North Shore, the
17 Saguenay and the St. Lawrence River, as far as Montreal;
18 moreover, many vessels now go through the canals be-
19 yond Montreal and reach the Great Lakes.

20 With their light draft, these vessels may reach
21 the smallest localities, far away from the large cen-
22 tres and the usual means of transportation, where they
23 can easily load and unload their cargoes. Large com-
24 panies and poor settlers use these ships to move their
25 lumber; the merchants in Quebec, Three Rivers, Montreal
26 and other important centres use them to supply their
27 numerous clients in the rural sections.

28 So this trade is most useful; its disappearance
29 would be disastrous, as the large shipping companies
30 would be unable to fill the gap.

The small coasters on the St. Lawrence may be
subdivided into three categories:



- 1 a) The ships of small tonnage, with an engine of
2 limited power, which run within a restricted
3 area. Their owners are farmers and not real
4 seamen, who take occasional trips and cover
5 short distances. They bring farm products to
6 Quebec and carry back, for local consumption,
7 goods and merchandise;
8 b) Motor-ships of greater tonnage, which take
9 freight anywhere, for anyone and at any time.
10 c) Motor-ships of heavier tonnage, carrying a
11 regular trade under contract with permanent
12 clients and whose trips are made in accordance
13 with a schedule of dates and ports of call.

14 The trade, every year, reaches further inland
15 from Quebec to Montreal and from Montreal towards the
16 Great Lakes.

17 In the narrow waters of the shipping channel and
18 of the canals, navigation grows more difficult.

19 The latest ships, while steadily increasing in
20 size, carry more efficient crews and better equipment.

21 Section 5.

22 Benefits, Association, Insurance

23 While it was impossible to obtain exact figures,
24 the coasting trade yields moderate benefits, graded
25 according to the tonnage of the ships and the measure
26 of efficiency in the management of the undertaking.

27 Three main facts must be pointed out:

- 28 a) Those who sell the engines are, with rare excep-
29 tion, duly paid; they receive, over a period of
30 four or five years, from the shipowners, sums
averaging from \$5,000 to \$15,000.
b) The number and the value of the ships increase
every year.
c) The crews are made up, as a rule, of members of



1 the same family; which considerably reduces the
2 operating cost.

3 Several owners, mostly of the larger ships, have
4 formed an association with a view to coordinating their
5 activities, to improve their financial and economic con-
6 ditions and to protect their common interests.

7 At the present time, the association has a mem-
8 bership of approximately sixty members and ought to very
9 soon enlist the majority of the shipowners.

10 This association, represented by William Morin,
11 K.C., M.L.A., has largely cooperated in the work of the
12 Commission, supplied useful information and offered most
13 interesting suggestions.

14 In this coasting trade, there is no schedule of
15 rates covering transportation and wages. Every ship-
16 owner determines his own individual agreements and makes
17 his own particular arrangements.

18 It is most likely that, in the near future, more
19 stable and uniform conditions will prevail in the trade,
20 to the benefit of the owners, the seaman and the clients.

21 Marine insurance is not generally carried by
22 shipowners, excepting a few who are better advised; the
23 majority simply cover the amount of their liens or mor-
24 tgages and the balance due on the purchase price of the
25 engines; the others trust in Providence, claiming that
26 the insurance rates are too high; in case of accident,
27 theirs is a total loss.

28 Section 6 .

29 Masters.

30 Many masters do not hold any certificate, either
of service or of competency.

The special examination, passed, since 1955, in
order to obtain a certificate of service, has demonstra-
ted that these seamen, while they may ignore purely



1 importance to enable veterans to obtain a univer-
2 sity education it should enable them to do so under
3 conditions which make possible something more than
4 merely scratching a pass.

5 Believe me,

6 Yours sincerely,

7 (Sgd) C. S. LeMesurier
8 Dean."

9 The Commission after a further consideration
10 of the subject makes the following recommendation:

11 RECOMMENDATION NO-48(a)

12 Special study of University Students'
13 Allowances.

14 The Commission recommends;

15 That before approval is given to an increase in
16 the amount which a veteran attending a University is
17 permitted to earn, from \$40.00 a month to \$75.00 a
18 month, without deduction from his living allowance,
19 the whole question be reconsidered and be made the
20 subject of study by a special Committee or Commission
as suggested in its Recommendation No-44, or other
suitable body.

21 SUBSECTION VII:

22 During the hearing at Quebec on February 14, 1946,
23 Hon. Jules Brilliant submitted the Report of the Econ-
24 omic Council of Maritime Fisheries, bearing date of
25 16th January 1944. This report will be found at
26 pages 56 to 64 of Volume K-92 of the evidence.

27 Attention is also directed to a further report
28 on Game (Sport) Fishing by Mr. L. A. Richard, Deputy
29 Minister, Department of Lands & Forests, which appears
30 at page 65, et seq., Vol. K-92 of the evidence.



1 Not only do the seamen work the ship, but also
2 they load and unload the cargo. Their duties being
3 too heavy, they become exhausted and unable to properly
4 fulfill their task.

5 Section 9.

6 Navigation on the St. Lawrence

7 Many vessels of every kind, tonnage and speed
8 navigate on the St. Lawrence; the currents, the chan-
9 els, the curves call for experience and watchfulness.

10 Though the river, from Rimouski to Quebec is
11 spacious, yet the hazards of navigation are numerous;
12 winds, fogs, currents, shoals, sandbanks.

13 From Quebec to Montreal, during the greater part
14 of the trip, the channel is narrow and a thorough know-
15 ledge of the localities, of the laws, rules and regu-
16 lations, concerning navigation, is absolutely necessary.

17 The aids to navigation, from Father Point to
18 Montreal, are kept in perfect condition. A trip on the
19 river proves the excellence of our nautical services,
20 the sense of duty and the high standard of the offi-
21 cials in charge of these services. At night, the
22 river is in fact a thoroughfare of lights. In the
23 daytime, the course, marked with many buoys, is shown
24 with clearness and precision.

25 The federal authority has more than fulfilled
26 its duty to protect life and property. Its achieve-
27 ment arouses the wonder and admiration of the trav-
28 eller.

29 Notwithstanding this system of protection, the
30 ocean-going vessels are piloted, from Father Point to
31 Montreal, by a group of men who are chosen on account
32 of their exceptional competency and who successfully
33 perform hazardous and perilous duties.

This means that the small vessels, engaged in



1 the coasting trade, navigating in the same waters, should
2 be under the control of masters who are safe, cautious
3 and in every way experienced.

4 Without exception, the motor-ships hold to the
5 middle of the deep channel, in order to take advantage
6 of the currents and of the aids to navigation; buoys,
7 range lights, etc. As a result, they have often to meet
8 other vessels of large and small tonnage and they are
9 also overtaken by them.

10 Under the circumstances, it is regrettable that
11 some small craft venture in these narrow waters without
12 charts and without the essential instruments of naviga-
13 tion; that many have a scant knowledge of the rules
14 of the road or none at all; that signals are either un-
15 heeded or often misunderstood; that the pilots and the
16 masters of the big ships have taken, as a result, the
17 bad habit of not giving the prescribed signals when
18 they meet or overtake the small ships. This habit is
19 against the law and the regulations and is a constant
20 danger to navigation.

21 All the witnesses, even the shipowners, have
22 stated that the motor-ships do not use their sails, be-
23 tween Quebec and Montreal, and only on very rare occa-
24 sions below Quebec and always for the purpose of aiding
25 the motor.

26 When the Commission inspected the river, below
27 and above Quebec, many small coasting ships were en-
28 countered and this fact was abundantly confirmed; not
29 one was using sails.

30 The engine is their main, if not their sole
notive power. The sails are only an auxiliary power,
never or very seldom, put in use. They are not sailing-
ships with an auxiliary motor but really motor-ships,
with an auxiliary sail equipment.



1 One may very well doubt whether the sails alone
2 could allow the ships to make voyages.

3 Section 10.

4 Loading

5 Late in the fall, coasting is very active.

6 Then the cargoes are often too heavy; the decks
7 are overloaded with goods; the navigation of the ships
8 become dangerous, these high deck-loads interfere with
9 the vision of the helmsman and restrict the radius of
10 visibility; and the regulation lights are, at times,
11 displaced.

12 Section 11

13 Lake Board Navigating on the St. Lawrence

14 Many lake boats come down from Montreal into the
15 lower St. Lawrence. The regulations on the Great Lakes,
16 concerning signals and lights are different from the
17 local and international regulations on the river.
18 Hence, a new complication for the coasting and ocean
19 navigation, as, too often, the masters of the lake
20 boats continue, when out of the canals, to follow their
21 own rules.

22 Section 12.

23 Control of the small Navigation by
24 the Central and Local Authorities.

25 The small coasters seem to remain outside of
26 the normal and efficacious control of the central and
27 local authorities; no official has the duty to super-
28 vise their equipment, crews or loading and to distri-
29 bute notices and information to the seamen.

30 The clearances are given in a summary fashion
by the customs officials. Everyone holds himself
strictly within his statutory functions and takes
good care not to go beyond.

The rules and regulations, dealing with the St.
Lawrence, are, in many cases, infringed; the penalties,



1 provided for in such cases, are never imposed.

2 Section 13.

3 Use of Auxiliary Channels

4 The question of opening auxiliary channels, which
5 might be exclusively used by the small vessels, was dis-
6 cussed before the Commission. In this connection, be it
7 noted that rule No.7, relating to the St. Lawrence River,
8 is not observed and that moreover, an account of the
9 heavy draft of some motor-ships, this rule has become
10 inapplicable.

11 A double channel between Quebec and Montreal is
12 not necessary and, further, its cost would be prohibit-
13 ive.

14 The authorities can control navigation in the
15 existing channels, provided that the regulations are
16 observed. Yet, the Repentigny channel, between Montreal
17 and Quebec and the south channel, beyond the Island of
18 Orleans, could be used by the small vessels to a larger
19 extent and the traffic, in the deep channel near
20 Montreal and the north channel below Quebec, would be
21 less congested.

22 The facts, discussed in the thirteen preceding
23 sections, are the salient facts disclosed at the en-
24 quiry and upon them are based the recommendations of
25 the Commission.

26 Other facts were put aside, either because they
27 were without any importance or because they were be-
28 yond the scope of the Commission.
29
30
31

**CHAPTER IV****RECOMMENDATIONS OF THE COMMISSION****FIRST RECOMMENDATION****Regulating Navigation on the St. Lawrence River**

Navigation on the St. Lawrence River must be regulated in an intelligent and effective manner, in view of our international commitments and the necessity of protecting maritime shipping generally.

Moreover, these regulations must be applied to all and must be enforced by adequate sanctions.

Finally, these regulations must meet the exigencies of the present situation and put an end to all abusive practices.

SECOND RECOMMENDATION**Patrol**

The Commission visited the Ste. Clair River when traffic was at its height. The immense Detroit industry was feeding its plants with raw materials and was distributing its products. Ships of very great tonnage, moved in opposite directions, without the slightest trouble, in rather restricted waters. Their movement was strictly regulated under the supervision control and sanction of a naval patrol.

Why not follow this example and maintain on the St. Lawrence River, by day and by night a patrol which would supervise the traffic and would advise the authorities of any infraction?

On land, traffic is severely controlled, infractions are punished and a police force sees to the observance of the laws and regulations. Should not the same system prevail on the St. Lawrence, one of the most important maritime lanes in the world.

This patrol duty could be performed by one or



1 two ships specially detailed for this service or, with-
2 out any additional cost by the government ships, which
3 are already engaged on the river in the performance of
4 other departmental duties.

5 THIRD RECOMMENDATION:

6 Sanctions and Penalties

7 The method of imposing sanctions ought to be
8 simple and summary, without undue delay and complication.
9 Competent and experienced officials of sound judgment
10 would constitute the sanctioning body; their decisions
11 being subject to appeal to the Minister.

12 The penalties would be graded, according to the
13 seriousness of the infraction: suspension of certifi-
14 cates for a more or less long period, refusal of clear-
15 ances, fines of various amounts.

16 FOURTH RECOMMENDATION:

17 Classification

18 It is imperative that the auxiliary schooners
19 should be uniformly classified, in all the administra-
20 tive branches of the department and that the anomalies
21 of the present system should cease.

22 This classification must be based upon the real
23 facts and not upon a technical fiction.

24 It has been conclusively shown that the motor-
25 ships, coasting on the St. Lawrence, are steamships
26 and not sailing -ships.

27 Therefore, they must come under the general law
28 concerning the inspection of ships and the competency
29 of masters.

30 The cost of this inspection should be as low
as possible.

The details of the examinations, which the mas-
ters will pass, ought to be determined by competent
officials of the department.



1 The new system should only come into force after
2 all the parties concerned have been allowed a suffi-
3 cient delay to prepare themselves for the required ex-
4 amination.

5 FIFTH RECOMMENDATION:

6 Educational Facilities

7 In order to aid the applicants for examination
8 and the young men who contemplate a sea-faring career,
9 the government should devise a system of education,
10 easy and gratuitous.

11 During the winter months, courses and lectures
12 would be given in the principal localities where the
13 crews are recruited for the coasting trade.

14 Available pilots and mariners residing in these
15 localities might act, whenever practicable, as teach-
16 ers or lecturers.

17 The instruments, books and models, needed for
18 these courses and lectures, could be supplied upon easy
19 terms.

20 The books would have to be written in a simple
21 style so as to be readily understood.

22 The examinations, free from any formality, com-
23 plication or non-essential matters, ought to be held
24 at convenient dates and places so that the candidates
25 will not lose time nor money in expensive travelling.

26 SIXTH RECOMMENDATION:

27 Aid to Mariners

28 The official publications, relating to navigation
29 on the St. Lawrence, are numerous, instructive and val-
30 uable. Unfortunately, their circulation is very lim-
31 ited.

32 To attain its object, this literature should be
33 profusely, gratuitously, or at least unexpensively
34 distributed, be to the point, concise, clear and accu-



1 tain many illustrations.

2 The book, annually published by the Department
3 of Transport, ship channel branch, and entitled:
4 "Information concerning the River St. Lawrence Ship
5 Channel from Father Point to Montreal", is thorough
6 and complete, but most of the seamen, heard during the
7 investigation, had no knowledge of this publication.

8 The officials of the Departments of Transport
9 and Customs, in the different ports on the St. Lawrence,
10 should, as part of their duties, fully advertise these
11 publications and extend their circulation.

12 By means of these publications, the seamen, en-
13 gaged in the coasting trade, will educate themselves,
14 improve their knowledge and better their situation.

15 In the main ports of the St. Lawrence, an offi-
16 cial should be given the special charge of looking
17 after the interests of the coasting ships and of their
18 seamen, of ascertaining that their crews, equipment,
19 lights and loads are satisfactory, of supplying upon
20 request the shipowners and the masters, with all mat-
21 erial, information and documents and of reporting his
22 findings to the competent authorities.

23 Before concluding, I wish to thank once more
24 Messrs. Wiillard, St. Laurent and Kaine. They have
25 been helpful, not only during the investigation, but
26 also during the preparation and discussion of this
27 report. I must add that they entirely concur in all
28 its recommendations.

29
30 Lucien Cannon
 COMMISSIONER

Quebec, October 20, 1942.

RÉGIONS GÉOGRAPHIQUES DE LA PROVINCE DE QUÉBEC

