## SUBSECTION III

## PART I - QUALIFICATIONS AND RECORDS

### INTRODUCTION

In its Second Report in September last, Training and Apprenticeship as they affected the Veteran were dealt with at some length. The broad aspect of the subject was reviewed and several recommendations designed to assist the Veteran seeking to enter or follow a trade were made. A further opportunity was offered in the hearings just concluded to investigate this subject in greater detail, particularly the situation in the Province of Quebec, and the findings reported in September are for the most part confirmed. The Commission regrets that many of its recommendations do not appear as yet to have been made effective, particularly the followed Recommendations:

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| Recommendation No.69: | Establishing Trade Standards |
| Recommendation No. 70: | Designating of more apprenticeship trades. |
| Recommendation No.72: | Standardization of Trade Tests. |
| Recommendation No. 74: | Supplementary Training. |
| Recommendation No. 75: | Supervision of Training. |
| Recommendation No. 76: | Living Accommodation. |

Recommendations Nos. 73 and 77 are only partially so. The Commission is convinced that not only is the present and future welfare of the Veteran being prejudiced by the continuing failure to implement these Recommendations which deal particularly with Training and Apprenticeship, but that the general improvement of all tradesmen and the trades in which they are employed is thereby delayed and handicapped. It is hoped that means will be found at the earliest opportunity to put these recommendations into effect.

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

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

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

Provincial Licenses

Competency Cards

Union Cards

Technical and Vocational School Diplomas and Certificates

Employer's Records

Employer's Assessments.

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

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

regulations and customs governing the subject. Its findings divided, so far as possible with such inter-related facts, into their component parts, follow.

1. PROVINCIAL LICENSES

In Quebec the Provincial Government has reserved to itself the sole right to license those who would engage in certain trades in the Province. Legislation has been passed to regulate the following occupations:-

1. Plumbers and Steamfitters (R.S.Q. Chapter 178)
2. Electricians (R.S.Q. Chapter 172)
3. Stationary Engineers (R.S.Q. Chapter 173)

(For further details and text see Section III and exhibit I)

A special investigation in Toronto disclosed that the Ontario Provincial Government has taken steps to make effective the provisions of its Apprenticeship Act (R.S.O. 1937, Chapter 192) in respect to certain "Designated" trades. The trades brought within its provisions to date comprise all the Building Trades, the Motor Vehicle Repair Trade, and Hairdressers. Indications are that other trades will seek to have themselves brought under its provisions shortly. Under the legislation referred to in both Provinces and the regulations published thereunder all who wish to engage in any of these trades must first satisfy the Government examiners that their qualifications obtain to at least the minimum standard fixed. In Quebec, these standards are obviously determined with a view to the public health, safety and welfare rather than to any intrinsic interest in setting a high standard of craftmanship, although the minimum period of training is set.

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

training or who may wish to enter these trades. On July 3, 1945, Honourable Antonio Barrette, M.L.A., Minister of Labour for the Province of Quebec by a letter urged all other trades' governing bodies to follow the lead of the Government in granting to those who had followed a trade in the Services credit for the time spent on such trade towards achieving journeyman status or a higher apprentice classification. (K68-A5)

STATIONARY ENGINEERS

Through their Union Secretary, Mr. Prezeau, the Commission learned that even prior to the Minister's letter the Stationary Engineers had made arrangements with appropriate authorities of the Royal Canadian Navy to obtain official records of the time spent on their trade in that Service of their members. Full credit towards their tickets and seniority is given for this time. It also appeared that many of this calling wrote trade examinations while still in the Service as soon as they were qualified to do so by the time spent in their trade. The Commission regrets to report that this co-operative attitude does not appear to prevail across Canada in this trade.

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

Employment opportunities would improve greatly if the working day (normally twelve hours) were changed to conform to most other trades. (See Subsection I above).

PIPE TRADES AND ELECTRICIANS

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

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

2. COMPETENCY CARDS

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

administer and supervise the working of the agreement.

The Committee may make it obligatory for every employee subject to the agreement (which means every employee in the trade within the area defined) to obtain a Certificate of Competency before he can obtain employment. According to the Act these certificates can only be granted after examination of the applicant's trades qualifications by a Board of Examiners appointed for that purpose by the Parity Committee.

By Section 36 of the Act the provisions respecting the requirement of a Competency Certificate to obtain employment and the necessity of submitting to an examination to determine trade qualifications are specifically made inapplicable to:

1. Labourers or workmen who do not specialize,
2. Employees holding a License under an Act of the Quebec Legislature or the Dominion of Canada,
3. Employees who work as clerks or office employees, or employees whose work requires no apprenticeship.

Representatives of Parity Committees expressed themselves without a dissenting voice as wishing to co-operate to the fullest extent possible in the re-establishment of the veteran and in endorsing the recommendations contained in the Minister's letter of July 3, 1945 above mentioned.

COMPLAINTS BY VETERANS

It should be interjected here that the Commission was unable to find one instance in which any veteran had been refused a Competency Card unjustly or been dealt with unfairly. Each Parity Committee representative was asked whether any veteran applicant had been refused the right to enter its trade. All answered in the negative, although there were naturally instances cited where the classification given a veteran

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

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

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

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

WAIVER OF REGULATIONS IN FAVOUR OF VETERANS

The Parity Committee representatives were also asked if they would be willing to waive any age or quota restrictions in the Collective Agreement governing their trade if veterans were thereby prevented from entering such trade. All agreed in principle to granting this assistance to veterans seeking re-establishment. They all stated, too, that in respect to the Competency Card examinations they would be willing to give the veteran the benefit of any doubt as to his skill and knowledge in a fair examination.

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

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

APPRENTICE TRAINING

No uniformity was found in the trades governed by Parity Committees as to the apprenticeship or training policy, nor was there any satisfactory evidence that a general standard of skill had been adopted whereby the individual was classified.

NO QUALIFICATIONS STANDARDS

As mentioned before the Collective Agreement has effect only in the area defined therein. The standards of its Examiners apply only within that area. The Card issued under the authority of one Committee has no status in the area, perhaps adjoining, where another committee set up to administer an

agreement in the same trade may have jurisdiction. In other words, a journeyman bricklayer in Montreal cannot, by presenting his Montreal Competency Card, seek and obtain employment in the City of Quebec without first having submitted to an examination before the Board of Examiners in Quebec. And there was no indication that the Quebec Board would accept the same standard of skill which is required in Montreal for a journeyman. Obviously this system makes for the immobility of labour which is undesirable. This Commission referred to Recommendation No. 71 of the International Labour Conference Part IV, Section 21 in Section III of its Second Report on this question.

EXAMINATION FOR COMPETENCY CERTIFICATES

The examinations are usually conducted orally in all jurisdictions and trades. There did not seem to be any prescribed subjects or syllabi laid down which would guide the examiners in their questions. It would also appear that the same questions are put to each candidate irrespective of what grade or classification he has or seeks. His success or otherwise depends on the number of questions he answers correctly. Thus if he exhibits knowledge of only one of say six questions he receives the lowest apprentice classification. If on the other hand he answers all questions put correctly he is given the highest journeyman rating. The intermediate classifications are given according to the total marks obtained. The questions are designed to cover all phases of a trade so that if all are answered correctly it is assumed that the candidate has had a wide enough experience to entitle him to the status of journeyman. Some trades would

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

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

> "...If the committee is too free and easy in the granting of competency cards and the man is not able to do the job required by the employer, the employer may complain to the Board of Examiners that they are being too smooth in handing out competency cards, permitting the employment of such a person."

(See also Picard - Building Trades, K-69 - A9 and Darveau - Auto Trade, K-69 - C8). In Quebec, particularly in the automotive trade, the Board of Examiners refused to permit an applicant to try their examination until he had obtained employment and worked for a sufficiently long period to enable his employer to assess his skill and usefulness (Darveau - K-69 - C3 and K-74 - C42).

(See also Subsection IV).

It was reported to the Commission that the

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Competency Cards issued did not always reflect the skill of the holder. In some cases the man was a far better craftsman than his card indicated; in others he was below the standard set by others holding the same type of card. (Belleau - K-70 - A32).

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

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

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

CONCLUSIONS

The Commission is of the opinion that there

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

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

Part II on Apprenticeship, is referred to for further details in respect to Competency Certificates.

3. UNION CARDS

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

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

WAIVER OF REGULATIONS IN FAVOUR OF VETERANS

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

Initiation Fees

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

initiation fee altogether or charge merely a nominal amount of from $1.00 to $10.00. (Despres - K-68 - A21; Bell - K-70 - A5; Bertrand - K-70 - A9; Lamontagne - K-70 - C13, etc.) In some (though very few) of the unions where the initiation fees were higher the member received special benefits such as insurance, pension schemes, etc., which cost the union a comparable sum for premiums, which in turn were based upon the widest membership and contributions from the whole membership, and could not be made elective under their policy.

Seniority of Service

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

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

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

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

4. COURSE CERTIFICATES

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

Recognition by Authorities

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

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

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

Mr. S. Mizgala of the Canadian Vocational Training, stated in evidence:

> "The CVT has... made arrangements with various bodies governing the apprenticeship of different trades. Veterans upon completion of training obtain or are qualified to obtain recognized certificates."

Unfortunately, this is not true of all cases or courses. As mentioned in Subsection I a group of some twenty veterans are attending a Watchmakers course at the Octave-Cassegrain School in Montreal. The course will last for two years. It was undertaken after due consultation with D.V.A. and C.V.T., but as yet these veterans on graduation will not be entitled either to sit for their journeyman examination, be accepted as journeyman, nor even be given an apprentice status. Mr. Mizgala assures the Commission and the veterans concerned that before they will have completed their course a satisfactory arrangement with the Watchmakers Guild in the City will have been worked out. The Commission is hopeful that such will be the case. However, there is no binding undertaking of which the Commission has knowledge that would require the Watchmakers Guild to make such an arrangement. If it cannot be concluded successfully it means that not only will these veterans have spent two years attending a course and used up most, if not all, of their Re-establishment Credit in so doing, but on its completion, if they still wish to follow the trade of their choice, they are faced with a further five-year apprenticeship

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

5. COMPANY RECORDS

It was found that in many trades and callings where large numbers of workmen of various skills are employed, there was neither Parity Committee or union requirements as to the degree of skill required. This is particularly true of large industries and corporations. Apart from the normal maintenance staff composed of a limited number of employees of the recognized trades, e.g., machinists, electricians, stationary engineers, carpenters, etc., the majority of the workers are skilled only in the Company's operations. They have learned their calling by experience in the Company's employ, or in the employ of another in the same or similar industry, and they advance as skill, seniority and opportunities allow. Many employers encourage their employees to fit themselves for further advancement by studying suitable courses on their own or the company's time, or a combination of both, and the rate of advancement is normally based not only on the successful completion of these courses but also on the skill and experience acquired in the normal course of employment. Careful note on records maintained by the Company is made of each employee's progress. Advancement is largely determined on the

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

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

6. EMPLOYERS' ASSESSMENT

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

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

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

This is the traditional method of employment and it is unlikely that it will change to any appreciable degree in most occupations for some time to come. As already mentioned, the employer's assessment is accepted in many of the trades where there is a Parity Committee functioning and an Examining Board set up by the Parity Committee. (Picard - K-69 - A9; K-71 -C23).

In the final analysis it is the employer who must be satisfied on the quality of the work performed. A certificate can do no more than certify that a workman has passed a certain examination or spent a certain time in a trade. It cannot indicate his zeal or suitability for the work required by the employer. A certificate can force the employer to pay a certain minimum if he hires the holder; it cannot force him either to hire or retain an unsatisfactory employee.

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

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SUBSECTION III

PART II - APPRENTICESHIP IN QUEBEC

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

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

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

> "Nous n'avons pas de reglements d'apprentissage. Les relations que nous avons eues avec nos employeurs sont tres jeunes encore. Il n'y a pas de syste e fixe; toutefois il existe un centre d'apprentissage dans la plupart des usines pour les metiers de mecaniciens de millwrights, de metiers qui s' occupent de la reparation. Quant aux autres occupations qui prennent des gen experimentes, l'experience se fait ordre de pormotion."

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

public welfare and safety. Even in these trades there is normally no apprenticeship agreement between master and apprentice as to their mutual rights and obligations. (N. Forrester K77-A10).

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

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

There is evidence of a growing interest in the problems of apprenticeship. It would appear this has been encouraged in Quebec by the passage in 1945 of the Apprenticeship Assistance Act. This Act enables those of a trade sufficiently interested to form an apprenticeship centre for, among other purposes, the teaching of the skills and knowledge of the craft concerned and generally to supervise the training of apprentices. It is the expectation that when these centres commence functioning properly there will not be the same justifiable grounds for the older and trained tradesman to say, as they now can, that real apprenticeship exists no more, and too many call themselves craftsmen who are not (Cantin K70-A36).

Problems connected with apprenticeship fall

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

Age of Admission to Apprenticeship

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

It will be seen that there were no objections heard from anyone to the principle that any age restrictions which might govern entrance to apprenticeship should be waived in favour of the Veteran. It was suggested that in those trades which had a long apprenticeship of four or five years, and which required all that time within which to gain the experience required of a skilled journeyman, would not be the avenue for employment of the Veteran who had advanced far beyond the normal entrance age. Not only would

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

Quota for Admission

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

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

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

The great majority are in favour of allowing Veterans entrance as apprentices even though the ratio will be changed, drastically in some cases. In most trades there have not been the normal number of apprentices entering in the last few years. The average age of the journeyman has advanced seriously and there have been an insufficient number of younger men learning the trade to offset the normal decrease in number of skilled tradesmen due to sickness accident, old age and death. There is a serious shortage of skilled tradesmen in many trades and in such trades particularly a reasonable number of apprentices over the quota would be particularly welcome. (e.g., Building Trades, Auto Mechanics, etc.)

As it is and in order to meet the situation pending a change in the regulations, most of the Parity Committees with the knowledge and consent of the unions, if they exist, or of the employees generally if they are not organized, permit a tolerance in the quota regulations in favour of Veterans. (e.g. K73-AB4).

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

to decrease the efficiency of the undertaking and would result in lack of proper supervision and training of the apprentices themselves. A tradesman can only supervise and train a certain number of apprentices. The actual number depends upon the trade and the nature of the work. (Lamoureux K-77 - D10).

At the same time a fear was expressed by many union representatives that if the quota rule was relaxed there would be employers who would take advantage of the cheaper apprentice labour and discharge some of the older, possibly more skilled, and certainly better paid, workmen holding journeymen Competency Cards. It was also suggested that if the labour market was flood with apprentices through the relaxation of the quotas there would not be enough work to go around. This fear was most common in the City of Quebec where the opportunities for employment are far more restricted than in a larger centre like Montreal.

It was apparent that control of this factor was in the hands of the unions or employee representatives. The Parity Committee representatives said this was a matter of labour responsibility, and although labour representatives suggested that it was the responsibility of the Parity Committees it was generally agreed that the consent of the Unions or labour would have to be obtained to obtain official relaxation of the quotas. The evidence of Mr. J.L.E. Price, Chairman of the Montreal Building Trades Apprenticeship Centre would indicate the obvious and most satisfactory means of reaching agreement on this question. He states in part (K69 - B14):-

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

Duration of Training Period

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

One exception is the boilermakers trade which is closely allied with railway shops. In this calling a full five years is required and in each of these five years a total of at least 2118 hours must be spent. If in any year this total is not achieved then the apprenticeship period is extended to cover the deficiency. A programme is laid out for each apprentice so that in the time allotted, usually six months in each phase, he gains experience in each of the skills required of a journeyman boilermaker. Nor is it possible, in the opinion of boilermakers, to shorten the period laid down. It takes at least the number of hours stipulated for each phase of the trade for an apprentice to learn and acquire the necessary skill. (Beale K70-26 and 9).

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

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

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

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

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

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

There is a course available in Philadelphia on the other hand which seems to be more favourably regarded by the printing tradesmen. The same ground is covered, and possibly more thoroughly, in six months of intensive work. The graduate of this course is also regarded as a finished journeyman. (Gerin K69 - C36) (Bell K70 - A7). If a beginner takes his apprenticeship in a printing shop he must put in a full five year period.

In Quebec City the difficulties encountered by one Veteran Levesque in his attempt to obtain training in the printing trade were cited by M. Raymond Gerin of the Printing Trade Parity Committee. (K69 - C35).

"Il se presente chez nous et nous dit qu'il a fait un certain temps d'apprentissage. Il nous demande de lui donner une lettre de recommendation par laquelle il sera autorise d'aller passer un cours aux Etats-Unis dans un des

metiers de la composition. Il y a a Philadelphie une compagnie ou se font les principales machines a composer et ou on donne en meme temps des cours.

Q. Qui ne se donnent pas ici au Canada?

R. Ils sont donnes ici, mais le cours est plus intensif. Ce type-la a demande pour aller aux Etats-Unis. Il est venu au bureau et au lieu de l'envoyer aux Etats-Unis, on l'a dirige vers Montreal. C'est un grief que je donne, que l'ouvrier nous a donne, Je ne veux pas porter de jugement. En allant a Montreal, il va prendre deux ans. Apparemment, les heures de travail ne sont pas remplies. Je crois qu'il y a deux ou trois heures de cours par jour. Ca va lui prendre deux ans et s'il allait aux Etats-Unis, ca ne lui prendrait que six mois...

Q. Qu'est-ce que vous pensez de ce cas-la, si vous etiez trouver a la place du ministre des Affaires des Anciens Combattants...?

R. Il est sur qu'apprendre en six mois le metier d'imprimeur, dest un avantage... la manoeuvre est rare et c'est un service qu'on rend au veteran.

Q. Pour se perfectionner ils doivent necessairement aller aux Etats-Unis?

R. Pas tous, mais les monotypistes en particulier.

Q. Il n'y a pas de cours complet a Montreal?

R. Non.

Q. Ni dans le pays?

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

A progressive attitude is also being adopted as the policy at the Building Trades Apprenticeship Centre in Montreal. The system for Veterans visualized for this Centre, according to Mr. Price, its Chairman, is as follows (K69 - B14):-

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

The same cooperative attitude was displayed with respect to Veterans seeking classifications as

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

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

Fitting the training period to the ability of the trainee is also advocated for the plumbing trade for which a provincial license is required. Mr. Forrester of the Garth Company states (K77-A10):-

> "Q. ... Do you consider that in your business an ex-service man who had learned something about the trade in the armed services could benefit by having his apprenticeship shortened?
>
> R. Well, that largely depends on the boy. I do not think it is quite right to set a period, the same period for all boys, because some are much brighter than others, and some go to school and study and they are the ones who should get some encouragement. I feel very sure that there are many boys who come into the trade who have their period shortened because they are of the the type who get ahead much faster than others.
>
> Q. Then so far as you are concerned you would be in favour ... that authority should be granted to examiners to shorten the period in the case of particular people who had had experience in the armed forces and who are so recommended by their employers?
>
> R. Yes, but they would have to come up before these Boards for their examinations."

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

The same progressive attitude is found to be true of the Automotive Trade in Montreal (See Subsection IV). There, according to Mr. Prieur, the Chairman of its Examining Board, an applicant is graded according to his knowledge as determined by oral questions designed to demonstrate the depth of knowledge acquired while on the job, without relation to the length of time spent in the trade. After the first examination the examinee is classified in a grade of apprentice or journeyman. A civilian must wait six months after one examination before he can present himself to be re-examined for upgrading in his classification. If he is successful he is re-classified. This waiting period has been reduced for Veterans to three months. Thus it would be theoretically possible for a Veteran classified in the lowest grade of apprentice on his first examination to achieve top journeyman's grade in one year and six months if his answers on each examination were satisfactory.

On the other hand it would be possible for an apprentice to remain indefinitely in any classification if he could not pass the examination leading to the next grade. Two members of the Commission Staff were present at a Session of this Examining Board, recently. The examination was witnessed of an apprentice who had been employed in garages for twelve years, and yet was unsuccessful for the third time in raising his classification above a second grade ap-

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

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

Application of this same principle; to wit, allowing advancement in accordance with demonstrated ability; though usually without the formality of an examination, is general in trades and callings not governed by Parity Committees or union regulations. For instance, a former R.C.O.C. carpenter is employed training-on-the-job in a cabinet factory. His advancement depends on the employer's assessment of his ability. He explains his position as follows (K-76 - C4):-

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

R. I think that is the way it should be. If you do not qualify they do not put you ahead. I believe they would hold you back until you know all about it, (one operation) then put you forward.

Q. Does your employer give you trade

tests periodically?

R.Well, he could not very well do that..."

The same is true of a class of veterans training to be telegraph operators with Marconi Company, e.g.,

"Q. How long do you have to be in your new work until you are qualified?

R. There is no definite time limit laid down. You are there until your course is completed. It depends on your own ability.

Q. Who determines that?

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

From the foregoing it would seem reasonable to conclude that there is a trend away from the traditional inflexible term apprenticeship towards giving the individual credit for the knowledge and skill acquired at any one time, irrespective of how long it may have taken him to learn. This is in accord with Recommendations No. 73 and 77 contained in the Second Report. It provides an incentive to the ambitious and hardworking Veteran with natural ability to apply himself more intensively to his task and enables him to realize the fruits of his application before his more leisurely or indolent co-learners. It should tend towards the desirable goal of uniform standards in a trade, the subject of Recommendation No. 69, and definite syllabus of training and progress trade tests referred to in Recommendation No. 72.

Syllabus

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

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

Progress Examinations

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

to pass the second or third apprentice classification.

There seemed to be no system whereby the employer was questioned as to the lack of progress of his apprentice, nor any effort made to ensure that there was some attempts to assist the trainee in covering the subjects wherein he lacked knowledge and skill.

The Commission is of the opinion that no progress will be made toward improving the standard of tradesman's qualifications until a standard has been set for the apprentice to attain by an orderly and organized programme of training and periodic examination to ensure not only that he is making progress on his own but that his employer is making it possible for him to cover the ground laid down within the period specified.

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

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

WAGES DURING TRAINING

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

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

There is a widely spread suspicion of exploitation in some trades where there is an inflexible wage agreement and where the remuneration is based on the length of the time required to be spent in each apprenticeship stage of the trade. As referred to in another section there is not necessarily any relation between the time spent and the amount of skill acquired. In many instances the wage increases are granted automatically on the expiration of the time period laid down without the apprentice being required to undergo an examination to ascertain whether he has in fact improved his qualifications. Conversely the apprentice who applied himself and learns quickly soon increases his value to the employer and by the improvement in his qualifications will give the employer a greater return for the wages paid on the apprentice scale than in fairness the employer is entitled to. It is only fair to record that there is evidence some employers increase the wages paid apprentices to keep pace with their ability and value to him. What influence the current shortage of trained tradesmen has on this generous attitude, the Commission will not attempt to assess. It is feared that in normal times, if there is an ample supply of workers, the tendency will be to observe the minimum wage scale fixed for each classification irrespective of the real ability of the apprentice.

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

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

METHOD OF TRAINING

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

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

1. Training on the job.
2. Technical or Vocational Courses.
3. A combination of the above.

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

Because in the final analysis employment for Veterans must be sought with the employer class the Commission made a point of seeking the views of a cross section of employers in all centres and surrounding areas where hearings were held. They were asked the best methods, in their opinion, of acquiring the skills which were required in their industries or callings and other matters which the Commission felt to be relevant to the inquiry.

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

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

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

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

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

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

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

For the plumbing trade it is stated:-

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

I would say that a man has to have eight years experience, four years as an apprentice and an additional four as mechanic to be the type of tradesman I want. I do not think there is a place at high wages for the poorly trained man."

(Charles Watson, Plumbing Contractor K77 - A17)

This same witness feels that the ideal method of training would be to have classes of four or five apprentices with an instructor-mechanic in charge scattered all over the City so that at the end of a day's work the apprentice would not have to spend half his time

travelling to and from a Centre. This of course refers to the advocated training to supplement the experience gained while training on the job (K77 - A22).

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

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

The problem faced by employers engaged in these different occupations is to find men with the knowledge and skill of use to them. The only source at the moment is the men they themselves have trained or those trained by others in the same business. For instance, the evidence of Mr. Nairn, Manager of the Geo. W. Reed Co., who are engaged in the installation and maintenance of service station gasoline and fuel pumps is typical of the problem (K97 - A5):-

"Q. Are there any phases of your industry for which you have difficulty getting man-power?

R. At the present time there is one. I do not think there is really any difficulty in getting manpower; it is a matter of training men

to meet the requirements, the men must be trained for this specific job; in other words there is not much in line at the present time in the way of men available for that work.

Q. What particular occupation?

R. I am referring now to the fitting of piping to these gasoline and fuel tanks. It is not really a trade, if a man has been used to something different. It is not what you would call a steamfitter's job and it is not a plumber's job. We have actually to train these men. That is what we are doing now with the ex-service men who have come back to us on the job. It is a matter of three or four months training.

Q. By working with you would they get sufficient knowledge of the trade (steamfitter) to pass the examination (for a provincial license)?

R. No, Sir.

Some employers viewed with dismay the suggestion that the traditional craft skills be encouraged for veterans and others. It was their complaint that they were unable to obtain now the unskilled men they needed to train into the job operations upon which the undertaking depended. During the special investigation in Toronto, some employers went so far as to suggest that immigration of low type unskilled labour be encouraged at once in order to fill the urgent need for that type of heavy labourers and totally unskilled workman.

Their alarm can be understood when the statistics are considered which show such a small percentage of the jobs open in modern industry require real skill. A survey recently concluded at the instance of Harvard University showed that in the United States some 65% of the total jobs required no skills other than an easily acquired

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"know-how" learned on the job in a short period. Representatives of large industries and plants heard by the Commission estimated their total payroll had only from 5 to 10% skilled labour (K77 - 05), mostly made up of maintenance man, i.e., plumbers, electricians, carpenters, and stationary engineers etc., with a few machinists, dye-cutters etc., who although they had spent at least four or five years in acquiring their skills were paid very little more than the others on the same payroll. In some cases they received no more. It was stated that a machine operator or operation specialist can be trained to perform his particular function in the production process quickly and efficiently in a few days or weeks without previous training or experience, depending to some extent on his own aptitude and the intricacy or difficulty of the operation required. It was stated that this form of production was far more efficient from the manufacturer's point of view than the older method of a highly skilled mechanic himself performing most of the operations which made the finished product. Modern production is tending more and more to the operation specialist, not only in the production line but also, through replacement parts policy, in the repair and maintenance after production. Even in the construction business the Commission learned that only about 50% of a general contractor's pay-roll on the job is composed of tradesmen (Hewson K77 - 03).

The Commission believes that every encouragement should be given to veterans who wish and have the ambition and aptitude to follow the long apprentice and training period which is now required for the skilled trades, as once acquired these skills make the tradesman a more versatile and independent individual with normally a

greater field of employment open than the specialist trained to one operation in a production line. Nevertheless the Commission also feels that due regard must be given to the modern requirements of the Canadian economy and that the apparent trend away from the traditional trades (even in the building industry if the claims of the prefabricated housing experts are accepted) cannot be ignored when advising veterans on their course in returning to find a place in civilian employment. Personnel Counsellors should exercise discretion in recommending courses and training leading to qualifications in a skilled trade and limit their recommendations to those veterans who are not only physically and mentally capable and apt for the trade recommended but also who have the ambition necessary to attain journeyman status and the stamina to adhere to their training for the long period usually necessary.

It should also be stressed here that most employers expressed directly or indirectly their reluctance to accept the formal certificates of competency issued by parity committees or other authorities purporting to grade a man's skill and status in the trade. It was found that despite the rating of the examining board the employer invariably reserved the right to judge the employee's qualifications for himself. If he was forced through a collective agreement to pay a certain minimum for a certain classification certificate, he did not necessarily constitute that his maximum. As already mentioned there were many instances disclosed to the Commission where the employer rated the employee at a much higher classification than that granted by the Examining Board and paying him according to the value of his services to him. Often the wages paid bore no relation to the rates laid down in the contract.

The converse of course was not true. If an employee

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

> "Le seul moyen pour nous de trouver la competence d'un mecanicien c'est de l'envoyer dans un garage et de la faire travailler pour un mois afin devoir ses capacites."
>
> (Darveau K 69 - C9).

From the foregoing it is evident that there is a great divergence of opinion as to the detail of training methods, but that all are agreed that practical experience on the job is absolutely essential to a thorough grounding in any trade. There is fortunately a great deal of interest and progressive study being given to this subject in most trades and callings. It is quite apparent that due to the many differing factors involved in each trade, generalizations would be not only dangerous but futile. It is felt that if the present trend and interest continues for the future great progress will be made in improving trades training. The Commission should add that for most trades it is timely.

## SUBSECTION III

### PART III - SERVICE TRADES AND TRAINING

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

There was no evidence in the recent hearings that any progress had been made in this direction. In fact, as mentioned elsewhere, there was ample evidence to show that, by and large, employers and trade officials were profoundly ignorant of all matters connected with Service Trades. It is doubtful (as indicated in sub-section II of this Section) if any progress can be made in this direction for the following very cogent reasons:-

1. There are no standards of general application in most civilian trades, and therefore no civilian standard by which service qualifications can be measured.
2. There are too many service tradesmen whose qualifications and experience do not equal the standard of their trade and group or class called for by Service regulations.

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

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tion undertaken in Toronto. Further evidence is recited in Subsection IV on the Automotive Trades.

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

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

It might for instance be assumed that Service-trained cooks and bakers would be able to take up civilian employment with journeyman status. Such apparently is not the case. M. Emile Gosselin, President of the Bakers Syndicate in Quebec states (K78 - A91):-

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

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

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

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

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

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

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

the veteran who has found employment for his special training has been eminently satisfactory and the equal if not the superior of the civilian. The employment opportunities for this type of job are not sufficiently numerous to absorb more than a very few veterans. The civilian employer wants a good all-around tradesman capable of dealing quickly and efficiently with any situation which might arise during the normal course of work. Mr. Racine of Quebec says (K-73 - A41):-

> "L'ouvrage qui se fait dans les ateliers n'est pas de l'ouvrage qui sefaisait dans l'armee ou dans les arsenaux, Une homme travaille une semaine sur le meme ouvrage; ca lui prendre quinze jours. Dans les ateliers c'est de l'ouvrage fort; le matin dans le moteur, l'apres-mide dans latransmission, ainsi de suite."

SERVICE TRADES GUIDES

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

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

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

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

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

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

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

> "Mr. Chairman, our experience is that in spite of the distribution of a considerable amount of literature and in spite of the fact I believe that facilities for training on the job have been explained over the radio, the average employer knows very little about it; and some means must be found in order to acquaint him with the facilities that are available."

The situation is such that the commission is convinced it is of the utmost importance that steps be taken at once to acquaint all in a position to give employment to veterans with service trades training and qualifications and veterans benefits. The Commission is convinced that despite the steps taken to date the majority of employers remain in ignorance of the value to them of giving employment to a veteran even though such veterans may not be fully qualified for his requirements on first employment.

It would still be advantageous if some relationship between Service standards and civilian requirements could be established. Possibly regional conferences among those interested in particular

civilian occupations might be arranged which could be attended by those qualified to speak with authority of service standards and by that means establish a working knowledge and arrangements which would accrue to the veteran seeking employment.

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

There are many private agencies engaged with goodwill in attempting this e.g. Montreal Employers' Council, K76-A9; Junior Chamber of Commerce in Quebec - See Brig. Francoeur K74 - C14 and Mr. J. Gagne (Mr. Jean Vallee- K74 - C52) and the Montreal Rotary Club.

SUBSECTION III

PART IV - JOB PLACEMENT

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

At the inception of the hearings in Quebec City the Commission heard Major-General E.M. Burns, Director-General of Rehabilitation review the conditions facing the Dominion. He said:-

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

It is with the jobless and presumably aimless veterans and those following training that the Commission is vitally concerned. It naturally follows that in order to provide training on the job there must be the jobs available. One of the reasons advanced for the scarcity of skilled tradesmen in the building trades was the lack of building activity for the last twenty years (Fournier K76 - A23). This question is dealt with elsewhere in this section. Jobs will have been or have to be found if there is to be full employment, not only for the veterans on total demobilization but also for the unknown increase of the natural influx of young people approaching working age, and for the displaced war workers. "Where are the jobs coming from...." (Burns K-71 - B6).

Big industry, represented by the large [illegible]ayers anticipate being able to place a certain [illegible]t-erans not previously in their employ through the vacancies created by normal turnover of labour. The Building Trades expect to employ tradesmen limited in number in the next five years only by the materials made available. If the Canadian economy is maintained at the projected national income of $7,000,000,000 per annum all employers and small business men anticipate ample employment for those able and willing to work.

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

General Burns in his evidence refers to the elaborate governmental machinery already in operation or planned. (K71 - B8). The plans of the Unemployment Insurance Commission and related agencies are detailed

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

> "Ce n'est pas notre (la U.I.C.) fonction de creer des emplois ... nous ne pouvons pas creer des positions; dela depend de la situation economique du Canada...."

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

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

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nature. It is not known whether the recently announced Labour Force Survey by the Department of Trade and Commerce, Bureau of Statistics, will provide this information.

There is also ample evidence that employers are not fully aware, not only of the qualifications possessed by veterans but of the nature of the Benefits open to them, and which might influence their being given immediate employment. This is particularly true of the Training-on-the-Job Benefits. This fact is referred to elsewhere in this Subsection as well as in Subsection IV. Because every employer representative heard expressed the common desire to assist in all ways possible the re-establishment of the veteran it is of the utmost importance that all measures be taken necessary to ensure that the potential employers are fully informed on these matters. M. Jean Gagne, Secretary of the Chambre de Commerce des Jeunes de Quebec stated

> "... il nous apparut qu'on devait combattre en quelque facon l'indifference <u>involontaire</u> chez une partie des employeurs (K71 - 037)

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

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Robert's office immediately gets in touch with C.V.T. who send a special representative to discuss training facilities and a contract for a veteran with the employer. This programme is reported to be getting good results. The Commission endorses also the suggestions put forward by Mr. Gagne (See Section III Subsection VII) in his report citing the educational campaign to be initiated by the Junior Chamber of Commerce in Quebec City amongst the employers of the district under the following (K-71 - 038):-

1. Government Benefits (K-71 - 038)
2. Government and Service educational facilities (C-40)
3. Small Holdings (C-40)
4. Public Works (C-41)
5. Future projects of Industry to be publicized (C-41)

and of the Montreal Employer's Council (K-76 - A5).

The Commission has given very serious consideration to the need for this and also as to the best means of accomplishing its purpose, and has made Recommendations Nos. 98, 99 and 100 as suggestions for furthering this proposal.

The attention of the Commission was also directed to the important part played by the unions and syndicates in job placement. In Quebec it is stated that in many of trades and callings an employer seeks new employees through the labour organizations. M. Dorion of the Retail Merchants Association of Quebec City states (K-78 - A41):-

"Parce que si un employeur a besoin de main-d'oeuvre il s'addressera aux syndicats, surtout la ou il ya un atelier ferme."

It is for that reason that the closest contact should be maintained not only by the Department of

Veterans' Affairs but also by Unemployment Insurance Commission, with the various labour organizations who are in a position to advise on job placement. The importance of this is realized by Brig. Francoeur, Regional Director of D.V.A. for Quebec City who asks that the closest co-operation be maintained by C.V.T. with the Parity Committees and other bodies controlling trades qualifications (as recommended elsewhere in this Section) to ensure that after a course of training the veteran will be assured that his training is acceptable to the Parity Committee and that there is reasonable hope that there will be employment available (K-74 - C12). It is also stressed by Mr. Cyprian Miron, Inspector of Parity Committees, who says (K-76 - A48):

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

The suggestion was endorsed by all others to whom it was broached, including C.V.T. (Mizgala - K-76 - C21).

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

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

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

REGISTRATION FOR EMPLOYMENT

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

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

WHITE COLLAR WORKERS

It was disclosed in the course of the evidence

that there were a great many so-called white collar workers among the unemployed veterans (see evidence of M.J.H. Tousignant, Employment officer at Quebec, K-73 - A6, and Hankin K-76 - A7). Their numbers seem to run to about 20% of the total unemployed (Robert, K-76 - A28). There appears to be a strong tendency among a number of Veterans who had some trades experience before the war as well as those who had had no training to regard themselves a white collar worker and to seek that type of employment rather than to start a trade training. It is possible that this situation may right itself, but it is obvious that there are many now seeking employment in this field who are not qualified to compete through lack of natural aptitude as well as absence of a high enough grade of formal academic training. Though the average salary received would hardly seem to justify this popularity there are other factors which undoubtedly make this field of employment popular and it would appear to the Commission that Personnel Counsellors should exercise the utmost discretion in recommending Veterans to the callings grouped under the generic term "white collar" and ensure that only those with the natural aptitude and sufficient education coupled with a strong desire and suitable character and personality are counselled for employment or training in these callings.

## SUBSECTION III

### PART V - UNION ATTITUDES AND RECOMMENDATIONS

The Commission has repeatedly reiterated its view that the re-establishment of Veterans is a tri-partite responsibility resting equally on Government, management and labour. (See Section III of the Second Report). This was indicated to the various labour representatives who appeared before the Commission and who for the most part accepted the proposition. All expressed their sympathy with the Veteran, their anxiety to be fair to him in his re-establishment problems, and their desire to cooperate to the fullest extent. (e.g. - See Filion K-77 - A3). Some representatives went even further by regretting that organized labour had not been called upon to accept even greater responsibility in the formulation of plans and policies for the re-establishment of the Veterans. As expressed by Mr. Paul Fournier of the Montreal Trades & Labour Council (K76 - A20):-

> "These problems are ours as well as yours, because many of our own members are veterans, and we would like to see them assimilated into civil life as soon as it can be done."

It was pointed out by Mr. Fournier, however that each local has practically full autonomy in the determination of its policy towards veterans, and that despite what general policy may be adopted by the central body and urged upon its constituent members, the locals are quite free to adopt or reject it according to their own conscience and local conditions (K76 - A24). As a general rule the policy of the central body is followed.

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

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

"Du cote de ceux (Veterans) qui n'ont jamais travaille dans l'usine, c'est la concurrence entre ceux qui sont alles a la guerre et ceux qui ne sont pas alles a la guerre. Si nous deplacions la jeunesse qui est entree a l'usine nous renverserons le probleme. Il faut donc essayer de donner du travail aux veterans, a ceux qui reviennent."

All unions declared their approval of the proposal that full credit be given to former apprentices for any time spent on their trade in the forces. There was some question as to the method of establishing such time, but the principle was accepted. Similarly was the principle accepted that a Veteran for the purpose of determining the victims of lay-offs should have their seniority calculated from the time of entry into employ prior to the War.

Most unions agreed to waive the age limit for apprentices if the man wished to enter an apprenticeship after his return and was over-age for the normal entry. Difficulties of a physical nature reacting on the applicant himself were pointed out but there was no objection to the principle. There was some objection to the question of admitting apprentices over and above the quota agreed to. This was based on the fear that should a great number of apprentices be admitted then a number of journeymen presently working would be let out by the employers in favour of the cheaper apprentice labour. This attitude the Commission found not unreasonable all things being considered. The

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

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

1. Lack of material and merchandise (K72-A9) (K72-A34)
2. Seasonal (e.g. construction trades)
3. The development of labour-saving machinery
4. Lack of public works (K72-A6)
5. Cessation of war contracts
6. Rapid demobilization of the Armed Forces
7. Lack of private initiative
8. Relaxation of union demands of job labour requirements
9. Continuing governmental controls over production, prices and wages
10. High taxation curbing production private initiative and risk capital (K72-A8) A14; A31; K76 - B7)
11. Peaks of employment is stable industries being curtailed on return to peacetime basis.

Many of the representatives of industry anticipate a high level of employment in their particular lines for some years to come. This is based on the present and anticipated demand and purchasing powers which

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

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

Most of the large industries report that a large percentage of their personnel enlisted, and in order to maintain their war-time production level new employees were taken on who have by now become skilled in the job requirements. Some of these have since left to take up their own pre-war employment which was dormant or unprofitable during the war years but their places have been taken by Veterans returning with a right to reinstatement in the employ of the Company. (see Subsection VI on Personnel Relations for a study on this subject).

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

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

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

A Representative Economic Council

In a brief submitted by la Confederation des Travailleurs Catholiques du Canada Inc. the following recommendation was made (K72 - A43):-

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

Labour Organization and Regulation

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

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

Relocation of Industry

The C.T.C.C. also recommends in their brief (K72 - A46) the formation of national and provincial Economy Planning Councils whose function it will be to direct the establishment of industries which do not depend on the natural resources of their location to the poorer areas thus furnishing a local market to agriculture and rural enterprise. The disadvantages to labour resulting from the tremendous urban growth in the last century and its attendant slums, unhealthy living conditions and higher cost of living, juvenile delinquency more prevalent in urban areas, and the other recognized evils of large population centres could be avoided by a much larger percentage of the workers if an attempt were made to decentralize industry and spread through the rural communities. If successful a much more stable economy would result it is argued. Not only would there be an incentive to home ownership but the advantages encouraged by the Small-Holdings Act would be enjoyed by a much greater percentage of the population which would thereby achieve a greater independence from the economic cycle of depressions through land cultivation and subsidiary vocations, and also reduce the costly labour turnover conditions prevailing to-day.

Control of the Machine

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

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

Reduction of Working Hours

A means of creating additional employment almost universally advocated by labour representatives was the reduction of the working week. This is discussed in the Third Section of this report as well as in Section IV Subsection I, IV (a). The following excerpts from the Evidence are representative of the general feeling. Statistics on unemployment were cited and the fear of them growing steadily worse unless something drastic was done was uppermost in the mind of many workmen. It was the most often cited solution for providing job opportunities for Veterans without any lessening of production or takehome pay for the workers. This would, it was estimated provide many more jobs without affecting the cost of living or contributing to the feared inflation.

Speaking for the pulp and paper workers Mr. Lessard states (K72 - A53):-

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

un-douzieme. Ca necessitera une augmentation de nombre de machines et par consequent necessitera une main-d'oeuvre nouvelle. Il y a actuellement au Canada plusieurs machines a papier qui sont arretees."

and again (K72 - A57):-

"Si les machines actuelles arretees dans le "news-print" etaient remises en operation ca necessitera plus de main-d'oeuvre."

The same suggestion was put forward for the Baking Industry. It was stated by Mr. Emile Gosselin, President of National Catholic Syndicate for this Industry that (K72 - A91):-

"... dans certaines boutiques on fait jusqu'a vingt heures d'ouvrage avec interruption de dix a quinze minutes pour manger. Si on pouvait avoir la semaine de travail de 48 heures comme les autres nous n'aurions pas de travail supplementaire et nous pourrions dans notre industrie employer plusieurs veterans."

and Mr. Lamoureux of the United Steel Workers(K77-D10):-

"Si l'on veut absorber le surplus d'employes aujourd'hui, que l'on commence par couper nos heures de semaine... Augmentons le pouvoir d'achat des individus et le travail augmentera. Ceci aura pour effet d'augmenter toute la production."

<u>Return to the Farm</u>

Many witnesses complained that farmers were deserting their farms and entering industry and trades. This was regarded by most as undesirable since it prevented the maximum agricultural production which was badly needed to-day and it also barred Veterans and displaced war workers from employment near their homes.

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On this subject Mayor Borne of Quebec City had the following to say (K72 - A20):-

"Le retour a la terre devra s'etendre non seulement aux personnes emigrees vers les villes pendant la guerre, mais aussi aux soldats qui, de retour du front ont des aptitudes et du gour pour la culture. Le chomage, comme on le sait, nous a coute des sommes fabuleuses, qui ont servi, il est vrai, a faire vivre la population mais qui n'ont rien produit de durable. Il ne faudrait creer un etat de choses qui nous obligerait a repeter cette triste experience. Pour le retablissement d'une bonne partie de la population sur des terres et le retour a un sain equilibre des populations rurales et urbaines, il faudra assurer aux futurs colons des conditions qui leur permettraient de tirer de la terre des moyens de subsistence suffisants. Les colons devraient prendre possession de leur lot avec batisses dessus construites, les routes et chemins ouverts afin que des la premiere annee, ils puissent produire suffisamment pour subvenir a leurs besoins. De meme, serait-il desirable d'assurer la construction des ecoles et de chapelle et, dans les endroits les plus developpes, la fondation de caisses populaires, institutions d'epargne et de credit qui peuvent rendre de si grands services aux nouveaux colons."

In the pulp and paper industry, it appears (K72-A57):-

"Il y a actuellement dans l'industrie des fermiers, des cultivateurs, qui pendant la guerre etaient necessaires mais qui maintenant ne le sont plus. Si ces fermiers-la etaient renvoyes chez eux....

Q. Pour ces fermiers dont vous avez parle, est-ce que ce sont des jeunes gens qui sont venus de la

ferme de leur pere?

R. C'est ca.

Q. Qui pourraient probablement retourner sans trop de difficultes?

R. C'est cela.

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

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

Women in Industry

It was found that there is a definite feeling in many quarters, particularly among labour representatives that there will never be full employment so long as there continues to be the large number of women now found in industry. It is recognized that during the war they were necessary if the huge industrial commitments undertaken in the Dominion were to be discharged, but now that the War is over and the closing of war industries denies employment to thousands of wage earners the view was expressed that it is time that women withdrew from the labour market. This view was noticeably more dominant in the areas other than Montreal where women have generally been recognized in industry for a longer period than elsewhere in the Province.

The Confederation des Travailleurs Catholique du Canada in their brief have the following to say (K72 - A49):-

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"qu'il est impossible de concilier l'ordre naturel des choses avec la presence des femmes dans les activites industrielles et commerciales".

However it is admitted:

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

PENSIONS FOR AGED WORKERS

It became apparent that in many industries the average age of the workers was higher than might be expected. It was stated that in Montreal the average age of the journeyman bricklayer was sixty-three.

While not commenting on the accuracy of this statistic it was abundantly proved that even prior to the war few youths were entering the long training required of many trades, and certainly during the war years there were very few being trained. In many trades it will be necessary to retain the older craftsmen few sometime until a sufficient number of more youthful tradesmen have been trained to replace them.

On the other hand there are many industries which do not offer many vacancies at present, but in which there are many employed at an advanced age. It was suggested that those over sixty or sixty-five should be forcibly retired on pension to make room for veterans. It was felt also that this policy would ease the burden on others employed in the same trade who were forced to do more work and harder work of which the older men were physically unable to bear their fair share. (K72-A92)

This was considered by the Commission in its Second Report and led to Recommendation No. 66.

PUBLIC WORKS

Under this heading there was more enthusiasm for the lifting of government restrictions on production and expansion of trade, thus allowing private initiative scope within which to develop post-war projects, than that the governments should embark on an ambitious public works programme in order to provide full employment. However, there were some suggestions as to the direction in which public works should be planned. It was the opinion that such works as might be undertaken by the governments would be those which would contribute to the national economy and progress rather than be of purely local advantage. Referring to the evidence of Mayor Borne (K72 - A21):-

"Les travaux que le gouvernement canadien pourrait entreprendre sont nombreux. Ce sont pour la plupart des ameliorations publiques d'une utilite incontestable et dont la realisation constituerait un actif considerable. Qu'il me suffise de mentionner les suivantes:

a) Construction d'habitations
b) Suppression de traverses a niveau
c) disparition des taudis
d) Amelioration des edifices gouvernementaux
e) Amelioration des ports nationaux
f) Construction d'aerodromes
g) Eclusage et nettoyage des rivieres et des cours d'eau, alimentant les systemes d'aqueduc
h) "Slum clearance"

and again, referring to the provincial responsibilities, Mayor Borne cites (K72 - A24):-

i) Constructions des routes commerciales et de colonisation

j) Refection et construction de ponts

k) Harnachement des pouvoirs d'eau et distribution de l'electricite a bon marche

l) Construction des hopitaux et de sanatoriums

m) Developpement des richesses naruelles

and for municipalities

n) L'introduction des services d'eau et le pavage des routes avant la construction

o) La Construction d'egouts collecteurs

p) L'etablissement de parcs et de terrains de neux

q) L'elargissement des rues

r) La construction de trottoirs

s) La refection des systemes d'aqueduc, de l'Hotel de Ville et autres edifices municipaux

t) Construction de gymnases

u) Etablissement de dispensaires

v) Construction et refection d'ecoles

But in order to obtain the greatest benefit from any public works carried out by any of the authorities it was most essential that there be close coordination of the efforts of all the authorities and agencies engaged in the direction of these tasks. It was suggested that there be a Committee at the highest level whose responsibility would be the planning and co-ordination of any projects.

The Commission was impressed with the particular problems of Quebec City, as was shown by its Recommendation No. 85, "Public Works Programme for Quebec".

The recommendations of Mayor Borne are also endorsed for the most part in the brief submitted by La Confederation des Travailleurs Catholiques du Canada Inc. They also ask assistance in the unemployment problem through public works in particular..." (K78-A46):-

"Pour entreprendre des travaux afferents a leurs

fonctions; routes, voies fluviales, ports maritimes, reboisement des firets et tout autres travaux de protection, etc."

It is also recommended by this organization that the governments

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

1) aux industries de base, telles que le batiment, construction maritime, la metallurgie, etc. a condition que des subsides soient affectes, par exemple, a la demolition des taudis, a la construction d'immeubles pouvant loger decemment les familles de salaries, a la construction d'hopitaux, de sanatoriums, etc.

2) aux industries nouvelles (non de luxe) qui exploiteraient les ressources naturelles, et a celles que les decouvertes scientifiques faites pendant la guerre, feront maitre apres le conflit.

3) aux industries que les necessites de la guerre auront forcees d'abandonner la production de produits civils pour fabriquer du materiel de guerre, autant pour assurer la continuite du travail des employes que celle du capital d'operation des dites entreprises.

## SUBSECTION III

### PART VI - WAGES

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

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

During the course of the hearings the students attending the universities held a meeting at which the question of allowances and the cost of living was studied. The conclusion reached was that the allowances fixed were insufficient and it is understood that representations have been made or will be made before the Parliamentary Committee to increase the amount payable as subsistence.

The Commission has heard equally a good deal of evidence that veterans are discouraged from completing their qualifications by:

a) Wage rates as stated to be inadequate and savouring of exploitation and

b) Allowances which do not provide a decent subsistence.

(It is possible that an up-to-date regional calculation of the cost of living might provide an explanation.)

It was found that the complaints of the students applied equally to those pursuing on the job training.

As mentioned elsewhere in this section there are

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

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

These low wage scales discourage the average Veteran from seeking employment in the trades affected. For instance beginners in the retail stores in Quebec City can obtain but from $10.00 to $15.00 per week. They may remain on these rates from two or three or more years. Obviously they are not wages designed to attract Veterans whose minimum age would be in the early twenties. (Dorion K72 - A39; Filion K77-D4).

The case of a chef Group B discharged from the R.C.A.F. with a wife and children who had found employment with a pastrymaker at a salary of $10.00 a week is another example. He was rated as a first year apprentice. According to him there was no prospect of any advance in wages for at least three months, al-

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

The wages of an apprentice plumber in Quebec City, earning a salary of $10.00 or $12.00 a week is not attractive to the Veteran of some maturity and responsibilities. (K72 - A61)

The same was found true in Montreal for this trade. The wage scale for apprentices beginning at 41 cents an hour is not sufficient, even with the assistance of the veterans allowances, to subsist in Montreal. A total of $25 to $28 a week is not considered by employers to provide sufficient incentive to the mature veteran to stay with the trade for the required period of learning, and consequently employers are having a fairly heavy turnover of veterans who leave for some more immediately remunerative job. (K77-A12) A witness says:-

> "The only thing that I would like to suggest is this, that if a young married man comes back and wants to learn the business there should be some means to put him through the three or four years that it takes so that he could live under decent conditions with his family. If we do not do that these boys are going to take the first job that comes along and not put in any years of training whatsoever.
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> .....
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> For the first year they start out at only 41 cents; it is 46 cents for the next two years, and then they step up to what is known as an improver. That brings their pay up to 71 cents an hour; and then they have to take a further examination if they want to go ahead and be an improver.
>
> Q. Is there fair promise of continuity of employment?

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

.....

Q. What is the rate for a journeyman?

R. $1.01 an hour.

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

This same employer stated that one of his Veterans employees had had the opportunity to go on the plumbing course at the recently opened Apprenticeship Centre in Montreal. This opportunity had to be turned down because he could not live on the $60 monthly allowance to which he would then have become entitled. While working he was being paid $22 a week, and being single and boarding out, that was the absolute minimum he could live on. (K77-A21) The same was said to be true of Carpenters (Larose K77 - D13).

Attention was also directed to the young university graduate or other well-educated young men engaged in training for the examinations of the Chartered Accountants. Mr. Omer C.J. Pouliot, recently discharged from the R.C.A.F. and holding a McGill University degree points out that because his patron pays him a salary of $40 or $50 per month during his training he is not eligible for the University training benefits, although he may have two or more years further training to put in before being accepted as a chartered accountant. Because he is working full time with his patron he has not the opportunity of adding to his salary by extra work, and yet it is not possible for a Veteran to subsist on

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

A forty-seven year old veteran of two wars cites his own example as a variation of the predicament many returned men find themselves in. He was an accountant before enlisting earning $150 to $175 per month. While in the service he was engaged in his calling as a pay sergeant. The best he can do now as an accountant is $25 per week. (Copley K76 - C 15)

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

The Confederation des Travailleurs Catholiques du Canada Inc. discuss fair wages in their brief. (K78-A44) It is stated:-

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

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

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

The level of wages in some trades in this Province drew the following comment from a labour leader which the Commission regards as significant. Mr. Paul Fournier of the Montreal Trades and Labour Council, an A.F. of L. affiliate remarks (K76 - A22):-

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

When discussing the question of wages the Committee feels bound to report the great dissatisfaction abroad in respect to the delays experienced by employers in receiving from D.V.A. payment of the proportion of the wages payable by the government in training on the job contracts. While there are probably many administrative difficulties contributing to this situation it cannot be denied that the long delays apparently experienced normally are prejudicing the success of the programme

as well as causing great dissatisfaction among employers and veterans alike. There are many instances of this in the evidence, particularly at Val d'Or (see evidence of Dr. Price). There are cases elsewhere (e.g. see Charest K76 - B15) and (Tracey K76 - C13).

It also appears as above-mentioned that the regulations governing pay of the Veterans subsistence allowance while training on the job do not cover a long enough period in many cases.

In view of this evidence the Commission respectfully suggests the immediate implementation of its Recommendation No. 65 of the Second Report

> "That ... a searching inquiry be instituted into the earned income of returned personnel."