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ADVISORY COMMITTEE

ON

RECONSTRUCTION

V. POST-WAR EMPLOYMENT OPPORTUNITIES

Final Report of the Subcommittee

September 24, 1943



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OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1944

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The reports of the Advisory Committee on Reconstruction consist of a Committee Report and reports by Subcommittees under the following titles:—

- I. Agricultural Policy.
- II. Conservation and Development of Natural Resources.
- III. Publicly Financed Construction Projects.
- IV. Housing and Community Planning.
- V. Post-war Employment Opportunities.
- VI. Post-War Problems of Women.

V. SUBCOMMITTEE ON POST-WAR EMPLOYMENT OPPORTUNITIES

FINAL REPORT

Terms of Reference

To consider the most effective organization of employment opportunities in the post-war period, with special reference to (a) the proper use of available labour, (b) legislation or practices affecting the length of the working period, and (c) other relevant implications of the subject of reference. To recommend to the Committee on Reconstruction specific plans regarding legislation or practices in this field.

Membership

Percy R. Bengough (Chairman)*; J. H. Brace, John W. Bruce, Pat Conroy, Willis George, Frank H. Hall, Ivor Lewis, Alfred Marois, Jr., J. Clark Reilly, Emile Tellier.

Dr. L. C. Marsh (Research Adviser); J. E. Mackay (Secretary).

Work of the Subcommittee

1. The consolidated report† of all matters relating to placement, training and related labour market facilities coming within the terms of reference of the Subcommittee, has been completed, and is included.

2. The consolidated report embodies the separate reports made from time to time, which are not therefore appended. The special report on the training and recruitment of building labour, however, is appended separately in view of its particular interest.

3. Other matters which in the judgment of the Subcommittee should receive study, but on which it has not been able to report, are listed separately.

A. CONSOLIDATED REPORT ON POST-WAR PLACEMENT AND TRAINING FACILITIES

The Subcommittee on Post-war Employment Opportunities was appointed "to consider the most effective organization of employment opportunities in the post-war period, with special reference to (a) the proper use of available labour, (b) legislation or practices affecting the length of the working period, and (c) other relevant implications of the subject of reference."

* Succeeding Mr. Tom Moore.

† This consolidation is based on the Reports of the Subcommittee; the minutes of the Subcommittee meetings; the report made at the special Joint Meeting (December 1942) and the Report on Social Security by Dr. L. C. Marsh (Section 6 and Appendix 4b).

Up to the present time, the Subcommittee has been primarily concerned, first with the supply of labour and re-employment problems; secondly with educational training and apprenticeship facilities. It is not yet ready to make recommendations in respect to school leaving age, retirement plans, and other aspects of the length of the working period.

Basic Assumptions

The Subcommittee has so far proceeded on the assumption of full employment in the post-war period. In company with other units of the Committee on Reconstruction, it assumes full employment as the proper peace-time objective. But it is concerned, not with the fiscal or public works aspects of this objective, but with those parts of the mechanics—the actual means of getting jobs—which most affect the worker as an individual. But the post-war transition requires the finding of *new* jobs. Successful fiscal and industrial policies will not be complete without a system of facilities which will help to equip people to find work, or to give them access to new skills if there are no openings for those they already possess.

1. The Supply of Labour and Re-employment Problems

The major requirement in this field is the development of machinery operating throughout the Dominion of Canada, by means of which unemployed individuals in any part of the country may be made aware of appropriate employment opportunities in any other part of the country. Such machinery is a pre-requisite for the smooth execution of any demobilization program, just as much as it is for purposes of post-war reconstruction—since both problems are intimately related to unemployment. Moreover, this machinery should also be studied in relationship to old age pensions, unemployment relief and other devices whereby provision is made for those individuals who are unable, through no fault of their own, to earn a living. At the other end, it should be intimately related to any program evolved (by the Demobilization Committee as well as by Canadian educational authorities) for the training of returned soldiers, or other individuals, in a fashion that will qualify them to undertake specialized industrial tasks.

Of the utmost importance are the labour market facilities which will be required to deal with the great and drastic occupational and employment changes which must occur after the war. It is obvious that the problems of the labour market—placement, training, unemployment insurance, and so forth—are already the concern of a number of Government agencies, particularly of several which come under the Department of Labour.

A few examples will make clearer the need for continuous attention to co-ordination in this field. Obviously, the Dominion Employment Service is a basic piece of labour market machinery already in operation, but one which will be just as important—"in reverse," as it has been phrased—in the post-war period. It must bear the brunt now of a large part of the work of National Selective Service, and it is being used more and more in other ways as time goes on. Another example is the Dominion-Provincial Training Program organization. Another is the Post-Discharge Re-establishment Order, administered by the Department of Pensions and National Health, which includes special provisions for the re-employment of ex-service men. Yet another is the Unemployment Insurance Commission and all its administrative machinery. These are things already in existence whose experience, and eventually operation, must be brought to bear on the post-war problem in integrated fashion.

The problems concerned have an immediate or transition aspect which will be an urgent one, for we have to envisage a situation in which, apart altogether

from men demobilized from the armed forces, upwards of a million civilian workers will make some form of occupational transference. However, there are longer-run aspects also, which are definitely coloured by the determination to do a better job of making the fullest use of our human resources than we have in the past.

It is impossible to overemphasize the significance of the Dominion Employment Service as the agency for the development and co-ordination of these functions. The re-organization of the Service on a national basis was made possible by the amendment to the British North America Act in 1940. It implemented, incidentally, one of the most emphatic recommendations of the National Employment Commission of 1936-7. Under heavy war pressures in the administration of National Selective Service and manpower mobilization orders, valuable experience has been gained, and the Employment Offices should be much better equipped than ever before to play their basic part in the redirection of workers who have to find new jobs in the peacetime economy. It is still necessary, however, not to lose sight of the fact that labour market organization in the post-war period will demand personnel of the highest calibre, nationally and regionally.

The functions of the Employment Service grow ever more important with extensions in the social insurance structure, also their special role in the future unemployment assistance organization, no matter what strengthening of the unemployment insurance system may be undertaken. Furthermore, a positive and constructive approach will require the development of rehabilitation measures as well as placement facilities, and various elaborations of the concept of vocational guidance as applied on a mass scale. These will call for co-operative effort between government and industry, ingenuity in the development of training and educational techniques, the harnessing of administrative science to mundane and "practical" situations, of which there are now many wartime examples, but which will have to be worked out anew for the problems of peace.

From such considerations the Subcommittee recommends the following:—

1. Whatever success may be achieved toward providing full employment in the post-war period, facilities for the most equitable and most efficient distribution of labour, relating available workers to available jobs are the essential basis of any program and must receive prime attention.
2. Employment office machinery comprehensively developed and capably administered as a Dominion employment service under the Unemployment Insurance Commission is of the utmost importance for the most equitable and most efficient distribution of labour.
3. To accomplish satisfactory and effective results placement work should be operated by or channelled through the Dominion Employment Service.
4. Exclusive jurisdiction should be secured for the Dominion Employment Service; if necessary by the appropriate amendment of the British North America Act. (At the present time, there is no authority to prevent provinces from operating dual employment services or granting privileges to private fee-charging agencies).
5. If exclusive powers are not established, care should be taken not to impose on the Service any restrictions or special duties which would place it in unequal position with employment offices under provincial jurisdiction. (This may be specially important with regard to demobilized members of the armed forces.)
6. *Functions.* General recognition of the Employment Service is not enough. It is necessary to strengthen, and in some directions, to add to, the specific functions of the Exchanges.

(a) *Information Services.* For the securance of statistical information on demand and supply conditions, on which alone broad planning to meet present and future labour requirements of industry and agriculture can be based, a properly staffed, and adequately financed Dominion Employment Service is essential. For meeting the post-war transition, it will be necessary to develop information as effectively as possible in advance, so that the magnitude and the direction of necessary labour transfers can be reasonably anticipated.

(i) *Inventory of manpower.* This includes not only registration of the unemployed but the proper recording of skill, qualifications, past experience, fitness for work, etc. Manpower mobilization development may make this gradually into an inventory of the *employed* as well as the unemployed.

(ii) *Inventory of jobs.* This includes not merely registration but appropriate descriptions of jobs available. This involves important canvassing and reporting services which should be prepared for post-war operation.

(b) *Placement work proper:* the actual bringing of workers and jobs together, and the fitting of workers to jobs.

There are the basic functions, which must be performed whatever else is done by an Employment Service. Each one is capable of a great deal of elaboration; it may be done efficiently and systematically, or indifferently with no specialization or constructive service at all. But over and above these, there are other potential functions whose development makes all the difference between the Exchange as a routine office for the registration of the unemployed and the notification of rather inferior jobs, and a national key service, which is the focus for all the constructive measures which make for the really organized labour market. These include the following:—

(c) *Training courses and classes.* Fundamental to the realization of full employment is an adequate and properly proportioned supply of skilled and semi-skilled workers, on which the further employment of unskilled workers depends. It is therefore imperative that, as far as possible, the supply of skilled and semi-skilled workers should be harmonized with the actual and potential requirements of post-war industry and agriculture in Canada. Existing training plans should be kept constantly under appraisal with this consideration in mind.

For this appraisal of training needs, it is essential

(i) that close co-operation be accorded to the Employment Service in developing it as the clearing-house for information on supply and demand conditions for particular occupations; and

(ii) that every endeavour should be made to establish a high level of accuracy in the recording of the skill, qualifications and past experience of workers registered with the Service.

This information should be available in appropriate form for the authorities concerned with training plans, and all others concerned in the matter.

Under present programs in Canada training courses are being developed through the War Emergency Training Program. The Vocational Training Co-ordination Act of 1942 makes it possible to carry over the techniques and experiences acquired during the war and to develop them further in order to meet the problems of transfer and training in the post-war period. This will only be done, however, if public opinion is kept alive on the subject, and continuous leadership given. Training facilities in a post-war context are still a largely unexplored topic in Canada.

(d) *Vocational counselling.* Vocational guidance in any comprehensive sense must be a personal or individual matter. It is probably too much to hope therefore, for nation-wide vocational guidance, organized through the Employ-

ment Service. Indication of broad trends, advice as to types of education, advice on aptitudes and inclinations in general, information on occupational and labour market opportunities is another matter. Provision for this type of service should be developed to the utmost: it will not be, unless sufficient support is given to the Unemployment Insurance Commission, so that they can secure the necessary personnel, and the necessary time and facilities in local offices, which will be needed for this purpose.

(e) *Labour market information in general.* Some, but by no means all of this, overlaps with the function referred to above. If this matter is approached with sufficient vision and imagination, there is room for the most valuable development of statistics and descriptive information, which will be useful not only to workers, but to employers, to certain governmental agencies, which will have to be concerned with the initiation and timing of reconstruction policies, and to the public generally. This function will not develop if statistics, occupational information and labour market trends are left as mere by-products of a minimum amount of administration.

(f) *Liaison work with various groups in the community.* The Employment Service must be much more than a mere administrative mechanism. It has to become the means of liaison with all kinds of groups who are concerned with placement work, wage-earners and other workers who are the chief beneficiaries if it functions efficiently; with industry, not only as a source of employment but a source of needed technical information; with schools; with the federal and provincial Training Program on very close terms of co-operation indeed, if training is to be properly tied in with placement as it must; with special agencies such as the Re-establishment Branch for demobilized members of the forces; with public-spirited citizens in every community. This will not be achieved overnight, or through one single line of attack.

The regional and local advisory employment committee of the new Employment Service is also a step in this direction and if properly developed should be able to render valuable service in the post-war period.

Joint councils of employees and management, which are or may be formed in industries for the improvement of production, should be encouraged and assisted. They provide a valuable means of bringing special information to the Employment Service from industries employing large bodies of workers who may have to be transferred, retrained or otherwise re-employed at the end of the war. It is recommended that the closest liaison should be developed between such committees and the Employment Service; and also that they should be utilized as agencies in each industry to devote some time to surveying their probable post-war position, more particularly with regard to the numbers and qualifications of workers for whom new employment may have to be found.

(g) *Co-operation between National Employment Service and other Government departments.*

(i) There should be the closest co-operation between the employment service and those departments charged with the responsibility for demobilization.

(ii) The effect of any modification of the Alien Labour Act on the organization of placement work should be carefully considered, as well as the method of relating immigration policies to the work of the employment service.

7. *Personnel.* The above recommendations presuppose in all branches of the Employment Service a professionally trained administrative personnel in sufficient numbers to cope with the intricate problems of an effective service.

II. Training Facilities

1. *The Background: Educational Facilities and the Inflow into the Labour Market*

The inflow into the labour market depends on two general factors, apart entirely from the size of the population. The first is the ordinary school-leaving age, which is determined by popular ideas regarding the minimum education which is necessary for children. The other is the question of specialized education, where access to certain professions, trades and activities is conditional upon adequate training.

The range of examples here is wide: the lawyer who has to go through four years of university, then three years of law school; the doctor who has an even longer period of professional education, and then a hospital internship; a member of the building trades who has to serve an apprenticeship of a specified duration; the technician in certain industries who requires training in a technical school as well as some sort of practical experience; down to the unskilled labourer who has no training, or often even any formal education at all.

The field of primary and secondary education, which is intimately related to employment opportunities, is generally recognized as under provincial control and one for which the Dominion Government under the British North America Act has no direct responsibility.

The C.N.E.A. has prepared a full report on primary and secondary education which has been submitted to the Advisory Committee on Reconstruction and to the public generally. It is not necessary to pursue this here, but in order to get into proper perspective the problem of specialized training it is necessary to relate training facilities to the picture of education as a whole.

Broadly, this divides into three main levels, (a) primary or elementary schooling, which is supposedly the basic minimum which all children receive; (b) the wide and diverse field of a secondary and technical instruction; (c) higher or university education.

University education performs two functions which may or may not overlap, (a) the completing of a general education, which rightly or wrongly is apt to be regarded as represented by an Arts degree; (b) preparation for the professions and related occupations. While there are a host of problems in the university field, some of them quite specifically raised by wartime exigencies (e.g. the special provisions for discharged members of the Forces who interrupted their education in order to serve), an important fact in a comprehensive viewpoint is that probably not more than $\frac{1}{5}$ per cent of the youth of the country get any university education at all.

The secondary fields cannot be considered entirely apart from the primary grades of education: there are important problems of curriculum, the proper bridges between elementary and secondary education, etc. But so far as vocational problems are concerned, what matters most is that there is no systematic organization of all the various avenues of education and training at this crucial stage, roughly the 14-18 period in terms of ages, or the "earning-learning" period in terms of the transition from school to employment. Perhaps 17-20 per cent of the eligible population goes to high school, another 5-6 per cent to technical schools. We do not even know these proportions accurately. But a large and even more indeterminate group add to their elementary school education or their vocational training through business colleges, correspondence schools, part-time classes, regular apprenticeship, skills picked up unsystematically "on the job"; and more recently, through the classes and courses of the Youth Training Program, which has now been greatly extended to include all kinds of industrial training under the War Emergency Training Act, but which has not necessarily served to complete a logical system for the recruitment of Canadian industry.

2. *Technical and Vocational Education at the Secondary Level*

The facilities for technical education and other instruction of a vocational type are varied and uneven, and not co-ordinated into logical relation with other secondary educational facilities (to say nothing of their inadequate links with industries, the Employment Service, etc.)¹

We have plenty of experience of what vocational and technical schools may do at their best. In Ontario, for instance, a substantial range of choice has been built up all at a high school or collegiate level. In British Columbia considerable progress has been made in the utilization of the "junior high school" grades (VII-IX) as a period in which aptitudes may be recognized and appropriate courses suggested. We should make up our minds, however, as to whether the 8-4 or the 6-3-3 system is superior; and, what is important, this decision should be influenced by the necessity of catering for a majority who will not go on to university.

It is assumed in the above that agricultural training is a special case, but none the less something which can be properly taken care of in a rational re-organization. It is understood also that there may be room for special experiments such as the "community schools" of British Columbia. The relation of the classical school system of Quebec to new demands in technical education is a special problem too important in itself to be covered by this memorandum.

It is understood, lastly, that differences in the industrial patterns of the various provinces must be taken into account in planning the vocational education system of the area. It is worth emphasizing however that these differences do not justify differences in educational and technical standards.

Recognition of Technical Training. There is general agreement among those who have studied these problems that technical and vocational education must be accorded equal status with high school or academic education (which, for good or ill, was the model of the first public secondary schools). There is no simple answer to this problem however. It is probably a reflection of the defects in the whole educational system, and of certain other things besides. Some of the contributing factors are:—

(a) The widely prevalent practice of employers of using matriculation as the criterion of a completed secondary education, of relating it to wage scales, promotions, etc. Obviously this is a matter for the re-education of the public; but it is a matter in which action by large business concerns could have significant influence.

(b) The bias of the secondary school system generally towards academic or Arts courses. The assumption that the high school is a stepping-stone towards the university has been a hard one to break. There is still a tendency to suggest that the less bright students might take technical or commercial subjects. The situation is misleading because the academic subjects are not necessarily the best tests of mechanical or practical aptitudes. The problem is to get technical and scholastic aptitudes recognized as equals; but this is not solely a problem of popular beliefs or social esteem. It is a problem of a properly balanced curriculum and means of sorting out and developing students of both types. (Actually this is too simplified a statement, since there are other aptitudes—artistic ones for instance—which ought to have equal chance as well).

(c) The influence of industrial opportunity itself must not be forgotten. So long as the broad field of industrial employment seems insecure compared with the more reasonable guarantees of professional occupations it is impossible

¹ Dr. G. M. Weir, Director of Training, Rehabilitation Branch of the Department of Pensions and National Health, is conducting a survey of vocational facilities in Canada, with special reference to the needs of demobilized members of the armed forces. When it is completed, it will doubtless have bearing not only on these, but on vocational facilities as they relate to the post-war problems of civilian and industrial demobilization. [Since completed. See Minutes of Proceedings and Evidence, No. 1, 1944, House of Commons Special Committee on Reconstruction and Re-Establishment.]

to turn the flow away from the "ordinary" high schools. It is true that the attractions of white collar occupations are frequently exaggerated; it is true also that youth (and parents) are apt to judge career possibilities by reference to the most successful representatives or occupations in the field. Nevertheless, the industrial section of the Canadian economy is so large and the war has made it so much bigger that wages and hours, working conditions, above all the guarantees of reasonable status and chance for advancement in industry, will have most to do in determining the attitudes which young people have towards the various secondary choices.

The effects of the war need be carefully assessed in relation to these matters. Canada is now a highly industrialized country. Not only new technologies, but new demands in the realm of business and industrial management, will characterise the post-war period. At the same time it must be remembered that new fields of governmental activity have been opened up: public service in the future may provide a better outlet both for some of the higher careers and for white-collar groups who were in over-supply previously. In other words the problem may be, not to *reverse* the trends—to expand technical at the expense of "academic" education—but to put the emphasis of expansion and improvement on the technical-vocational levels of education so that by their own prestige they will re-adjust the balance.

Standards of Technical Education. In general there should be more uniformity in the standards of technical education throughout Canada. Pupils from the schools in one province should have the same general level of training as those from the schools of another. There is need also for appropriate supervision to ensure the same level of skill in the same trade up to a determined standard and to ensure that the skills given are the right skills. The administrative problem is to combine federal aid with a proper measure of federal participation in raising and maintaining provincial standards.

Industrial Demobilization Problems. The pressure on technical schools of all kinds has been very heavy as a result of war needs. They will be called upon further to assist in the re-orientation of munitions workers and others who will have to find new jobs. The capacity of present training centres, including technical school facilities, under the War Emergency Training Act, is around 15,000. It is possible that these facilities will not be adequate even to take care of military demobilization i.e. those who have rights to retraining or resuming their education under the Post-Discharge Re-establishment Order. In addition there will be the training needed to cope with the reconversion of industry. A fully considered program would also extend to the training needs for new and specifically post-war projects such as housing programs, conservation measures, rural rehabilitation through the development of small industries, and other matters.

The post-war problem of training and education is, of course, not the responsibility of the technical schools alone. It will be necessary to know something of at least the broad plans of private industries. Many of these will revert to their former product. But also, through the National Research Council and other government agencies, as well as from private industry, a reasonable appraisal should be sought of new technical processes, new industries, new crafts and types of occupation, which can be expected to become part of the Canadian post-war economy. Obviously the equipment of the Dominion Employment Service in this period will be of the utmost importance. Consideration should be given now to the best way in which a research unit on labour market trends should be established. In the United States, the Research and Statistics Division of the Employment Service has made substantial contributions to the organizing of labour supply;

in Canada we are developing much more systematic information than we have had before through Selective Service organizations, Unemployment Insurance and other records. The task is to put this to post-war use.

Two questions which run throughout all these problems are:—

(a) What are the best ways and means by which governmental placement and training facilities should be related to the technical and other schools, and also to the developments possible under the new Vocational Training Act?

(b) What are the best ways in which the interest and co-operation of labour, employers, and citizen bodies generally can be obtained to help in preparing for these problems?

3. *Apprenticeship*

Apprenticeship is a special aspect of recruitment and skill-creation, and should cover persons needing apprenticeship who are fitted for it by age and other considerations, and persons with partial training or experience but needing further training, or the development of skill in an occupation related to what they have previously followed. Examination of the record reveals a notable growth of interest in this subject after the last war; the expansion of our industrial resources in this war means that the standard principles involved in the apprenticeship idea become more important.

The present apprenticeship facilities, however, are limited and uneven in character and vary considerably from province to province. The need for immediate attention to this aspect of training is reflected in the recommendations of the Vocational Training Advisory Council. At its first meeting the Council recommended that an attempt be made to secure the passage of apprenticeship laws in those provinces where they do not exist and to secure full activity in the provisions of apprenticeship under existing acts which are not now in full operation; it urged also a thorough study of the apprenticeship programs that are now being carried out in the Dominion and a survey of other occupations to discover to which trades apprenticeship programs might be extended with benefit to both workers and industry.

The situation in respect to apprenticeship training in the building trades has received careful examination in a recent study¹ which has been considered by the Subcommittee.

The following are some of the observations in this report applicable to apprenticeship training in other fields:—

“In Canada, there does not exist a uniform policy of training construction craftsmen. Only in Ontario and British Columbia has apprenticeship training in a formal way been recognized, apprenticeship acts introduced and an administration set up. In other provinces persons become construction craftsmen by doing the work of a craftsman without undergoing formal apprenticeship. After having done work in a particular trade for a number of years these persons acquire a certain skill. Generally they are not able to obtain such a high rating as a man who has undergone proper apprenticeship training.

“Legal provisions and administrative measures relating to apprenticeship in the provinces of Ontario and British Columbia might be followed with advantage by other provinces. Before doing so, the practical results, which apprenticeship regulations in these two provinces have brought about, should be considered and possible improvements studied. During thirteen and a half years of the operation of the Ontario Apprenticeship Act only 2,595 young men registered as apprentices, that is an average of 192 a year. It is estimated that in 1940 there was one apprentice for every 63 construction craftsmen working in

¹ Preliminary Reports IV and V on the Construction Industry in Relation to Post-war Economic Policy, by Dr. O. J. Firestone. Prepared for the Advisory Committee on Reconstruction.

the construction industry in Ontario. The proportion for British Columbia was higher, namely, one apprentice for 17 construction craftsmen working in the construction industry.

“There are a number of reasons why the system of apprenticeship in Ontario and British Columbia has not measured up to expectations. Among these are:—

(a) The informal conditions of apprenticeship in this country have encouraged a considerable number of young men to work in construction trades without going through the burdensome requirements of formal apprenticeship. Working a few years as handymen, these men picked up knowledge in one or the other construction trades and then succeeded in getting recognition as skilled men by entering locals of trade unions. It is known that some locals of trade unions are less stringent in the examination of skill than other locals of the same trade union.

(b) Little encouragement is given to young men to enter construction trades. The depression of the early thirties caused considerable unemployment among construction workers. The fact that not even a proper training lasting four or five years gave an assurance of employment held back many youths from entering construction trades.

(c) The war has increased the demand for skilled construction labour and contractors have allowed semi-skilled men to do the work of skilled men. A dilution of the skilled construction labour force has taken place. It is estimated that in June, 1941, only 20 to 25 per cent of persons 21 years and younger in construction occupations were registered as apprentices in the province of Ontario; the remaining 80 to 75 per cent of this age group were working in construction occupations without undergoing a proper apprenticeship training. Needless to say, the higher wage rate which is usually paid to the man who does not undergo the proper apprenticeship training has been a considerable incentive to new men in trying to avoid the formal procedure required for a proper apprenticeship training.

“There is a general agreement among all those concerned with the future of apprenticeship training in this country that it would be desirable to obtain a more uniform policy. It may either be that provinces having no apprenticeship regulations follow the example of Ontario and British Columbia, or it may be that a new system of apprenticeship training be created which will be adopted by all provinces. It may further be advisable to agree on a definition of craftsmanship and endeavour to obtain recognition of this definition by the construction industry, trade unions and government departments. Every person not having the qualifications set out in the definition for construction craftsmen would not be regarded as such and thus a dilution of the construction labour force may be avoided in the future.

“Apprenticeship in the rigid form as known in Europe for centuries has not become popular in this country. It bears emphasis that apprenticeship training in the provinces of Ontario and British Columbia has been somewhat adjusted to Canadian conditions. The difficulty which those charged with the administration of the apprenticeship acts experienced in placing a sufficient number of apprentices in the industry, has forced them to rely to some extent on the training of youths in trade schools. In Ontario, for example, apprentices attend technical schools in the first two years of their training and receive there special intensive courses in their trades and in educational subjects related thereto. This practice indicates the changing trend of apprenticeship training from the old system where the education of a would-be craftsman was left to the discretion of his master, to a new system where the education of the would-be craftsman is made the joint responsibility of labour, industry, and government. Increased emphasis laid on training in technical schools supple-

mented by practical work marks this development. It seems that we are facing a process of evolution of a new type of apprenticeship system leaving the rigid system of formal apprenticeship of the past and turning to a new system of apprenticeship which upholds the principles of the old system without its rigidity."

4. *Apprenticeship and Training in the Building Trades**

The Subcommittee has devoted particular study to one of the key areas, that of the building trades. The building and construction industry for a variety of reasons is right in the forefront of the agenda of the post-war period. Nothing could be more useful, therefore, than to survey the labour supply situation, the present training and recruitment mechanism of the industry, and the extent to which, as far as we can see, those facilities will be strained unless appropriate measures are taken to prepare for the demands which will be made on building labour and the building industry generally at the end of the war. It might be added that a similar view has been taken—with obviously more urgent reason—in Great Britain, where very special attention is now being given to the whole field of building labour supply, and we have taken cognizance of the experience and recommendations of the reconstruction agencies in England concerned.

The type of construction of the greatest immediate importance after the war may be one or both of two types: if it is decided to provide some large-scale undertakings, such as the St. Lawrence Waterways, an immense amount of common labour and machinery will be required. If a country-wide program of housing is adopted, it will require skilled tradesmen, semi-skilled men, common labour in addition to the factory labour needed to produce materials, equipment and appliances.

No difficulty is anticipated in securing the supply of common labour required for any large-scale construction program, provided there is a waiting or transition period between Canadian industry on a wartime basis and its re-establishment on a peacetime footing.

Skilled Labour. Skilled men in large numbers will be required for the post-war program and may be drawn from the following sources:—

(a) Skilled men now in the various building trades who have successfully carried out the war building program. They were not all of equal skill, nor have all served their apprenticeship. A large proportion are members of their respective trades unions and are recognized as skilled workmen. Others have acquired competency through gradual experience. They will furnish the immediate supply of skilled labour as the construction program opens up.

(b) Men in the Navy, the Army and the Air Force who were formerly working as skilled men in the building trades. These are younger men and it is important that they should be reclaimed by the construction industry when their period of active service or garrison duty has terminated. The authorities in the three services should be requested to encourage men to return to their former trades and to arrange for priority for skilled men in the building trades to get back into civilian life. If the information is not already available, the naval, army and air force authorities should be asked to obtain and tabulate lists of skilled men available for construction work in the post-war period.

(c) Many skilled men employed prior to the war in the construction industry and now employed in war industries.

(d) Many men, formerly employed as skilled mechanics, who went into other businesses in the depression years or who secured employment as "maintenance men." These men have not lost their former skill, though they may not be as active as formerly, and their experience will make them useful in training and directing others.

* This section is a summary of the report on this subject which was prepared separately (p. 19).

(e) Men who have acquired skill during the war period in certain lines not directly connected with the construction industry in the past, but which may be closely related in the future. For example, welders may be very useful in a post-war construction program. There are doubtless many such types of work from which recruits can be drawn to further the use of new materials and processes.

The Employment Service of Canada should be directed and establish contact with employers, with trade unions, and where necessary with military authorities in order to prepare a record of this potential supply of labour in the construction trades.

Emergency or Post-war Training. Special training for both skilled and semi-skilled men will be required in the period immediately following the war. The special schools and courses which have given intensified training for special skills to men in the armed forces and war industries should be utilized for rehabilitation into civilian life. These training schools, technical schools and the facilities of industry should be co-ordinated and operated under a unified authority. (See Section 5 Dominion-Provincial Training Program.)

In the construction industry there has always been the problem of semi-skilled men seeking to do the work of skilled tradesmen. Certain trades are much more vulnerable than others. In times of stress or scarcity, such men secure employment and in self-defence the trades unions take them into membership. The problem of the semi-skilled man will likely take on new forms in the post-war period. In the armed forces, the war industries and in the construction industry itself, there are men who have been doing work they ordinarily could not secure. They have gained a certain competency and will undoubtedly seek for places in any national construction program. Such men should be classified by the Employment Service of Canada so they can secure work suited to their partial skill, without interfering with fully skilled mechanics. Investigation should be made as to a form of "senior apprenticeship" for training these men until their skill is regarded as sufficient to permit them to be regarded as fully skilled in their respective trades.

Training for the Future. To meet the needs of the long run period of post-war development, the construction industry will require a supply of highly skilled workmen. There must be a comprehensive and thorough system of training them. This should be developed along at least two lines, (a) vocational guidance and (b) apprentice training.

(a) Vocational Guidance. Little attention has been given to this in the past as a basis for the training of skilled workers for the construction industry. In one province at least, at the present time, some effort is being made during the earlier school periods to direct the minds of the students to skilled trades and to search out their aptitudes. We recommend that an investigation be made of the possibilities of establishing more extended vocational guidance. The needs of the future will be such that courses of study in the schools should be dovetailed to the needs of industry, including the construction trades, rather than to courses tending to lead to an academic education. Test periods could also be provided for students in their school holidays, which would give them a chance to discover their aptitudes and encourage interest in industrial skill as a means of future employment.

(b) Apprentice Training. Apprenticeship in the construction trades in Canada was not considered a very important problem until after the First Great War. Previously, individual employers in certain trades apprenticed boys for three or four years, using as a basis the British system. The great majority of skilled workers, however, came here from overseas. After the last war, the scarcity of skilled men and the lack of apprentices were responsible for the

establishment of the Ontario Apprenticeship Act. This came as a result of joint action by employers and trades unions. The chief provisions of this legislation have been embodied in a similar Act in British Columbia. Alberta and Nova Scotia have taken some legislative action but it is not comparable in scope to that of British Columbia and Ontario. In addition to having other provinces pass similar legislation, greater efforts should be made to link up the facilities of technical and vocational schools with such apprentice training plans.

Following the war, conditions will probably be such that changes will be required in existing apprenticeship training plans in the construction industry. There is the problem of the re-entry of apprentices who had their courses interrupted by enlistment. The co-operation of employers and trades unions will be necessary, with government assistance, to provide examination and training facilities so that their period of war service may not be a total loss. Unless this is done, many partially skilled apprentices will be lost to the construction industry.

Changes will be necessary in the programmes of training of apprentices, in the postwar period. New materials have been produced which will be useful for the needs of construction. This is indicated by the recent advances in the field of plastics, aluminum steel alloys and wood and metal products. Many mechanical changes, devised to suit war conditions will become permanent and good trade practice. Present apprenticeship plans may be out of balance. Improved methods of education may involve the shortening of the apprenticeship period and changes in the ages of admission. It may include the admission of women apprentices, for certain of the lighter trades in shopwork.

Placement. The construction industry will have the task of absorbing the shock of the dislocation of many other industries in the period of transition from wartime to peacetime footing. An adequate placement system is essential to the proper distribution of the labour force. In working out this system, two considerations should be kept in mind: the temporary conditions and the future period, when a system of placement will be required for a more regularized construction industry. The construction industry should not be sacrificed by the reduction of its standards or methods, or by making it merely an instrument of temporary relief measures.

There are special employment conditions in the construction industry of Canada which must be considered in discussing any system of placement. The rules which fit very well for a factory do not meet the requirements of a construction project. There is greater freedom of movement, larger turnover and shorter term requirements. There is usually much less formality in the registration of the worker and in his being "taken on" and "fired". The nature of the work, its urgency, the short summer season and the mental attitude of both workers and employers all have to be taken into consideration.

A few rules follow which will serve as a guide in planning placement for construction workers:—

(a) A maximum of speed and efficiency is necessary in bringing the worker and the job together.

(b) There should be a minimum of machinery required, especially in the keeping of records.

(c) In the transition from past methods, consideration should be given to the practices which have been built up. If the methods by which trades unions have secured jobs for their members can be built into or gradually assimilated by the newly-organized Employment Service Offices, better results may be achieved.

(d) Job priority ratings have been established during the war period for certain government owned or controlled construction undertakings. In the post-war period, it may be found desirable to continue such method of job priority ratings, so that labour may be directed to where it is needed most.

(e) The wage structure of the construction industries is based largely on custom and expediency but will be capable of revision. If necessary, it can be adjusted to parallel job priorities.

(f) Greater mobility of labour in the future can be provided by the transportation of workers to districts removed from the larger centres.

(g) One of the important requirements for satisfactory placement of workers in the construction industry is the establishment of and certification of the competency of the workman.

5. Dominion-Provincial Training Programs: Pre-employment Courses

The organization of pre-employment training, developed first under the pressure of the depression period and subsequently for war-time emergencies, is still capable of extension and improvement.

This training is given in provincial and municipal technical and vocational schools and in a number of special centres established for the purpose. There are 110 training centres across Canada which serve not only war industries but also the armed forces. Courses are of varying lengths depending on the degree of specialized training, the normal length of course being three months. Subsistence allowances are paid to trainees during the period of training.

To be adequate for the post-war period, this machinery should be strengthened to cope with the severe adjustments which industry and agriculture will have to make at that time. Its long-range planning must envisage it as part of the permanent facilities through which the working forces of the nation, particularly the younger age-groups, will be fitted for useful employment and occupations suited to their capacities.

The pre-employment program is at present being operated to meet the emergency requirements of wartime production, and is therefore, largely confined to acquainting workers with the minimum of initial skill necessary to enable trainees to undertake specific industrial operations. Resulting from this, there will exist at the end of the war a large supply of partially trained workers, which will probably be more than ample to meet the demands of peacetime industry.

These wartime training schemes of the pre-employment type are of little value in equipping workers with the more complete skills necessary for them to find permanent employment in post-war occupations. At an early stage, therefore, even during the continuance of the war, consideration must be given to adapting the existing training facilities by:—

- (a) providing more adequate vocational guidance service; and
- (b) improving and completing skills through properly regulated training and apprenticeship systems, devised and operated in co-operation with employers and employees or their representatives.

Part-time Training. In addition to the courses in pre-employment training, the training centres give part-time classes after hours at the request of employers for employees selected by them, the employer determining the kind of instruction desired. Nearly all of this instruction is of the class-room type with little or no shop work. It may be for the development of additional skills, or for training in different work from that on which the selected employees have been engaged.

Plant Training. The greater part of industrial training at present being given, is being provided by industry itself. Efforts are being made to stimulate appreciation among employers of the need for establishing schools or classes within their plants, to make possible the up-grading of their employees. The Program is encouraging this by giving assistance in the form of the payment of the salaries of instructors for Approved Plant Schools. These schools are given a certificate by the Department of Labour if they conform with certain standards.

Training of Supervisors. To remedy weakness in the supervisory structure and to improve and make uniform the standard of instruction in plant schools, the Department has prepared a program for the training of job instructors. The first step in this program is the training of men to conduct Institutes, to be set up at convenient centres. These trained instructors for industries, the industries selecting the men who after being trained will return to serve as instructors within their plants. The first stage of teaching the basic principles of instruction in short courses at the Institutes is now under way. The success of the full program will depend on the support given it by employers.

Training of Foremen. The efficiency of industry depends largely upon the first-line supervisors, who often fail to meet requirements through lack of proper training. Industry has to a large degree failed to train its own men, Governmental direction may be needed to correct this situation.

Post-war Applications. The experience gained in these types of training, particularly in respect to organizations, job analysis, and co-operation between training authorities and employers could be of tremendous value if adapted and utilized in the post-war organization of apprenticeship and other training.

Further consideration will be given the whole matter of pre-employment and plant training for youths with only public school education or perhaps a year or two of high school. Their proper relationship to the whole scheme of education and training must be determined. The advisability of adapting these forms of training to become part of a regular "part-time" construction system on the British model or of developing a more rounded type of intermediate school is also a matter for consideration. Other pertinent topics are the place, if any, for specific trade schools and the extent to which "workshop courses" (or general manual training) be made a part of the regular curriculum everywhere in the earlier elementary grades.

Selection for training. Attention should be directed now to the need for considering the best ways of selecting from the working forces of present wartime plants, those employees who are most likely to be suited for supplementary training or special training for peacetime occupations. Advance study should be given also the nature of the skills and occupations kindred to those now being developed for wartime production which are most likely to be required in the peacetime economy. In any plans based on this type of information, proper allowance must be made for men in the armed forces who are also receiving training which may raise similar problems of adaptation on their return to civil life.

Vocational Training Co-ordination Act. Special mention should be made of the Vocational Training Co-ordination Act of 1942. It is not hard to appreciate the potentialities of this Act as a post-war measure, and the subcommittee took the first opportunity to register its views when the bill was in the Committee stage during its passage through the House. It holds the possibility not only of a broad expansion but of very desirable co-ordination of technical training, intermediate projects (such as conservation schemes), and pre-employment courses throughout Canada. We attach special importance to the fact that the Act is passed in such a way as to permit (joint Dominion-Provincial) agreements on a long-term basis, not merely annual or emergency schemes.

The provision in the Fact for "research work pertaining to vocational training" and "dissemination of information relating to such training" is particularly welcomed; and it is recommended that the new orientation of training facilities which will be necessary to meet post-war conditions be given consideration under this head.

6. Unemployment and Training Policies

Recognition of the need for a variety of training facilities, adapted to the realities of the labour market and to the wide range of educational inequalities, has been slow in Canada, though accelerated markedly by the distress and pressures of the pre-war depression years. Most of the reasons for the need are not the product of depression conditions, but of long-run deficiencies. The large proportion of unskilled workers on the unemployment relief rolls gave emphasis to the need, however, so also did the growing problems of youths who were unable to find employment after leaving school.

Other reasons which still remain are the inefficient articulation of technical school facilities with the elementary educational system, and with industrial demands, in almost all the provinces of Canada; continuous changes in the technology of industry itself; the need of agriculture for an increasing leaven of science and technical training in its personnel, if it is to retain its reserves of youthful labour and improve its efficiency.

Training and Full Employment Policy. Training programs are critically dependent on success in the economic branches of "full employment" policy. But the dependence is reciprocal: the best policies of monetary and fiscal adjustment, national works programs, and industrial and agricultural reorganization, cannot be fully implemented unless the machinery for a flexible redirection of labour is also set in motion. A half-hearted approach to either would be equally detrimental to both. The obvious requirement is that placement and training programs and plans for economic expansion should be built side by side.

It is not necessary to emphasize further the crucial importance of turning the fullest resources of training and re-training to the problem of occupational transference immediately the need for war production is ended. Fortunately, Canada starts off with certain assets in this field. The enhanced range of pre-employment classes, accelerated teaching for skilled men in the armed services, supervisory training schemes, spare-time vocational education courses, can be examined for adaptation to post-war use. The rehabilitation machinery (under P.C. 7633) provides a strong framework for men who wish to extend their training or education after demobilization. Above all, the Vocational Training Co-ordination Act provides a basis and an opportunity for a co-operative program of courses and projects on a national scale, if its facilities get the response they deserve.

In immediate preparation, however, there is still much to be done. It is not at all certain, for example, that the capacity and equipment of our existing technical schools is sufficient to meet the heavy demands which will be made upon them in the first post-war years. Again, one of the specific problems of administration which has to be carefully envisaged and worked out—as far as possible, before the end of the war—is the proper relation between training projects under the Vocational Training Act, present apprenticeship conditions, regular technical school facilities, and the contributions which management and workers in wartime plants can make by looking ahead themselves. All this involves responsibilities for the Employment Service and requires a strengthening of its resources if it is to act, through its national machinery and its local committees, as a co-ordinator.

Training and Unemployment Insurance. Apart altogether from the intensification of these needs in the post-war period, training facilities have a special and constructive relationship to unemployment insurance. For many categories of workers the proper requisite in the event of unemployment is not maintenance in idleness, or even employment on works projects, but training. British experience has developed several types, all of them supplementary to the regular educational system—schemes concentrating on physical rehabilitation,

courses giving a general acquaintance with tools and factory techniques; more elaborate training in specific crafts; projects in "continued" (or dovetailed) education. In the United States, special prominence has been accorded the technique of the Civilian Conservation Corps, which combines physical fitness and open-air programs, supplementary education, and training in conservation methods and in appreciation of the value of natural resources. In Canada this particularly useful supplement to labour market organization was emulated (in the form of the National Forestry Project) on only a small scale; but the youth training programs, starting with only a few hundreds in 1937, have been greatly expanded in size and experience since the youth training schemes became the War Emergency Training Program covering pre-employment training of all kinds, for adults as well as youth.

Attendance at courses of instruction is already written into the Canadian Unemployment Insurance Act as one of the statutory conditions for the receipt of benefit; it would obviously be even more relevant for workers who have exhausted their benefit rights, or who for other reasons apply for unemployment assistance.

Training for Unskilled Workers and Non-Wage-Earners. In any case, training should be brought into operation for all unskilled workers, particularly if they are still young, as soon as they show lengthy unemployment records (if they do not apply for training voluntarily); for an improvement in what they have to offer an employer is their only hope, in normal times, of getting better paid or more regular work. "Training benefit," in the form of a maintenance rate payable only on the condition that appropriate training courses are taken, has been suggested as an apposite provision for the normally self-employed and other non-wage-earners who would not be eligible for ordinary unemployment benefits.

It has been proposed also as a requisite for the receipt of a widow's pension if the woman has no children or is below a certain maximum age (say 50) and has reasonable prospects of becoming self-supporting. Special vocational instruction and placement arrangements are already being organized for war casualties. There is no reason why similar provisions for physically handicapped civilian workers should not be extended on a national basis; and this will in fact be specifically desirable in the advent of a disability pensions scheme.

Retraining as a Rehabilitation Measure. The training or retraining of middle-aged and older workers which amounts to rehabilitation is perhaps the most difficult; indeed, it is impossible without specialized attention and "case work," and the co-operative goodwill of employers. It would obviously not be profitable in a depression situation, in which jobs were hard to find even for the skilled and physically fit. But this is equally true of any training program, whether for youth, for returned soldiers, or for war workers adapting themselves to peacetime enterprises.

B. RECRUITMENT, TRAINING AND PLACEMENT OF BUILDING LABOUR

In view of the place which it is expected that the construction industry will take in the reconstruction period following the war, your Subcommittee on Post-war Employment Opportunities believes that it is of the utmost importance to know something of the recruitment, training and placement which may be necessary. We have spent considerable time and discussion on these problems and now present for your consideration the conclusions we have reached.

We cannot forecast what type of construction may be chosen, but we believe that either one of two types, possibly both, may be found desirable. Each has its own problems, from the employment angle. If it is decided to provide some

large-scale undertakings, such as the St. Lawrence Waterways, an immense amount of common labour and machinery will be required. If a country-wide program of housing is adopted, it will require skilled tradesmen, semi-skilled men, common labour in addition to the factory labour needed to produce materials, equipment and appliances.

I. Recruitment

1. Common Labour

It is not anticipated that there will be any great difficulty in securing the supply of common labour required for any large-scale construction program, provided there is a waiting or transition period between Canadian industry on a war-time basis and its re-establishment on a peace-time footing. Some of this supply of common labour, viewed from the construction standpoint, will be inefficient, some will be fair and some good, depending on the previous war-time occupation. Care will have to be taken to break in gradually those unused to the hard work on a construction job. Camps should be provided for work outside of organized communities, where proper food, supervised recreation and adequate sleeping and sanitary accommodation may be obtained at reasonable cost.

We suggest that the Employment Offices of Canada should be directed to start at once to prepare and maintain a record of the available supply of this type of labour.

2. Skilled Labour

The post-war program will require large numbers of skilled men for the various trades. The following sources are available for recruitment:—

(a) *The Present Ranks of our Industry.* We have maintained, through the war period, in spite of losses through enlistment and drifting into other occupations, a supply of skilled men in the various building trades that has successfully carried out our war building program in record time.

They were not all of equal skill, nor have all served their apprenticeship. A large proportion are members of their respective trades unions and are recognized as skilled workmen. Others have acquired competency through gradual experience. They will furnish the immediate supply of skilled labour as the construction program opens up.

The Employment Service of Canada should be directed to establish contacts with employers and trades unions, so that a record may be available of the supply of this type of skilled labour.

(b) *Skilled men from the armed forces.* In the Navy, the Army and the Air Force there are men who were formerly working as skilled men in the building trades. These naturally are of younger age than those who have been steadily with us. It is important that they should be reclaimed by the construction industry when their period of active service or garrison duty has terminated.

The authorities in the three services should be requested to encourage men to return to their former trades and to arrange for priority for skilled men in the building trades to get back into civilian life.

If the information is not already available, the naval, army and air force authorities should be asked to obtain, tabulate and make available lists of skilled men available for construction work in the post-war period.

(c) *Skilled men employed in war industries.* Many skilled men employed prior to the war in the construction industry have secured employment in war industries. They have felt they were taking a part in the nation's war effort.

We ask that the Employment Service of Canada be directed to induce the various government-controlled companies and private concerns to make a survey of all their employees who are skilled in the construction trades. This will assist in the transfer of these men to their former places, with the least amount of waste effort and time.

(d) *Skilled men who have drifted into other occupations.* Many men formerly employed as skilled mechanics, went into other businesses in the depression years. Others in the older age group secured employment as "maintenance men." These men have not lost their former skill, though they may not be as active as formerly. However, their experience will make them useful in training and directing others. A record of these men should be obtained from census returns or registration by the Employment Service of Canada.

(e) *Skilled men in other lines.* Many men have acquired skill during the war period in certain lines which have not been very directly connected with the construction industry in the past, but which may be closely related in the future. For example, welders may be very useful in a post-war construction program. There are doubtless many such types of work from which recruits can be drawn to further the use of new materials and processes.

Here again the facilities of the Employment Service of Canada should provide information.

(f) *Skilled men from other countries.* Entrance to Canada of skilled men in the construction trades after the war will of course depend on the attitude of the Federal Government as to their admission.

It is unlikely that any large number of skilled craftsmen in the construction trades will emigrate to Canada from Great Britain and Ireland immediately after the war, in view of the probable large construction program in their own country.

There may be skilled workmen in the construction trades from allied and even enemy-controlled countries, who may wish to take up life in Canada. If admitted, provision should be made to prevent conditions being upset by too great an influx of persons not readily adapted to our way of living.

3. Semi-Skilled Labour

We have always had to contend, in the construction industry, with the problem of semi-skilled men seeking to do the work of skilled tradesmen. Certain trades are much more vulnerable than others. In times of stress or scarcity, such men secure employment and in self-defence the trades unions take them into membership.

The problem of the semi-skilled man will likely take on new forms in the post-war period. In the armed forces, the war industries and in the construction industry itself, there are men who have been doing work they ordinarily could not secure. They have gained a certain competency. They will undoubtedly seek for places in any national construction program.

Such men should be classified by the Employment Service of Canada so they can secure work suited to their partial skill, without interfering with fully skilled mechanics. Investigation should be made as to a form of "senior apprenticeship" for training these men until their skill is regarded as sufficient to permit them to be regarded as fully skilled in their respective trades.

4. Women

In view of the fact that many women have gained experience in the war industries and active services in certain related skills, we cannot disregard the possibility of their employment in a post-war construction program.

They have never been a factor in the skilled trades of the construction industry in the past and in the light of this experience it would appear to be unlikely that any large number of women will be required.

5. Means of Recruitment

In the past, recruitment of skilled labour in the construction industry has been done through the unions concerned. Common labour has been supplied through government and private employment agencies. To-day, we have the new and enlarged Employment Service of Canada, available for our use. There are also the government rehabilitation agencies to guide men from the armed forces back into industry.

II. Training

In considering the training of men for the construction industry, it must be viewed from at least two angles. The first is emergency, post-war, and the second permanent.

The first essential for both of these plans is that the needs of the industry be accurately known and thoroughly analyzed. The Nuffield report*, while giving us a picture of Great Britain's conditions, cannot be taken as a measuring stick for Canada. Here we have education and apprenticeship under provincial jurisdiction, instead of under a unified or central control. The distances between various localities, special climatic conditions and customs of our Canadian industry make the problem vastly different from that in Great Britain.

1. Emergency or Post-war Training

It is anticipated that there will be a need for special training for both skilled and semi-skilled men in the period immediately following the war.

The special schools and methods which have given intensified training for special skills to men in the armed forces should be utilized for rehabilitation into civilian life. These training schools, technical schools and the facilities of industry should be co-ordinated and operated under a unified authority.

2. Training for the Future

It is difficult to chart the future of our country, but in the requirements of a larger population and a greater national development, we shall undoubtedly need an efficient construction industry. To meet the needs of this new period of post-war development, the construction industry will require an adequate supply of highly skilled workmen. There must be a comprehensive and thorough system of training them. This should be developed along at least two lines (a) vocational guidance and (b) apprentice training.

(a) *Vocational Guidance.* Little attention has been given to this in the past as a basis for the training of skilled workers for the construction industry. In one province at least, at the present time, some effort is being made during the earlier school periods to direct the minds of the students to skilled trades and to search out their aptitudes.

We recommend that an investigation be made of the possibilities of establishing more extended vocational guidance in the public schools, technical schools and collegiates. It is believed that the needs of the future will be such that courses of study in our schools should be dovetailed to the needs of industry, including the construction trades, rather than to courses tending to lead to an academic education. Test periods could also be provided for students in their school holidays, which would give them a chance to discover their aptitudes and encourage interest in industrial skill as a means of future employment.

* *Report on the Training and Recruitment of Building Labour*, Nuffield College, Oxford, 1942. This report was studied as a preliminary to the above formulation of Canadian policy.

(b) *Apprentice Training.* Due to our different conditions, the Nuffield report does not meet the needs of the situation in Canada.

Apprenticeship in the construction trades in Canada was not considered a very important problem until after the First Great War. Previously, individual employers in certain trades apprenticed boys for three or four years, using as a basis the British system. The great majority of skilled workers, however, came here from overseas.

After the last war, the scarcity of skilled men and the lack of apprentices were responsible for the establishment of the Ontario Apprenticeship Act. This came as a result of joint action by employers and trades unions. The chief provisions of this legislation have been embodied in similar Acts in British Columbia, Alberta and Nova Scotia.

In addition to having other provinces pass similar legislation, we believe that greater efforts should be made to link up the facilities of technical and vocational schools with such apprentice training plans.

Following the war, conditions will probably be such that changes will be required in existing apprenticeship training plans in the construction industry. There is the problem of the re-entry of apprentices who had their courses interrupted by enlistment. The co-operation of employers and trades unions will be necessary, with government assistance to provide examination and training facilities so that their period of war service may not be a total loss. Unless this is done, many partially skilled apprentices will be lost to the construction industry.

Changes will be necessary in the programs of training of apprentices, in the post-war period. New materials have been produced which will be useful for the needs of construction. This is indicated by the recent advances in the field of plastics, aluminum steel alloys and wood and metal products. Many mechanical changes, devised to suit war conditions, will become permanent and good trade practice. Present apprenticeship plans may be out of balance. Improved methods of education may involve the shortening of the apprenticeship period and changes in the ages of admission. It may include the admission of women apprentices, for certain of the lighter trades, in shopwork.

III. Placement

The term "placement" is defined as methods by which a skilled workman or common labourer, desirous of employment (in the construction industry) is placed in touch with a job.

1. *Special Conditions of Employment in the Construction Industry*

There are special employment conditions in the construction industry of Canada which must be considered in discussing any system of placement. The rules which fit very well for a factory do not meet the requirements of a construction project. There is greater freedom of movement, larger turnover and shorter term requirements. There is usually much less formality in the registration of the worker and in his being "taken on" and "fired". The nature of the work, its urgency, the short summer season and the mental attitude of both workers and employers all have to be brought into the picture.

2. *Past Methods of Placement*

Methods of placement in the construction industry in the past have been simple, but in the main adequate.

For common labour, the commencement of operations was often enough to bring a supply of men to the site. Foremen usually built up a gang of men who followed them round to different jobs. Advertising on the job or in the local paper, or the offer of a few cents more an hour, usually brought results.

For skilled labour the operation was somewhat different. The business agent of a trades union has many duties, but none which give more direct proof of his value to his membership than that of getting jobs for his men. Though employers were advised and encouraged to use the facilities of the provincial employment offices, it was much simpler, easier and more effective in the construction industry to get skilled men through the union business agent.

3. Placement in the Post-War Period

There are a number of simple guiding rules which should be kept in mind in planning placement for construction workers in the post-war period. Their application may vary with the type of work which is undertaken, but they should provide:—

(a) A maximum of speed and efficiency in bringing the worker and the job together.

(b) There should be a minimum of machinery required, especially in the keeping of records.

(c) In the transition from past methods, consideration should be given to the practices which have been built up. If the methods by which trades unions have secured jobs for their members can be built into or gradually assimilated by the newly-organized Employment Services Offices, better results may be achieved.

(d) Job priority ratings have been established during the war period for certain government owned or controlled construction undertakings. In the post-war period, it may be found desirable to continue some such method of job priority ratings, so that labour may be directed to where it is needed most.

(e) The wage structure of the construction industries is based largely on custom and expediency but will be capable of revision. If necessary, it can be adjusted to parallel job priorities.

(f) Greater mobility of labour in the future can be provided by the transportation of workers to districts removed from the larger centres.

(g) One of the important requirements for satisfactory placement of workers in the construction industry is the establishment of and certification of the competency of the workman.

4. Relation of Construction Placements to others

The construction industry will be given the privilege of absorbing the shock of the dislocation of many other industries in the period of transition from war-time to peacetime footing. In working out a placement system, two considerations should be kept in mind:—

(a) The temporary conditions; and

(b) The future period, when a system of placement of workers will be required for a more regularized construction industry.

IV. Conclusion

The construction industry of Canada should be regarded as a highly organized, specialized industry, built up over many years in an attitude of co-operation between employers and their labour forces, through their respective organizations. It is a ready instrument for providing employment in the postwar period. It should not be sacrificed by the reduction of its standards or methods, or by making it merely an instrument of temporary relief measures.

Training and Recruitment of Building Labour: Recommendations¹

The Subcommittee is concerned with training facilities and recruitment conditions affecting workers of all classes in the post-war period. But it has given separate attention to the building and construction trades, for special reasons. One of these is the importance of activity in the construction industry as a means of stimulating the economy generally. Another is the virtual certainty that a construction program will have to be put into operation more or less immediately in the transition period, once the changeover from war production to peacetime industrial pattern has begun. A third reason is that a substantial proportion of construction labour is mobile: since the war, numbers of actual or potential building workers have entered munitions fields or the armed services; after the war, there will be a corresponding transference of recruitment if conditions warrant.

In view of the clear prospect of these factors being operative in the post-war period, the Subcommittee strongly recommends that attention be paid now to the needs outlined below. But it wishes also to emphasize strongly the necessary condition on which proposals for ensuring proper recruitment of building labour must depend, if these provisions are not to work to the detriment of the industry. It is that works and buildings programs must be planned and operated on a long-term basis, and not as a temporary or relief measure.

1. A long-term program is the first requisite for the satisfactory reform and development of training and recruitment practices in the building industry. It must be on a scale adequate enough to give reasonable assurance of continuous employment to prospective entrants and apprentices. But it is necessary also in order to secure the co-operation of employers and contractors, who will otherwise be apprehensive that the post-war works program will be merely a short-term stop-gap measure, inflating the building industry for a short time and then leaving it stranded later as other forms of industry achieve recovery to a peacetime pattern.

2. Where no facilities already exist, encouragement should be given in each province to the working out of an apprenticeship scheme in the building industry as a whole. Two important principles on which these schemes should be based are: (i) co-operative arrangements between employers, workers and the Department of Labour, and (ii) the provision of training in technical schools or special classes. It is not enough for the schemes to involve merely the giving of legal sanctions to indenture arrangements and reliance on "learning on the job" as the only form of training. In this connection, the Subcommittee approves the experience of building trades development under the Apprenticeship Act of Ontario, and recommends it as a basis for similar development elsewhere.

3. It is highly important that every means should be sought to make possible the apprenticeship of youths to the trade as a whole, rather than to one firm or one master tradesman. The freedom of the apprentice to move from one employer to another is necessary, not only to enable him on occasion to secure more continuous employment, but so that he may get a broader training and experience from working for firms specializing in different lines of construction. The apprenticeship agreement, therefore, should relate, on the employer's side, to a pool of firms, not to a single employer. Similarly, the industry as a whole should agree to give standard recognition to training satisfactorily completed in the technical schools (or other approved institutions).

¹ Fifth report of the subcommittee. The main clauses of the first to fourth reports are reproduced in the *Report on Social Security for Canada*, Appendix IV.

4. Provision should be worked out, in advance of the termination of the war, for making appropriate adjustments for young workers with some building experience whose apprenticeship was interrupted as a result of their entering a war industry or the armed services. If undertakings on this account can be secured from employers now, it will be easier to plan the necessary arrangements for this section of the new recruits and trainees who will be needed in the post-war period.

5. Appropriate adjustment should also be worked out to permit shortened apprenticeships for boys with some past history of work in the building industry, who should be particularly eligible for training in skilled crafts.

6. The need for special arrangements for adult apprenticeship should be seriously considered. A good many adult labourers, and workers who have transferred from other fields in later life, could be upgraded and retained as more useful and better remunerated tradesmen, if special supplementary training arrangements were made for them.

7. The fullest possible use should be made of all available technical schools; and early consideration should be given to the furnishing of an adequate supply of instructors for the enlarged training program.

8. In the post-war development both of general public education, and of schemes developed under the Vocational Training Co-ordination Act, a due share of attention should be given to improving the facilities for vocational specialization in building and kindred techniques.

9. It is highly important that all parties concerned with both the apprenticeship arrangements and the training facilities of the future should be fully alive to recent technological developments in construction. New crafts and new industrial processes will have to be taught as well as the traditional building crafts. They will not be properly recognized or given their place in training programs without the co-operation and goodwill of employers and of trade unions. Nor will the building industry be able to play its fullest role in the post-war economy unless its craft demarcations are rendered more flexible, and its techniques more adaptable, than in the past.

10. Serious consideration must be given to all measures making possible more continuous employment and better annual earnings in building trades, as the necessary inducement for an expansion of the skilled labour force in the industry. This includes not only measures for the overcoming of seasonal obstacles and more general provision for winter work, but reasonable guarantees against intermittent unemployment in the more active seasons.

C. MATTERS FOR FUTURE CONSIDERATION

1. Equitable distribution of employment.
 - (a) Dismissal wages and other devices for facilitating immediate occupational transference necessitated by closing of war plants.
 - (b) Regulation of the flow of labour into industry by:
 1. raising the school leaving age;
 2. other restrictions on juvenile employment;
 3. continued education; part-time classes, etc. in the non-vocational field;
 4. relation of training programs to trade union requirements.
 - (c) Regulations of the exit from industry by:
 1. earlier retirement age;
 2. pensions and retirement plans;
 3. pensions for ex-servicemen.
 - (d) Shortening the hours of labour.
 - (e) Leisure time, holidays with pay.
 - (f) Possibility of a 40 week year in industries where work is at irregular intervals.

2. Technical improvements in Canadian production.
 - (a) Extent to which technical improvements will tend to reduce or shift employment in basic industries, factories and offices.
 - (b) The effect of technical progress on apprenticeship and training requirements.

3. Ex-servicemen in industry.
 - (a) The co-ordination of vocational training of demobilized men with industrial and trade union requirements.
 - (b) Soldiers' preference.