

DOMINION OF CANADA

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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1924

*PRINTED BY ORDER OF PARLIAMENT*



OTTAWA  
F. A. ACLAND  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1925



*To General His Excellency the Right Honourable Lord Byng of Viny, G.C.B.,  
G.C.M.G., M.V.O., Governor General and Commander in Chief of the  
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1924, all of which is respectfully submitted.

JAMES MURDOCK,  
*Minister of Labour.*

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REPORT  
OF THE  
DEPUTY MINISTER OF LABOUR  
FOR THE  
FISCAL YEAR ENDING MARCH 31, 1924

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To the Hon. JAMES MURDOCK,  
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1924.

The efforts of the department followed much the same lines as in former years, with expansion in certain directions.

Canadian industry in general experienced somewhat better business conditions than in the previous fiscal period, and this was reflected in the employment situation, which on the whole showed a distinct improvement, the building trades being about the only class reporting less activity, while the average during the calendar year of unemployment amongst trade unionists was considerably lower than that for 1922. The general wage movement was slightly upwards and prices fluctuated but little. There was also an improvement in the strike situation. Although the number of disputes in 1923, namely, 91, exceeded by six those of 1922, there were no strikes of large numbers of employees for protracted periods, and time losses in working days resulting from strikes reached the lowest figure since 1918.

INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The complete absence of strikes in the twenty-eight cases dealt with under the Industrial Disputes Investigation Act, 1907, was the outstanding feature of the record for the year, the strike which had threatened when each application for procedure under the statute was made having been averted. Eighteen Boards of Conciliation and Investigation functioned during the fiscal period; five of these had been established during the preceding year.

A case coming prominently to the public attention was that of the Toronto Electric Commissioners and their electrical workers, which resulted in the constitutionality of the Industrial Disputes Investigation Act being contested in the courts. In the past when on numerous occasions objection to the establishment of a conciliation board had been taken by a municipality, procedure under the statute was not pressed by the department, and the practice was to establish a board only on the joint consent of both parties concerned. The matter had never been, however, settled definitely by any court of law. In the case of the dispute between the Toronto Electric Commissioners and their electrical workers, however, it appeared essential to the minister that, in order to avert a serious strike, with attendant inconvenience and danger to the public, the department should proceed with the establishment of a board, and action was taken accordingly.

On the application of the Toronto Electric Commissioners an interim injunction was granted on August 29, 1923, by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, restraining the board from proceeding with its inquiry on the grounds that the Industrial Disputes Investigation Act did not, under Dominion jurisdiction, apply to municipal employees, and disputing the validity of the statute. The trial judge, Mr. Justice Mowat, found the Act to be within the powers of the Dominion Parliament, and, on December 15, 1923, refused the application for a permanent injunction. Owing to the difference of opinion between two judges of like authority, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which, on April 22, 1924, the action was dismissed. The text of the various judgments mentioned above are printed in full in the chapter of this report relating to the Industrial Disputes Investigation Act.

Shortly after the close of the fiscal year the case was appealed by the Toronto Electric Commissioners direct to the Judicial Committee of the Privy Council in England, and will, it is expected, be heard by the Judicial Committee during the fall of 1924.

The amendments to the Industrial Disputes Investigation Act introduced at the 1923 session of Parliament with a view to clarifying sections 15, 57 and 58 of the statute, and which had been dropped owing to opposition in the Senate, were reintroduced by the Minister of Labour at the 1924 session. As during the previous session, the Bill passed the House of Commons without debate, but in the Senate an amendment to section 8 of the Act was added to the Bill involving a principle to which the House of Commons would not agree. The conflict of opinion between the two Chambers continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the Bill being again dropped.

#### COMBINES INVESTIGATION ACT, 1923

An important measure, "The Combines Investigation Act, 1923," was enacted during the parliamentary session and placed under the Minister of Labour for administrative purposes. The statute repealed "The Board of Commerce Act, 1919," and "The Combines and Fair Prices Act, 1919," and provided machinery for the investigation of such combines as have operated or are likely to operate to the detriment of or against the interest of the public, whether consumers, producers, or others, the expression "combine" being defined as including "(1) mergers, trusts and monopolies so called, and (2) the relation resulting from the purchase, lease, or other acquisition by any person of any control over or interest in the whole or part of the business of any other person, and (3) any actual or tacit contract, agreement, arrangement, or combination which has or is designed to have the effect of (i) limiting facilities for transporting, producing, manufacturing, supplying, storing or dealing; or (ii) preventing, limiting or lessening manufacture or production; or (iii) fixing a common price or a resale price, or a common rental, or a common cost of storage or transportation; or (iv) enhancing the price, rental or cost of article, rental, storage or transportation; or (v) preventing or lessening competition in, or substantially controlling within any particular area or district or generally, production, manufacture, purchase, barter, sale, storage, transportation, insurance or supply; or (vi) otherwise restraining or injuring trade or commerce."

If it is proven that a combine exists at the expense of the public, and that the disadvantage to the public is facilitated by the duties of custom imposed on the article, the Governor in Council is empowered to admit the article free of duty or reduce the duty and give the public the benefit of reasonable competition. Further provision is made for the revocation of patent rights if the owner or holder of any patent makes use of exclusive rights to unduly limit production or restrict or injure trade.

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Investigation may be made by the registrar of the Act or by any commissioner appointed for the purpose.

At the close of the fiscal year 1923-24 the Combines Investigation Act had been in operation for a little over seven months, and, although no formal applications were filed during this period, many inquiries and representations were received in the Department of Labour relative to the Act.

## OTHER BRANCHES OF WORK

An increasing interest in Dominion Government annuities was manifested throughout Canada as the result of the inauguration of a publicity campaign, purchase money received during the fiscal period aggregating \$1,458,975.92, a figure greatly in excess of that for any previous year. This amount covered 409 contracts for annuities (217 immediate and 192 deferred), totalling \$174,574.35.

Federal grants under the Technical Education Act paid to the various provinces during the fiscal year amounted to \$888,391.62. Particulars respecting the work being carried on in each province in connection with vocational education are given in the chapter of the present report discussing the operations of the Technical Education Act.

In so far as concerns the operations of the Employment Service Branch, at the close of the fiscal year there were sixty-seven local employment offices in the various provinces. The number of applications for employment reported during the year was 597,783, and the number of placements totalled 468,815. A full statement of the operations for the year appears in the present report.

The fifth session of the League of Nations International Labour Conference was held in Geneva, Switzerland, on October 22, 1923, the delegates representing the Government of Canada being Mr. Philippe Roy, Commissioner General of Canada in Paris, France, and Miss Caroline E. Carmichael, of New Glasgow, N.S., President of the National Council of Women of Canada.

The Government delegates to the sixth session of the International Labour Conference, held in Geneva on June 16, 1924, shortly after the close of the fiscal year, were Mr. F. A. Acland, of Ottawa, King's Printer for Canada, and Mrs. Charles H. Thorburn, of Ottawa, Vice-President of the National Council of Women of Canada.

Four meetings of the Governing Body of the International Labour Office were held during the year. Mrs. James Carruthers (Violet Markham), of London, England, acted as substitute for the Minister of Labour at the meetings in April, June, and October, 1923, and Mr. Philippe Roy as substitute at the meeting in January, 1924.

A Federal-Provincial conference was called in Ottawa, September 24-26, 1923, by the Prime Minister of Canada, in conformity with the expressed wishes of the Provincial Governments, for the purpose of securing an exchange of views regarding the principles enunciated in the Treaties of Peace for the avoidance of labour unrest and also with the object of consultation relative to various proposals for legislative action which had been adopted by the International Labour Conference in the form of Draft Conventions and Recommendations and which have been deemed by the law officers of the Crown in Canada to deal with subjects within provincial legislative control. The Dominion Government was represented by the Hon. James Murdock, Minister of Labour, who acted as chairman, and the Hon. Ernest Lapointe, Minister of Marine and Fisheries. Representatives of the provinces of Nova Scotia, New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan, and Alberta were in

attendance. A statement concerning the proceedings of the conference and the text of the resolutions adopted on the respective items of the agenda will be found in the final chapter of this report.

Chapters are also included in the present report dealing with the conciliation work of the department, the administration of the Fair Wages Policy of the Government of Canada, the statistical work of the department, and the publication of the *Labour Gazette*.

Annual reports for the calendar year 1923 were issued on Labour Legislation in Canada, Labour Organization in Canada, and Organization in Industry, Commerce and the Professions in Canada. Various wages and other bulletins were also published during the year.

A change in the personnel of the departmental staff was made during the year when, on September 1, 1923, the undersigned succeeded to the position of Deputy Minister of Labour, and Mr. F. A. Acland, who had been Deputy Minister of Labour since October 1, 1908, was relieved of the duties of this office in order that he might be free to apply himself to the duties of King's Printer, an office which he had held since June 15, 1921.

I have the honour to be, sir,

Your obedient servant,

H. H. WARD,

*Deputy Minister of Labour and Registrar of Boards of  
Conciliation and Investigation.*

DEPARTMENT OF LABOUR,  
OTTAWA.



## I. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

### SEVENTEENTH ANNUAL REPORT OF PROCEEDINGS, BEING FOR THE FISCAL YEAR ENDING MARCH 31, 1924

#### INTRODUCTORY NOTE

During the fiscal year 1923-24 the Industrial Disputes Investigation Act, 1907, was less active than for several years, there having been only 22 applications for Boards of Conciliation and Investigation received, as compared with 39 during 1922-23, 49 during 1921-22, 63 during 1920-21, 72 during 1919-20, and 95 during 1918-19. Six cases were carried over from the preceding fiscal year, making a total of 28 cases dealt with; in 13 cases Boards of Conciliation and Investigation were established. In seven cases, after application had been made for a Board of Conciliation and Investigation to the department, direct negotiations were continued as a result of departmental mediation and an adjustment was effected without board procedure. Five disputes in the railway and shipping industries in St. John, N.B., were settled in this way subsequent to reference of the dispute under the Act and prior to the establishment of a board. Of the 28 cases dealt with during the fiscal year ended March 31, 1924, and as to each of which the applicants had declared a strike to be impending, the threatened strike was averted in all cases.

As stated above, during the fiscal year no strikes occurred in cases referred for conciliation and investigation under the Industrial Disputes Investigation Act. Strikes occurring in industries falling directly within the scope of the Act, but where neither of the parties concerned took advantage of the machinery provided by the statute, are of course not enumerated in the statement of proceedings under the Act, there being no proceedings to record. It is, however, thought desirable to make informal mention here of the more important occurrences of this nature. Information respecting all strikes during the year appears of course in the departmental strike records.

Sympathetic strikes of coal miners in the coal fields of Cape Breton and Pictou, N.S., and Drumbeller, Alberta, occurred in July, 1923, in protest against the presence of the militia in the Sydney district during a serious strike of steel workers, a class of workmen not coming directly within the scope of the Industrial Disputes Investigation Act. The total time loss caused by these sympathetic strikes amounted to approximately 240,000 working days.

Coal miners in the employ of the British Empire Steel Corporation in Nova Scotia also ceased work on January 16, 1924, following the posting of a notice by the company of a reduction in wages of twenty per cent. The representatives of the miners proposed that application should be made under the Industrial Disputes Investigation Act for a Board of Conciliation and Investigation and that the 1923 rates of wages should be continued pending its report, but this was refused by the employer. The strike continued until February 11, when it was settled by direct negotiations. The time loss resulting from this strike amounted to 77,000 working days, 9,625 employees being involved.

The only other strike of considerable magnitude was that of longshoremen in Vancouver, involving 1,555 employees for 53 days, with a time loss of 82,415 working days. The dispute arose over a demand for increased wages and alterations in working conditions. A settlement was effected in this case through the mediation of the departmental officer resident in Vancouver, Mr. F. E. Harrison.

A dispute of much importance during the year was that of the Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch, in which a Board of Conciliation and Investigation was established on the application of the employees and which resulted in judicial proceedings. An interim injunction was, on the application of the Toronto Electric Commissioners, granted on August 29, 1923, by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, restraining the board from interfering with the business of the Toronto Electric Commission or from exercising any of the powers conferred on such a board by sections 30 to 38 of the Act. A permanent injunction against the board and for which application was subsequently made by the Toronto Electric Commissioners was, however, on December 15, refused by the trial judge, Mr. Justice Mowat. Mr. Justice Orde and Mr. Justice Mowat, judges of co-ordinate authority, having disagreed regarding a point of law, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which, shortly after the close of the fiscal year, it was dismissed with costs, including costs of injunction proceedings. The counsel for the commissioners then appealed the decision of the First Appellate Division of the Supreme Court of Ontario direct to the Judicial Committee of the Privy Council, leave to appeal being granted on July 25, 1924. A statement of the situation, with texts of the various judgments mentioned above, appears in the present chapter.

Reference was made in last year's report to a Bill amending the Industrial Disputes Investigation Act which was passed in the House of Commons during the 1923 session of Parliament but was opposed in the Senate, and, the Senate amendments proving unacceptable to the House of Commons, the Bill was dropped. During the 1924 session amendments identical with those before Parliament at the preceding session were again introduced by the Minister of Labour. No new features were proposed by the amendments, which were intended simply to make clearer what had been regarded, since the passing of the Act, as the obvious intent of sections 15, 57 and 58. As in the previous year, the amendments passed the House of Commons, but in the Senate a further amendment to the Act was added to the Bill involving a principle to which the House of Commons would not agree. The disagreement between the two Houses continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the Bill being once more dropped. A brief statement on the subject is included in the present chapter.

#### SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned from April 1, 1923, to March 31, 1924; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1924; (iii) showing by fiscal years, 1907-1924, number of disputes dealt with; (iv) showing by calendar years 1907-1924, number of disputes dealt with, and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1924.

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I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1923,  
TO MARCH 31, 1924

Industries affected	Number of applications for Boards received*	Number of Boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication and other public utilities—			
(1) Mines—			
Metal.....	1	1	0
(2) Transportation and communication—			
(a) Railways.....	12	3	0
(b) Street railways.....	4	4	0
(c) Shipping.....	5	2	0
(d) Telegraphs.....	1	1	0
(3) Miscellaneous—			
†Light and power.....	3	2	0
II. †Disputes not falling clearly within the direct scope of the Act	2	0	0
Total.....	28*	13	0

\*Including six cases left over from preceding year, as stated below.

†During the period April 1, 1918, to March 31, 1923, jurisdiction under the statute in connection with disputes relating to industries under provincial or municipal control not being claimed by the department, no proceedings under the statute took place save by joint consent under Section 63 and any such proceedings were shown in Section II of the tables. During the present fiscal period, however, it has been held that jurisdiction in such matters rests with the federal authorities and proceedings in the case of disputes in industries to which the Act applies but which are owned or controlled by a municipal or provincial government have taken place without reference to Section 63; these proceedings are, therefore, now shown under their respective classifications in Section I and in the above table include three disputes, two involving street railways and one an electric light, heat and power plant.

The proceedings under the Act during the year include six cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) Canadian National Railways, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (2) Canadian Pacific Railway Company, Western Lines, and certain of its employees being members of the International Brotherhood of Steam Shovel and Dredge Men, District No. 6; (3) Canadian National Railways, Western Lines, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees; (4) Brantford Municipal Railway Commission and certain of its employees being street railway workers, members of Local Division No. 685, Amalgamated Association of Street and Electric Railway Employees of America; (5) Corporation of the City of Prince Rupert and certain of its employees being members of Civic Employees' Union No. 20, Trades and Labour Congress of Canada, and (6) Winnipeg Electric Railway Company and certain of its employees being members of the Gas Workers' Union of Winnipeg (Independent).

On March 31, 1924, results were still pending in connection with three applications concerning disputes between (1) Toronto Electric Commissioners and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch; (2) Cities of Port Arthur and Fort William and their employees in street railway service, members of Division 966, Amalgamated Association of Street and Electric Railway Employees of America, and (3) various shipping companies trading to the Port of Montreal, Que., and certain of their employees being members of the Syndicated Longshoremen of the Port of Montreal.

## II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1924

Industries affected	Number of applications for Boards received	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mines—		
(a) Coal .....	68	10
(b) Metal .....	20	5
(c) Asbestos .....	1	0
(2) Transportation and communication—		
(a) Railways .....	188	7
(b) Street railways .....	102	7
(c) Express .....	11	1
(d) Shipping .....	32	0
(e) Telegraphs .....	17	1
(f) Telephones .....	7	0
(3) Miscellaneous—		
(a) Light and power .....	22	3
(b) Elevators .....	1	0
(4) War work .....	30	1
II. *Disputes not falling clearly within the direct scope of the Act .....	120	2
Total .....	619	37

\*During the period April 1, 1918, to March 31, 1923, jurisdiction under the statute in connection with disputes relating to industries under provincial or municipal control not being claimed by the department, no proceedings under the statute took place save by joint consent under Section 63 and any such proceedings were shown in Section II of the tables. During the present fiscal period, however, it has been held that jurisdiction in such matters rests with the federal authorities and proceedings in the case of disputes in industries to which the Act applies but which are owned or controlled by a municipal or provincial government have taken place without reference to Section 63; these proceedings are, therefore, now shown under their respective classifications in Section I of the tables.

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in the yearly summary. A closer examination will, however, show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during the fiscal year. The figures of the yearly statement include, therefore, disputes carried over from the previous year and which are counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken of the number of applications received during the year and thus brought within the purview of the statute.

## III. TABLE SHOWING BY FISCAL YEARS, 1907-1924, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	Total
Number of applications .....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	619
Number of Boards granted .....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	441
Number of disputes where strike not averted (or ended) .....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	3	0	37

(The remark following Table II applies equally to apparent discrepancies as between the above summary by fiscal years and yearly summaries of proceedings.)

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## IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1924, NUMBER OF DISPUTES DEALT WITH

	1907* 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924† 3 mos.	Total
Number of applications..	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	5	619
Number of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	1	441
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	1	0	37

\* The Act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the financial year, March 31.

(The remark following Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER, FROM APRIL 1, 1923, TO MARCH 31, 1924

I.—MINES, AGENCIES OF TRANSPORTATION AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 8, Sub-section 1, of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 8, Sub-section 2, of the I. D. I. Act, on recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Sub-section 1, of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Sub-section 4, of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING AND SMELTING INDUSTRY  
MEXEL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (m) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 15, 1923	Hollinger Consolidated Gold Mines, Limited, Timmins, Ontario, Melanby Porcupine Mines, Limited, Timmins, Ontario, and Deane Mines Company, Limited, South Porcupine, Ontario, and certain of their respective employees being in miners, members of Porcupine Mine Workers' Union.	Employees...	Porcupine Mining Camp, Ontario.	3,000 dir. 1,000 mdr.	For increased wages....	E. McG. Quirk, (c) 4; Homer Neely, (e) Thomas F. Ryan, (m) 1.	July 17, 1923	Aug. 8, 1923	The report, which was unanimous, recommended that the arbitrator's suggestions be held looking to a settlement of the differences. No strike occurred.

(2) TRANSPORTATION AND COMMUNICATION  
(a) RAILWAYS

Sept. 25, 1922	Canadian National Railways, Western Lines, and certain of its employees being members of the International Brotherhood of Railway Men, District No. 6.	Employees...	C. N. R. Western Lines, from Port Arthur to Vancouver and Prince Rupert.	100.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C., (c) 4; C. E. Daloo, (e) 1; David Campbell, (m) 1.	Jan. 24, 1923	May 29, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.
Sept. 25, 1922	Canadian Pacific Railway Company, Western Lines, and certain members of the International Brotherhood of Railway Men, District No. 6.	Employees...	C.P.R. Western Lines, from Port Arthur to Vancouver and Prince Rupert.	75.....	Against reduction in wages and respecting certain working conditions.	W. H. Trueman, K.C., (c) 4; C. E. Daloo, (e) 2; David Campbell, (m) 1.	Jan. 24, 1923	May 29, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. No strike occurred.

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Oct. 1922	Canadian National Railway, Western Lines, and its dining and sleeping car employees, members of the Canadian Brotherhood of Railroad Employees	C. N. R. Lines.	Western 150 dir., 2,500 indir.	Wages, etc.	W. J. Desrosier, (c) 1; C. E. Doyon, (c) 2; David Campbell, (w) 1.	April 23, 1923 July 15, 1923 July 29, 1923	18; The report, which contained recommendations for the settlement of the dispute, was signed by the members, although Messrs. Doyon and Campbell submitted minority reports with respect to certain items. Both parties to the dispute later indicated their acceptance of the board's findings, the employees, however, protesting against certain items, the settlement having been considered by the board as outside its jurisdiction.
April 30, 1923	Canadian National Railway, Western Lines, and all classes of employees in shops and round houses.	C. N. R. Lines.	Western 3,300.	Method of settlement of grievances, involving inter-union dispute.			Inquiry into this case did not disclose a dispute within the meaning of the I. D. I. Act and a board could not be, therefore, established. No strike occurred.
July 5, 1923	Algonquin Steel Corporation, Limited, and certain of its employees, firemen, conductors and drivers, members of the Brotherhood of Locomotive Firemen and Engine-men and Brotherhood of Railroad Trainmen.	Sault Ste. Marie, Ont.	125 dir., 2,525 indir.	For standard rates of pay in engine and train services, payment of back time, and time and a half for overtime.	J. G. O'Donoghue, K.C., (c) 3; F. H. McGuigan, (c) 2; Hon. Senator G. D. Robertson (w) 1.	Sept. 7, 1923	The company claimed that the provisions of the I. D. I. Act did not apply in this case. The minister, however, took the view that the employing company came within the classes enumerated in section 2 (c), since it was operating a railway for employees and that it had increased wages and train services. A board was accordingly established, and its findings, which were accompanied by a minority report from Mr. McGuigan, were accepted by the employees, but rejected by the company. No strike occurred.
July 13, 1923	Canadian Pacific Railway Company and certain of its employees, train checkers, truckers, coopers, etc., employees of the Montreal Wharf and the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Montreal, Que.	300.	For increased wages and other changes.			After the application had been received a representative of the department intervened, and through his mediation, negotiations between the disputants were renewed. An agreement was reached without board reference and the application was withdrawn by the employees.
Aug. 10, 1923	Great Northern Railway Company and certain of its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Vancouver, B.C.	1 dir., 30 indir.	Alleged unfair dismissal of employee.			This dispute was not deemed to be within scope of the I. D. I. Act for adjustment and no board was established. An understanding was, however, believed to have been reached as a result of the minister's efforts. No strike occurred.

## STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Continued  
(a) RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman; (e) Employer; (s) Men:	Date on which Board was constituted	Date of receipt of report	Result of reference
Aug. 16, 1923	(1) Various railway members of the Railway Employees' Union of Canada, including the Canadian National Railway and Canadian Pacific Railway, and (2) workmen, being maintenance-of-way employes and railway shop labourers, including engine and building employes, trackmen, pumpmen, pump repairmen, signalmen, track watchmen, shop labourers, and others, represented by the Western Brotherhood of Maintenance of Way Employees and Railway Shop Labourers and employed by said railways.	Employees	Lines of the several railways in Canada.	30,000	For increased wages and a change in working conditions.	E. McG. Quirk, (c) 4; R. T. Riley, (e) 1; David Campbell, (s) 1.	Sept. 25, 1923	Oct. 19, 1923	The report was unanimous and contained recommendations as to settlement of the dispute. The award was accepted by the employees, however, on receipt of the report, they requested the findings, without their acceptance and a strike vote was taken. Although a majority of the employees voted in favour of a suspension of work, a further conference was arranged between the disputing parties, which resulted in a satisfactory working arrangement.
Aug. 31, 1923	Canadian Pacific Railway Company and certain of its employees, being assistant agents, telegraph operators, train dispatchers, traffic supervisors and linemen, members of the Order of Railroad Telegraphers.	Employees	C.P.R. System	3,085	For increased wages and a change in working conditions.	Lt. Col. O. M. Biggar, (c) 4; J. B. Coyne, R.C., (e) 1; David Campbell, (s) 1.	Sept. 27, 1923	Oct. 27, 1923	The report was signed by the chairman and Mr. Coyne and contained recommendations with respect to the matters in dispute. Mr. Campbell submitted a minority report which was not acceptable to the employees, but through renewed negotiations, an amicable agreement was reached.
Jan. 1924	Canadian Pacific Railway Company and certain of its employees, being truckers, coopers, etc., employed on the West St. John Wharf, main-	Employees	St. John, N.B.	400	For increased wages and changed working conditions.				A representative of the department investigated the matter, and, through his mediation, an agreement was reached between the disputants, which resulted in a settlement reached without board procedure. The application was withdrawn by the employees.



<p>Jun 1924</p> <p>7.</p> <p>Members of the Brotherhood of Railway Clerks, Freight Handlers, Express and Station Employees.</p> <p>Canadian Pacific Railway Company and certain employees engaged in the operation of check-cars, etc.</p> <p>John Wharf, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.</p>	<p>St. John, N.B.</p>	<p>70</p>	<p>For increased wages and changed working conditions.</p>	<p>.....</p>	<p>.....</p>	<p>A representative of the department visited the locality, and negotiations between the disputants were renewed and a settlement reached without board proceedings. The application was withdrawn by the employees.</p>
<p>Jan. 1924</p> <p>21.</p> <p>Canadian Pacific Railway Company and its grain elevator employees at St. John, being members of Local 121, International Brotherhood of Association.</p>	<p>St. John, N.B.</p>	<p>77 dir. over 2,000 Indir.</p>	<p>For increased wages and changed working conditions.</p>	<p>.....</p>	<p>.....</p>	<p>At minister's suggestion further direct negotiations took place, which resulted in a settlement being reached without board proceedings.</p>

(b) STREET RAILWAYS

<p>Mar 1923</p> <p>8.</p> <p>Railway Commission and certain of its employees being street railway workers, members of Local Division No. 1, International Brotherhood of Street and Electric Railway Employees of America.</p>	<p>Brantford, Ont.</p>	<p>41 dir. 19 Indir.</p>	<p>For increased wages and changed working conditions.</p>	<p>J. G. O'Donoghue, K.C.; F. H. McGuigan, (S); James Simpson, (A).</p>	<p>May 2, 1923</p>	<p>The report was unanimous and was accompanied by an agreement signed by both parties to the dispute.</p>
<p>April 1923</p> <p>21.</p> <p>Ottawa Electric Railway Company and certain of its employees being members of Division 279, Amalgamated Association of Street and Electric Railway Employees of America.</p>	<p>Ottawa, Ont.</p>	<p>500 dir. 100 Indir.</p>	<p>For increased wages, shorter hours and changed working conditions.</p>	<p>F. T. Costello, (C); Geo. D. Kelley, (S); H.H. J. Burns, (A).</p>	<p>May 3, 1923</p>	<p>The report was signed by the chairman and Mr. Burns and contained resolutions to the effect that the dispute of the department, Mr. Kelley submitted a minority report. The board's findings were accepted by the employees, but not by the company. As a result of renewed negotiations the dispute was satisfactorily adjusted without cessation of work.</p>

## STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(2) TRANSPORTATION AND COMMUNICATION—Continued  
(b) STREET RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members of Board: (c) Chairman: (d) Employer: (e) Men:	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Aug. 16, 1923	British Columbia Electric Railway Company, Limited, and certain of its employees being members of the I. W. O. of M., Nos. 109 and 134. Amalgamated Association of Street and Electric Railway Employees of America.	Employees.	Vancouver, Victoria and New Westminster, B. C.	1,500.....	For increased wages and changed working conditions.	Alfred Myrick, (c) 4; Alex. G. McCandless, (d) 1; R. P. Pettipiece, (e) 1.	Aug. 22, 1923	Oct. 2, 1923	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.
Mar. 17, 1924	Cities of Port Arthur and Fort William, and their employees in street railway service, members of Division 96, Amalgamated Association of Street and Electric Railway Employees of America.	Employees.	Port Arthur and Fort William, Ont.	75 dir. .... 88 indir. ....	For increased wages.....	Hugh M. Pajor, (c) 3; John J. Jones, (d) 1; John Richard Pattison, (e) 1.	Mar. 22, 1924	.....	Proceedings unfinished at the close of the fiscal year.
Apr. 22, 1923	Shipping Federation of Canada and the Canadian Pacific Steamships, Limited, and certain workmen including elsewheres and coopers, members of Lodge No. 527, Brotherhood of Carpenters and Joiners of America, Freight Handlers, Express and Station Employees	Employees.	Montreal, Que. ....	500.....	For increased wages.....	E. McG. Quirk, (c) 4; Bernard Ross, (d) 2; J. G. O'Donoghue, K.C., (e) 1.	May 22, 1923	June 2, 1923	The report was unanimous and contained a recommendation as to settlement of the dispute. The award was accepted by the workmen, but rejected by the employers. No strike occurred.
Nov. 17, 1923	Various shipping companies trading to the Port of St. John, N. B., and certain of their employees being mem-	Employees.	St. John, N. B. ....	1,200.....	Against employees' demand for increased wages and changed working conditions.	E. McG. Quirk, (c) 4; Bernard Ross, K.C., (d) 1; Joseph McLeith, (e) 1.	Nov. 24, 1923	Dec. 3, 1923	The report was unanimous and contained recommendations as to settlement of the dispute, which both parties later expressed their willingness to accept.

(c) SHIPPING

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Dec. 1923	1, Various shipping companies trading to the Port of St. John, N. B., and certain of their employees being members of International Longshoremen's Association, Local 810 & Union).	Employers	St. John, N. B.	100	Against employees' demand for increased wages and changed working conditions	At minister's suggestion further direct negotiations took place, which resulted in a settle ment being reached without board pro ce dure.
Dec. 1923	3, Various shipping companies trading to the Port of St. John, N. B., and certain of their employees being mem bers of International Longshoremen's As sociation, Local 810 (Ship Liners).	Employers	St. John, N. B.	400	Against employees' demand for increased wages and changed working conditions.	At minister's suggestion further direct negotiations took place which resulted in a settle ment being reached without board pro ce dure.
Mar. 31, 1924	Various shipping com panies trading to the Port of Montreal, Que. and certain of their employees being mem bers of the syndicalized International Union of the Port of Montreal.	Employers	Montreal, Que.	3,000	Against employees' de mand for increased wages.	Proceedings unfinished at the close of the fiscal year.

(d) TELEGRAPHS

May 1923	Canadian National Tele graphs and all employ ees engaged in its com mercial telegraph ser vice and being mem bers of Canadian Na tional Telegraph Sys tem Division, N. B., Commercial Tele graphers' Union of America	Employees	Lines of the Cana dian National Telegraphs.	1,000 dis. 2,000 indir.	For increased wages	F. H. McGuigan (c) 3; F. H. Mackay, K.C. (e) 1; David Campbell, (a) 1.	June 18, July 25, 1923	The report was unanimous and was accompanied by a signed agree ment between the disputants.
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STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, etc.—Continued.

(3) MISCELLANEOUS  
LIGHT AND POWER

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of Members (c) Chairman; (s) Employer; (M) Men;	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Mar. 15, 1923	Winnipeg Electric Railway Company and certain members of the Gas Workers' Union of Winnipeg (Independent).	Employees	Winnipeg, Man.	2 dir. 48 indir.	Alleged unjust dismissals.	Rev. Dr. C. W. Gordon; (s) W. J. Fox; (M) R. S. Ward; (M) I.	April 12, 1923	June 11, 1923	The report was unanimous and included a statement signed by both parties to the dispute definitely disposing of the points at issue.
June 25, 1923	Toronto Electric Commissioners and certain of their employees and men and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch.	Employees	Toronto and vicinity	412 dir. 325 indir.	For increased wages and changed working conditions.	Colin G. Seider, K.C.; (s) J. J. (ret.) Donohue, K.C.; (M) I.	Aug. 1, 1923	.....	The board met in Toronto in August. Application was made by the Toronto Electric Commissioners to the Supreme Court of Ontario for an injunction to restrain the board from proceeding with its inquiry on the grounds that the provisions of the I. D. L. Act did not, under federal jurisdiction, extend to municipal employees and that the statute was unconstitutional. Proceedings of the Conciliation Board were stayed by an interim injunction granted on August 29 by Mr. Justice Orde, of the High Court Division, which restrained the board from interfering with the business of the Toronto Electric Commissioners. The board consisted of the compulsory powers conferred on such a board by Sections 30 to 38 of the Act, the board being limited in its powers to an investigation of a voluntary nature. A subsequent application for a permanent injunction against the board by the Toronto Electric Commissioners was, however, on December 15, refused by the trial judge, Mr. Justice Mowat. Mr. Justice Orde and Mr. Justice Mowat, judges of co-ordinate authority, having disagreed regarding a point of law, the case was referred to one of the appellate courts of the Dominion of Ontario, by which, shortly after

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the close of the fiscal year, it was dismissed, leave to appeal being then granted to the Toronto Electric Commissioners by the Judicial Committee of the Privy Council.

Aug. 11, 1923

July 25, 1923

F. W. Stewart, (C) 3; Bernard Rose, (B) 1; John T. Foster, (M) 1.

For increased wages and reclassification of certain classes of workmen.

1,000 dir., 1,800 indlr.

Montreal, Que.

Employees.

Montreal Light, Heat and Power Consolidated and certain of its employees being members of various unions and employed in the production and distribution of electricity and gas.

II.—DISPUTES NOT FALLING CLEARLY WITHIN THE SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The report was unanimous and contained recommendations as to settlement of the dispute, which were, however, rejected by the city authorities. No strike occurred.

April 24, 1923

Mar 26, 1923

H. Hoegor Judge F. M. J.; W. E. Fisher, (B) 1; T. Ross McKay, (M) 1.

Against reduction in wages and longer hours.

60 dir., 16 indlr.

Prince Rupert, B.C.

Employees.

Corporation of the City of Prince Rupert and certain of its employees being members of Civic Employees' Union, No. 20, Trades and Labour Congress of Canada.

Shortly after the application was received the dispute was adjusted by direct negotiations.

.....

.....

.....

Against decrease in wages, changed working conditions, etc.

64 dir., 8 indlr.

Calgary, Alta.

Employees.

Corporation of the City of Calgary and certain of its employees being policemen, members of Calgary City Police Association, No. 10, Federal Union, No. 10, Trades and Labour Congress of Canada.

July 13, 1923

Mar 13, 1923

May 2, 1923

## VALIDITY OF INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

As already mentioned in the opening paragraphs of this chapter, litigation arose during the year as the result of the refusal of the Toronto Electric Commissioners to recognize the authority of a Board of Conciliation and Investigation established under the Industrial Disputes Investigation Act to deal with a dispute between the commissioners in question and certain of their employees being linemen, groundmen and others concerned in the work of power transmission and distribution and being members of the Canadian Electrical Trades Union, Toronto Branch.

The application for the establishment of a Conciliation Board was made by the employees, the dispute being over a demand for increased wages and changed working conditions. A board was fully constituted, the member representing the employer being named, however, by the minister in the absence of a nomination from the Toronto Electric Commissioners, who had protested against the establishment of a board.

The board met in Toronto during the month of August, 1923. Application was made to the Supreme Court of Ontario by the Toronto Electric Commissioners for an injunction order to restrain the board from proceeding with its inquiry on the grounds that it was not within the jurisdiction of the Dominion Parliament to apply the Industrial Disputes Investigation Act to municipal employees. The application of the Toronto Electric Commissioners to the Court also disputed the validity of the statute.

The application of the Toronto Electric Commissioners was heard by Mr. Justice Orde, of the High Court Division of the Supreme Court of Ontario, and an interim injunction was granted on August 29, 1923, the judgment being to the effect that the board was restrained from interfering with the business of the commission, having no power to enter upon the premises of the plaintiffs or examine their works or exercise any of the powers conferred on such a board by section 38 of the Industrial Disputes Investigation Act. The board, moreover, had no authority to enforce the attendance of witnesses or the production of books, papers, etc., being limited in its powers to an investigation of a voluntary nature. The reasons for the judgment are given below.

## TEXT OF JUDGMENT OF MR. JUSTICE ORDE

Orde, J.:—By virtue of sections 16 and 17 of 1, Geo. V., chapter 119, and sections 34 (2) and 36 (1) of the Public Utilities Act, R.S.O., 1914, chapter 204, the plaintiffs are a body corporate charged with the duty of managing and operating the municipal electric light, heat and power works of the city of Toronto. That duty calls for the employment of a large number of men.

In June last representatives of certain of the plaintiffs' employees applied to the Federal Minister of Labour under the provisions of the Dominion Industrial Disputes Investigation Act, 1907, 6-7, Edward VII, chapter 20, for the appointment of a Board of Conciliation and Investigation. After some correspondence between the interested parties and the minister, the minister established a board, and, the plaintiffs declining to recommend any person for appointment as their nominee upon the board, the minister appointed one for them under paragraph 2 of section 8 of the Act. The present defendants constitute the board so appointed.

The plaintiffs at once took exception to the authority of the board and to the power of the Minister of Labour under the Act to appoint a Board of Conciliation and Investigation to enquire into matters concerning the operation by the plaintiffs of a public utility belonging to, or managed as a department of a municipality, or to interfere with the civil or municipal rights of the plaintiffs. The board refused to give effect to the plaintiffs' protest and issued an appointment to proceed with the enquiry. The plaintiff thereupon launched this action, and moved upon notice for an interim injunction, and after notice had been given by my direction to the Attorney-General of Ontario and the Attorney-General of Canada, pursuant to section 33 of the Ontario Judicature Act, the motion was very fully argued on the 27th instant.

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The writ by its endorsement claimed a declaration that the defendants are acting without lawful authority as a board under the Industrial Disputes Investigation Act and its amendments in respect of an alleged dispute between the plaintiffs and certain of their employees, and an injunction.

The points in issue are such that, notwithstanding their importance, it is impossible to postpone a decision upon them until the trial of the action. Mr. Duncan declined to consent to the motion being turned into a motion for judgment, but the intention of the board to proceed immediately with the enquiry necessitated a decision upon what is substantially the whole question involved, though given upon an interlocutory motion.

The question to be determined is whether or not the Industrial Disputes Investigation Act, 1907, with its amendments, was within the powers of the Parliament of Canada, having regard to the provisions of sections 91 and 92 of the British North America Act which divide the power to legislate between the Parliament of Canada and the legislatures of the respective provinces.

Counsel for the defendants does not contend that the subject-matter of the Act falls within any of the twenty-nine enumerated classes expressly assigned to the Dominion Parliament by section 91, but he says that it does not come within any of the sixteen classes exclusively assigned to the provinces by section 92 and that therefore it falls to the jurisdiction of the Dominion Parliament, under the residuary power given by the opening words of section 91, as a law made for the peace, order and good government of Canada, and he contends that, when so legislating, the Parliament of Canada may, as ancillary to the main subject-matters of the Act, enact laws which interfere with or override civil and municipal rights within the provinces.

The features of the Act to which objection is taken by the plaintiffs are to be found in those sections which interfere with civil rights and not in the innocuous sections which provide some means for settling industrial disputes. It is those provisions for conciliation and those alone that counsel for the defendant relies upon as falling within the residuary powers under section 91 and as justifying the ancillary coercive sections.

It may not be amiss to observe parenthetically that it is open to argument that legislation for the appointment of a board whose sole duty is to endeavour to adjust a dispute, but who are clothed with no coercive powers, and whose judgment or award has no binding effect, is not a "law" at all in the sense in which that word is used in sections 91 and 92 of the British North America Act. The same end might be attained by a mere resolution of the House of Commons or the Senate. Such a resolution could not affect civil rights, and I can see little practical difference between an Act of Parliament or of a provincial legislature merely appointing a body for that purpose, and a resolution passed by any deliberative body of men. A municipal council might do it, or any religious or fraternal body might do it, with as much force of law as the Act in question when stripped of all those provisions which interfere with civil rights or municipal powers. But it is not upon any such construction that my judgment is based. It may be that any act which the Canadian Parliament or a provincial legislature sees fit to pass is a "law" within the meaning of sections 91 and 92 of the British North America Act.

The Act in question is entitled "An Act to aid in the Prevention and Settlement of Strikes and Lockouts in Mines and Industries connected with Public Utilities."

The definition of "employers" by paragraph (c) of section 2 in effect limits the operation of the Act to those employing ten or more persons and who own or operate "any mining property, agency of transportation or communication, or public service utility, including, except as hereinafter prescribed, railways whether operated by steam, electricity or other motive power, steamships, telegraph and telephone lines, gas, electric light, water and power works."

The range of enquiry and investigation is to be found in the definition of "dispute" and "industrial dispute" in paragraph (e) of section 2—

"(e) 'Dispute' or 'industrial dispute' means any dispute or difference between an employer and one or more of his employees as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence); and, without limiting the general nature of the above definition, includes all matters relating to—(1) the wages allowance or other remuneration of employees, or the price paid or to be paid in respect of employment; (2) the hours of employment, sex, age, qualification or status of employees, and the mode, terms and conditions of employment; (3) the employment of children or any person or persons or class of persons, or the dismissal of or refusal to employ any particular person or persons or class of persons; (4) claims on the part of an employer or any employee as to whether and, if so, under what circumstances, preference of employment should or should not be given to one class over another of persons being or not being members of labour or other organizations, British subjects or aliens; (5) materials supplied and alleged to be bad, unfit or unsuitable, or damage alleged to have been done to work; (6) any established custom or usage, either generally or in the particular district affected; (7) the interpretation of an agreement or a clause thereof."

It is not easy to review all the provisions of the Act in detail. Its scheme is very simple. By section 5, whenever any dispute (as defined by section 2) exists between an employer (as so defined) and any of his employees which the parties cannot adjust, application may be made by either party to the minister for a Board of Conciliation and Investigation. Then follow provisions for the appointment of the board and for the procedure before it. The board's duties are to enquire into the matters in dispute and to "endeavour to bring about a settlement" and failing a settlement to report (sections 23 and 25). The board is not, however, a body of arbitrators, and its report and the findings and recommendations therein have no binding effect whatever, and cannot be enforced, unless the parties have expressly agreed to that effect (sections 62 and 64).

But it is certain coercive features of the Act to which exception is especially taken by the plaintiffs. The board is empowered to summon witnesses, including the parties to the dispute, to compel the production of books, papers and other documents, and to enter buildings and other premises for purposes of inspection, and to interrogate persons therein, and these powers are sanctioned by penalties for failure to attend or to give evidence or to permit inspection (sections 30, 32, 33, 36, 37 and 38).

Sections 56 to 59 contain extremely drastic provisions designed to preserve the *status quo* from the moment the minister grants the application for a board until it has made its report. Notwithstanding that the several contracts of employment may have come to an end, or be subject to cancellation for cause, neither the employers on the one hand nor the employees on the other can exercise their ordinary civil rights of bringing the engagement to an end, or of refusing to renew upon the same terms, if either party sees fit to apply for a Board of Conciliation, without subjecting themselves to serious penalties. Having in view the definition of "dispute" in section 2 (e), which includes, for example, "the interpretation of an agreement or a clause thereof," questions as to materials used, hours of employment, sex and age of employees and other matters going far beyond the mere question of wages, the far-reaching effect of the prohibitions contained in sections 56 to 59 will be appreciated. Once the reference to the board is made neither the employer nor the employee can put an end to the existing situation. The employee must still be retained in his employment and the employer must still pay the same wages, and the employee may not discontinue his employment, the result being that the civil rights of both parties to the dispute are seriously interfered with. Their hands are tied. They continue to be bound by a bargain which they never made until the board has made its report. It can hardly be suggested for a moment that these provisions are not a direct interference with the civil rights of the parties. That is particularly the case if the dispute is over "the interpretation of an agreement." An employer or employee who seeks the interpretation of an existing agreement may find that, instead of being able to go to the courts for a decision, he must await the report of the board, though that report cannot affect his legal rights in any way whatever. But in the meantime neither party can put an end to the contract on the ground of its alleged breach, or exercise any other civil right given him by the law of the province if it comes within the dispute submitted to the board.

Mr. Duncan justified all these provisions which interfere with the civil rights of the parties as being merely ancillary to the main purpose and object of the Act, namely, the settlement of industrial disputes and the prevention of strikes and lockouts, which, as he argues, comes within the authority reserved to the Parliament of Canada by section 91: "To make laws for the peace, order and good government of Canada in relation to all matters not coming within the classes of subjects by this Act assigned exclusively to the legislatures of the provinces". Assuming that the main purpose or object of the Act falls within the residuary power of Parliament under section 91, the judgment of the Judicial Committee in *City of Montreal v. Montreal Street Railway Co.*, (1912) A. C. 333, has made it clear that the provision at the end of section 91, which limits the provincial powers even in matters exclusively assigned to the provinces, applies only to the 29 enumerated classes of subjects assigned by section 91 to the Parliament of Canada and "that to those matters which are not specified amongst the enumerated subjects of legislation in section 91 the exception at its end has no application, and that in legislating with respect to matters not so enumerated the Dominion Parliament has no authority to encroach upon any class of subjects which is exclusively assigned to the provincial legislatures by section 92" (p. 343). Mr. Justice Duff, who was one of the three judges whose judgment was ultimately confirmed by the Privy Council in the Board of Commerce case (1920), 60 S.C.R., 456, at p. 508, makes this statement: "There is no case of which I am aware in which a Dominion statute, not referable to one of the classes of legislation included in the enumerated heads of section 91 and being of such a character that, from a provincial point of view, it should be considered legislation dealing with 'property and civil rights', has been held competent to the Dominion under the introductory clause".

The Act in question here, in my judgment, purports to interfere in the most direct and positive manner with the civil rights of employers and employees, and also with the municipal institutions of this province, both subject-matters of legislation exclusively assigned



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to the provinces by numbers 8 and 13 of the subjects enumerated in section 92. That the operation of an electric lighting, heating and power system for municipal purposes is within the competence of a provincial legislature was held by a Divisional Court in *Smith v. City of London* (1909), 20, O.L.R., 133, and the system is none the less a municipal one merely because it is operated by a commission having a separate corporate existence, but nevertheless a distinct department of the municipal government of the city of Toronto constituted by special legislation, for that purpose, of the provincial legislature. Municipal institutions and the provincial power to legislate in respect thereof are of course subject to encroachment by the exercise of the federal powers over the 29 subjects enumerated in section 91, but under the decision in the *Montreal case*, *supra*, no such encroachment can be justified when the Dominion Parliament is legislating under the residuary power.

If it is suggested that, by the provisions which impose penalties, and which subject both employer and employee to criminal prosecution for failure to observe the prohibitions imposed by the Act, it may be justified under the federal power to pass criminal laws, then I think the judgment of the Privy Council in the *Board of Commerce case*, where a similar contention was made, is applicable. Lord Haldane points out there that the Dominion Parliament cannot pass legislation interfering with provincial rights and attempt to justify it by ancillary provisions creating crimes: *In re Board of Commerce Act, 1919*, and the *Combines and Fair Prices Act, 1919*, (1922) 1 A.C. 191, at pp. 198 and 199.

The recent judgment of the Judicial Committee delivered on the 25th July last in the case of *Fort Frances Pulp and Paper Company v. Manitoba Free Press Co.* might lend colour to the suggestion that there may be cases, notwithstanding what was laid down in the *Montreal Street Railway case*, where in a "national emergency" the Parliament of Canada may have power to pass legislation under the residuary clause infringing upon provincial rights. If that is what is meant, the decision in the *Montreal Street Railway case* must be read with some qualification. Mr. Duncan urged that the prevention of strikes and lockouts was a matter of such national importance as to bring the *Industrial Disputes Investigation Act* within the principle enunciated by Lord Haldane in the *Fort Frances case* (assuming that it has enunciated a principle which departs from that laid down in the *Montreal Street Railway case*), but, whatever the power of Parliament may be to legislate expressly in the event of an existing or threatened nation-wide strike of such proportions as to constitute a national danger, I am unable to see how an Act of general application which may be invoked by 10 employees can be treated as having been passed to meet a "national emergency" in the sense in which the *Fort Frances* judgment uses that term. That judgment will require careful thought before giving it any application at variance with earlier decisions of the Judicial Committee, and it may be that the Judicial Committee justified the *War Measures Act, 1914*, as competent to the Dominion "under other powers which may well be implied in the constitution". As the judgment says: "It is clear that in normal circumstances the Dominion Parliament could not have so legislated as to set up the machinery of control over the paper manufacturers" which was there in question. Here there is nothing abnormal or necessarily of national importance in an industrial dispute or in a threatened strike or lockout, and the desire of the Dominion Parliament to prevent strikes and lockouts, however laudable it may be, and however effective the machinery devised for the purpose might be if Parliament were not hampered by a divided field of legislative power, cannot empower Parliament to invade either directly, or indirectly, under the guise of ancillary legislation, right, either given by the civil laws of the province or existing under the exclusive provincial authority, to legislate as to municipal institutions. I have not overlooked the decision in the *Province of Quebec, Montreal Street Railway Co. v. Board of Conciliation and Investigation* (1913), Q.R. 44, S.C. 350. The authority of that decision has been so affected by later decisions of the Privy Council that I do not see that it is binding upon me or that it is now a correct exposition of the law.

Counsel for the defendants raised the objection that there could be no ground for an interim injunction until the board took or threatened to take steps to put the coercive provisions of the Act into operation. But when asked if he would undertake on their behalf not to do so, he declined. I do not think that the plaintiffs are called upon to wait until the defendants are about to enter their works and have demanded the production of their books and documents before coming to the court. The granting of an interim injunction is, of course, a matter of discretion, but it calls for the exercise of a little common sense. I think the plaintiffs are entitled to assume that the board may see fit to exercise or put into force all or any of the coercive powers given to it by the Act, and are not bound to wait until the defendants are demanding admission at their front door.

Mr. Duncan also raised certain objections to the form of the action, urging that it was not a case of a declaratory judgment as claimed by the writ and that no action lay against the defendants. It will be for the trial judge to deal with the former objections, but I desire to point out that, if an action for an injunction lies against these defendants, it is of little practicable importance whether the plaintiffs ask for a declaratory judgment as to

the validity of the Act or not, if, in order to determine the right to an injunction or otherwise, the court must pass upon the constitutionality of the Act, or of some of its provisions. As to the defendants being proper parties, if they are claiming to exercise to the detriment of the plaintiffs, powers for which there is no legal sanction, the plaintiffs are clearly entitled to enforce their rights by injunction.

I ought to add that I have come to this conclusion with reluctance. I am of course merely dealing with the bald question of law which presents itself for consideration under the provisions of the British North America Act. It seems to be generally recognized that the Industrial Disputes Investigation Act has been a beneficial one and has facilitated the settlement of numerous disputes, and it is to be hoped that, whatever the ultimate decision as to its constitutionality may be, it will be found possible to pass legislation, either federal or provincial or both, which will maintain the efficiency of the scheme of the Act.

The plaintiffs press for an injunction restraining the defendants from performing any of the functions which they are called upon by the Act to perform on the ground that the whole Act is unconstitutional. I am not prepared upon a mere interlocutory motion to go that far; whether or not an innocent enquiry as to an industrial dispute, not fortified by any coercive power, is beyond the competence of the Canadian Parliament, I do not think it necessary at this stage to determine.

The injunction ought to go restraining the defendants from interfering in any way with the business of the plaintiffs and from entering upon the premises of the plaintiffs for the purpose of examining their works or exercising any of those powers given them by section 38. They have no power to enforce the attendance of witnesses, or the production of books, papers or other documents either by the plaintiffs or by anyone else who chooses to withhold them. Of course individual witnesses not parties to these proceedings get no technical protection from this judgment. What remains is that the powers of the Board of Conciliation are in my opinion limited to an investigation merely of a voluntary character. I think they have no power to enforce, by the means the Act has provided, any of the provisions which interfere with the liberty or freedom of the parties to contract, or the right to strike or lockout, or to carry on their respective businesses as they may see fit. I do not think sections 56, 57, 58 and 59 are effective. Those sections have really nothing to do with the immediate subject-matters of this interim injunction because the Conciliation Board does not necessarily enforce them; they are perhaps enforceable by anyone who chooses to lay any information. The board is, in my judgment, limited to the innocuous duty of investigating and making a report, but cannot put into force those drastic provisions of the Act which interfere with the civil and municipal rights or the rights of property of any party to the dispute. The injunction will continue until the trial, the question of costs being reserved to be disposed of by the trial judge.

Application for the issuing of a permanent injunction against the board was subsequently made by the Toronto Electric Commissioners and the case was heard by Mr. Justice Mowat, who delivered his judgment on December 15, 1923. The Act was found by him to be within the powers of the Dominion Parliament and the application for a permanent injunction was, therefore, refused.

#### TEXT OF JUDGMENT OF MR. JUSTICE MOWAT

This action is for a declaration that the defendants have no right to act as a Board of Conciliation and Investigation in respect of an alleged dispute between the plaintiffs and their employees, and is brought in the main to dispute the constitutional right of the Parliament of Canada to pass the Industrial Disputes Investigation Act (1907) generally, and in particular as it affects the relations between the Toronto Electric Commissioners, who are entrusted by statutes of the province of Ontario with the powers and duties of producing and controlling electrical power, and their employees.

The Act in question is challenged upon the ground that it interferes with the remitted powers of the province under section 92 of the British North America Act, as follows: subsection 8, municipal institutions in the province; subsection 13, property and civil rights in the province; subsection 16, generally all matters of a merely local or private nature in the province.

The scheme of the Industrial Disputes Investigation Act is to compel the parties to a threatened strike or lockout to meet together in conference in which both employer and employees may state their cases and differences, with a view that they may be, by conciliatory efforts, induced to come to a fair and amicable settlement of the dispute, so as to remove tense and disrupted relations, failing which the board is to make a report giving its information to the public. And it is empowered for this purpose to interfere with contracts in existence between the hirer and the hired, freedom of action while the discussions and proceedings are taking place, and incidentally to enter upon and inspect works and examine books and reports, so that all facts and circumstances may be disclosed.

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It may be conceded that the obligatory character of the Act in these respects is an invasion of the field of "property and civil rights," but it is urged on behalf of the Attorney-General for Canada and the defendants, the members of the Board of Conciliation appointed under the Act, that such requirements are necessary and that the effective or possible determination of industrial strife gives the Dominion Parliament power so to trench upon the subjects mentioned in subsections 8, 13 and 16 of section 92, in order that a law necessary for "the peace, order and good government of Canada" may be effectively administered and enforced.

Having come to the conclusion that the constitutional question raised is the all important one, I do not here deal with the evidence directed to that feature of the case which deals with the procedure leading up to the appointment of the Board of Conciliation which was made and the propriety of its appointment. In a general way I find that the requirements of the statute have been complied with.

I therefore pass on to discuss the constitutional point raised.

The question of industrial strife, together with its ramifications and the growth of labour unions, is vastly different from the condition existing at the time of the passing of the British North America Act in 1867, and the silence of the Act regarding "labour" and the absence of the specific allocation of that subject to the Dominion or the provinces is thus accounted for. But it may be observed that the question of labour has, for more than twenty years, been appropriated by the Dominion Parliament and Government. There is a Department of Labour, with a Minister of Labour in charge; periodical publications dealing with labour questions, the labour market, the current cost of living, and the employment of the military forces of Canada in the protection of property and the public safety where violent eruptions have occurred or may. This department has, by common consent of the provinces during this long period, been the principal administrative means of dealing with the question of eruptive industrial strife; and, while the fact of acquiescence does not settle a constitutional point of law, and if there is no authority for the taking over of labour problems by the Dominion, yet a declaration of the court that all such administrative actions are to cease, and inferentially that all the governments and their law officers have erred, or slept, should not be arrived at unless the law is clear.

Canada's constitutional problems have all found their way to the Judicial Committee of the Privy Council, whose members have taken enormous pains, from period to period, in their elucidation, and it is by the views of that tribunal that we are to be guided.

The allocation by the British North America Act of subjects to Dominion or provinces by general heads or titles, means overlapping and impingement and in *Citizens and Queen Insurance Companies v. Parsons* (1881) 7 A.C. 96, Sir Montague Smith says, (p. 107):—

"The scheme of this legislation, as expressed in the first branch of section 91, is to give to the Dominion Parliament authority to make laws for the good government of Canada in all matters not coming within the classes of subjects assigned exclusively to the provincial legislature."

And at pages 108, 109:—

"It is the duty of the courts, however difficult it may be, to ascertain in what degree, and to what extent, authority to deal with matters falling within these classes of subjects exists in each legislature, and to define in each case before them the limits of their respective powers. It could not have been the intention that a conflict should exist; and, in order to prevent such a result, the two sections must be read together, and the language of one interpreted and, where necessary, modified by that of the other. In this way it may in most cases be found possible to arrive at a reasonable and practical construction of the language of the sections so as to reconcile the respective powers they contain and give effect to all of them."

And per Lord Dunedin in *Grand Trunk Railway Company v. Attorney-General of Canada* (1907) A.C. 65 ("Contracting Out" case), at page 68:—

"First . . . there can be a domain in which provincial and dominion legislation may overlap, in which case neither legislation will be *ultra vires* if the field is clear; and secondly, that if the field is not clear, and in such a domain the two legislations meet, then the dominion legislation must prevail."

In *John Deere Plow Company Limited v. Wharton* (1915), A.C. 330, Viscount Haldane said, (pages 338, 339):—

"The language of these sections (91 and 92) and of the various heads which they contain obviously cannot be construed as having been intended to embody the exact disjunction of a perfect logical scheme. The draftsman had to work on the terms of a political agreement, terms which were mainly to be sought for in the resolutions passed at Quebec in October, 1864. To these resolutions and the sections founded on them, the remark applies. . . . If there is at points of obscurity in language, this may be taken to be due, not to uncertainty about general principles, but to that

difficulty in obtaining ready agreement about phrases which attends the drafting of legislative measures by large assemblages. It may be added that the form in which provisions in terms overlapping each other have been placed side by side shows that those who passed the Confederation Act intended to leave the working out and interpretation of these provisions to practice and to judicial decisions. . . . In discharging the difficult duty of arriving at a reasonable and practical construction of the language of the sections so as to reconcile the respective powers they contain and give effect to them all, it is the wise course to decide each case which arises without entering more largely upon an interpretation of the statute than is necessary for the decision of the particular question in hand. The wisdom of adhering to this ruling appears. . . . to be of special importance. When putting a construction on the scope of the words 'civil rights' in particular cases, an abstract logical definition of their scope is not only, having regard to the context of sections 91 and 92 of the Act, impracticable, but is certain, if attempted, to cause embarrassment and possibly injustice in future cases. It must be borne in mind in construing the two sections that matters which in a special aspect and for a particular purpose may fall within one of them, may in a different aspect and for a different purpose fall within the other. In such cases the nature and scope of the legislative domain of the Dominion or Province, as the case may be, have to be examined with reference to the actual facts if it is to be possible to determine under which set of powers it falls in substance and in reality".

It appears to me that "labour" legislation such as the Industrial Disputes Investigation Act is one of national concern. It is important that a close touch should be kept of the movements and variations of industrial strife and that this can best be done, as such strife existed in 1907 and until the present time, by the Federal Government. A general strike in Winnipeg in 1919 was only brought to an end through the voluntary efforts of the non-industrial citizens to break it, and to prevent the misery and underfeeding of children which seemed likely to ensue. All important labour unions in Canada were sympathetically affected by it from ocean to ocean, and if it had spread, as at one time feared, ruinous conditions would have ensued to trade and stable industry. In such a case provincial lines are obliterated and the provinces, not having the means of free and instant communication with each other, or for concert, could ill avert dominion-wide trouble. The simple local strikes which alone could have been in contemplation of the Fathers in 1864 and 1867, have given place to those of brotherhoods composed in some instances of hundreds of thousands, and dominion-wide in their operations and probably beyond the resources of each province to deal with. As was said by Lord Watson, in stating the opinion of the Judicial Committee in *Attorney General for Ontario v. Attorney General for the Dominion* (1896), A.C. 348, 361:—

"Some matters, in their origin local and provincial, might attain such dimensions as to affect the body politic of the Dominion, and to justify the Canadian Parliament in passing laws for their regulation or abolition in the interests of the Dominion, but great caution must be observed in distinguishing between that which is local and provincial . . . and that which has ceased to be merely local or provincial and has become a matter of national concern, in such sense as to bring it within the jurisdiction of the Parliament of Canada".

In *Russell v. The Queen* (1882) 7, A.C. 829 it was held that the restriction of intemperance was a matter of public order and safety although it infringed on property and civil rights. And this case, although the Attorneys-General were not represented, has been expressly reaffirmed in statements by the committee.

If such an ill as occasional overdrinking is subject to Dominion legislation, it must follow that the prevention of strikes by conciliation which conceivably might occasion the starving of the people should also be.

In the last case on the subject, it was held that regulation of the price of newsprint paper, upon which soothing and uninterrupted information might be written to quiet the nerves of the people racked by the Great War, but which was over when the regulation was passed, was within the powers of the Dominion, the Viscount Haldane saying: "No authority other than the central government is in a position to deal with a problem which is essentially one of statesmanship." *Fort Frances Pulp and Paper Co. v. Manitoba Free Press Co.* (1923), A.C. 695, 706.

The elements of "municipal affairs" and "matters of a merely local and private nature" come within the same reasoning.

I note that Mr. Justice Orde in this very case, reported 25 O.W.N. 64, heard a motion for an interim injunction upon material which substantially raised the same issue as that raised by the evidence at the trial before me and gave a considered judgment, reasoned with his usual clearness, coming to a conclusion differing from that to be gathered from what I have here said.

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The Ontario Judicature Act, section 32, declares that a judge cannot disregard or depart from a prior known decision of any other judge of co-ordinate authority on any point of law without his concurrence, and, as I have not that concurrence, although I have no reason to think it would not be given, I must say with reluctance, but to be formally correct, that I deem his decision to be wrong and the case of sufficient importance to warrant me in referring it, with the record and evidence before me, to one of the appellate divisions, together with the costs of action; and such reference is therefore made.

Owing to the difference of opinion between two judges of co-ordinate authority, the case was referred to one of the appellate divisions of the Supreme Court of Ontario, by which judgment was delivered on April 22, 1924, shortly after the close of the fiscal year. Since, however, the questions raised in these proceedings are of the highest importance, it is thought desirable to include in the present review the text of the judgment of the Appellate Division. The proceedings before the Divisional Court comprised a continuation of the trial on reference to this Court by Judge Mowat. The judgment of the Appellate Division was delivered by Mr. Justice Ferguson and dismissed the action with costs, including costs of injunction proceedings. The issue of the judgment and the order dissolving the injunction were, however, directed to be stayed for such time as was reasonably necessary to allow an appeal to be taken. The judgment of Mr. Justice Ferguson was concurred in by Chief Justice Mulock and by Mr. Justice Smith and Mr. Justice Magee. Mr. Justice Hodgins dissented and was of opinion that judgment should be entered for the Toronto Electric Commissioners.

The Attorney General of Canada and the Attorney General of Ontario, though not parties to the case, were represented by counsel, as the constitutional validity of an Act of the Parliament of Canada was in question.

#### TEXT OF DIVISIONAL COURT JUDGMENT

The judgment prepared by Mr. Justice Ferguson of the Divisional Court was as follows:—

Continuation of the trial on a reference to this court by Mowat, J., under section 32 of the Judicature Act., R.S.O., cap. 56, ss. 3 and 4, which read:—

"(3) If a judge deems a decision previously given to be wrong and of sufficient importance to be considered in a higher court, he may refer the case before him to a Divisional Court.

"(4) Where a case is so referred, it shall be set down for hearing, and notice of hearing shall be given in like manner as in the case of an appeal to a Divisional Court."

The plaintiffs are a Board of Commissioners appointed under sections 16 and 17 of I George V, chapter 119 (Ontario) (An Act respecting the City of Toronto), to manage the municipal electric light, etc., of the city of Toronto. They are a body corporate and have the duties and powers of commissioners under the Public Utilities Act, R.S.O. (1914), chapter 104. The defendants are a Board of Conciliation and Investigation appointed under and pursuant to the Industrial Disputes Investigation Act (1907) with all the powers conferred by that Act upon commissioners appointed thereunder for the purpose of investigating, reporting upon and bringing about a settlement between the plaintiffs and their employees. The Attorney General of Canada and the Attorney General of Ontario are not parties but appear pursuant to notice served upon them under section 33 of the Judicature Act, which provides that, where, in any action or proceeding, the constitutional validity of any Act of the Parliament of Canada or the Legislature of Ontario is brought into question, the same shall not be adjudged invalid until after notice has been served upon the Attorney General for Canada and the Attorney General for Ontario; also that the Attorney General for Canada and the Attorney General for Ontario shall be entitled as of right to be heard either in person or by counsel, notwithstanding that the Crown is not a party to the action or proceeding.

The plaintiffs plead that the Industrial Disputes Investigation Act is not within the powers conferred on the Parliament of Canada by the British North America Act, because (1) it deals with property and civil rights in the province, subjects (class 13) exclusively assigned to the provincial legislatures by section 92 of the British North America Act; (2) it interferes with municipal institutions, one of the classes of subjects (class 8) exclusively assigned to the provincial legislatures by section 92 of the British North America Act; (3) it is an interference with a local work or undertaking, subjects (class 10) exclusively assigned to provincial legislatures by section 92 of the British North America Act.

The plaintiffs ask the following relief: (1) a declaration that the defendants are, without lawful authority, acting as a Board of Conciliation and Investigation into alleged disputes between the plaintiffs and certain of their employees; (2) an injunction restraining the defendants and each of them from proceeding with the investigation, or, in the alternative, for a perpetual injunction in the terms of an interim injunction granted herein by the Hon. Mr. Justice Orde.

Before pleading, the plaintiffs applied for and obtained from Mr. Justice Orde, sitting in Weekly Court, an interim injunction restraining the defendants, until the trial, from interfering with the business of the plaintiffs, from entering upon the premises of the plaintiffs, from examining the plaintiffs' work or employees upon the plaintiffs' premises, and from exercising any of the compulsory powers contained in sections 30 to 38 of the Industrial Disputes Investigation Act, and from interfering in any way with the property and civil rights or the municipal rights of the plaintiffs.

The interim injunction was not granted merely because the learned judge who made the order was of opinion that sufficient had been shown to entitle the plaintiffs to have the rights of the parties determined by a trial before the proposed investigation was proceeded with. His reasons for making the order make it clear that, after a careful review and consideration of the authorities, he was of opinion that the Industrial Disputes Investigation Act is *ultra vires* of the Parliament of Canada. The trial judge, being of a different opinion, considered the interim injunction order granted by Mr. Justice Orde and his reasons therefor a decision previously given within the meaning of section 32 of the Judicature Act entitling and requiring him to refer the question raised to the Appellate Division for their decision.

It is not, I think, necessary for the decision of the case at bar to pass upon the constitutional validity of any sections or provision in this Act which do not deal with the powers of the board, and consequently it is not necessary to consider the constitutional validity of sections 56 to 61, which deal with strikes and lockouts prior to and pending a reference to a board of enquiry.

I am of opinion that, while sections 30, 36 and 37 of the Act confer on the board compulsory powers which trench upon property and civil rights, and authorize the board to inquire into industries that are in some cases local works carried on by municipalities, yet my opinion is that, according to the "true nature and effect of the enactment," "its pith and substance," the legislation is not law in relation to "municipal institutions" (8), local works (10), property and civil rights (13), matters purely local (16), as these words are used in subsections 8, 10, 13 and 16 of section 92 of the British North America Act, but is legislation to authorize and provide machinery for conducting an inquiry and investigation into industrial disputes between certain classes of employers and their employees, which disputes in some cases may, and in other cases will, develop into disputes affecting not merely the immediate parties thereto, but the national welfare, peace, order and safety, and the national trade and business.

The purpose of the inquiry authorized by the Act is, I think, three-fold: (1) the regulation of trade and business by preventing the interruption of trade and commerce necessarily incident to delaying, hindering, interrupting or stopping the operation of mines or public utilities; (2) the promotion and protection of national public peace, order and safety by (a) confining the dispute to a limited district, or bringing about a settlement, (b) by informing the public in reference to the cause and nature of the dispute, (3) by bringing to bear upon the parties intelligent public opinion, and through that agency preventing the breaking out and spreading of strikes or lockouts and the disturbances, rioting and breaches of the peace and criminal law which, it is common knowledge, frequently follow the stopping, by strike or lockout, of the operation of mines, agencies of transportation or communication and public service utilities which furnish such necessities as light, heat and power.

Counsel for the defendants and the Attorney General for the Dominion submitted that, as, according to its "true nature and effect," its "pith and substance," and its title, the Act here in question is legislation in reference to industrial disputes, and as the Imperial Parliament, in the Australian Constitution Act, (63-64) Victoria, recognized and treated industrial disputes as presenting an aspect of peace, order and good government that required special legislative treatment (see section 51 of the Australian Act), we may and should hold that the legislation does not fall within any of the classes enumerated in section 92 of the British North America Act. Basing his argument on the foregoing submission, and on a statement of the Judicial Committee in *Russell v. The Queen*, 7 A.C., at p. 836, and another statement in the *Alberta Insurance case* (1916), 1 A.C. 588 at 595, counsel for the Dominion urges that the legislation here in question is valid because it is a class of legislation not covered by or included in any of the classes enumerated in section 92 of the British North America Act.

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The statements of the Judicial Committee relied upon for this proposition, read (*Russell v. The Queen*, p. 836):—

"The first question to be determined is, whether the Act now in question falls within any of the classes of subjects enumerated in section 92, and assigned exclusively to the legislatures of the provinces. If it does, then the further question would arise, viz., whether the subject of the Act does not also fall within one of the enumerated classes of subjects in section 91, and so does not still belong to the Dominion Parliament. But if the Act does not fall within any of the classes of subjects in section 92, no further question will remain, for it cannot be contended, and indeed was not contended at their Lordships' bar, that, if the Act does not come within one of the classes of subjects assigned to the provincial legislatures, the Parliament of Canada had not, by its general power 'to make laws for the peace, order and good government of Canada,' full legislative authority to pass it."

(The Alberta case, p. 595):—

"It must be taken to be now settled that the general authority to make laws for the peace, order and good government of Canada, which the initial part of section 91 of the British North America Act confers, does not, unless the subject-matter of legislation falls within some of the enumerated heads which follow, enable the Dominion Parliament to trench on the subject-matters entrusted to the provincial legislatures by the enumeration in section 92. There is only one case, outside the heads enumerated in section 91, in which the Dominion Parliament can legislate effectively as regards a province, and that is where the subject-matter lies outside all of the subject-matters enumeratively entrusted to the province under section 92. *Russell vs. The Queen* is an instance of such a case."

Counsel for the plaintiffs and the Attorney General for Ontario submit that the legislation here in question trenches upon the classes of legislation enumerated in subsections 8, 10, 13 and 16 of section 92, and that the Dominion Parliament may not trench on any class enumerated in section 92, except to legislate in respect of a class enumerated in section 91, and for the later submission they rely upon the statements quoted by Mr. Justice Orde, from *Montreal v. Montreal* (1912), A.C. 333; the opinion of Mr. Justice Duff in the Board of Commerce case, 60 S.C.R. 456 at 508; the statements in Attorney General for Ontario v. Attorney General for the Dominion (1896) A.C. 348 at 360; the first sentence I have quoted from the Alberta case (*supra*). The plaintiffs and the Attorney General for Ontario further submit that *Russell v. The Queen* is not now regarded as authority for the statement that Dominion legislation which trenches upon any of the classes enumerated in section 92 can be supported on the peace, order and good government clause of section 91 without aid from one or more of the classes enumerated in section 91, and in support of this proposition they refer to a statement appearing at pages XIX and XX, *Cameron's Canadian Companies in the Judicial Committee*.

Though in the view I have taken it is not necessary to rest my judgment upon the meaning and effect of the authorities cited for and against the proposition stated by counsel for the defendants and the Attorney General for the Dominion, I think it proper to say that I am not convinced that the point raised has been yet decided. As I read *Russell v. The Queen*, there is much in the reasons for the result in that case to support the view that the right of the Dominion to enact the legislation there in question could be and was supported by reference to and on the power of the Dominion to legislate in reference to public wrongs and criminal law and trade and commerce, rather than on power to legislate in reference to an unenumerated subject. I am also of the opinion that the decision on this point was not necessary to the determination of the Alberta Insurance case (*supra*), and as I read the Montreal case, it decided only that the power to regulate rates and traffic on connecting provincial lines was not necessarily incident to the regulation of rates and traffic on Dominion railways. In the Board of Commerce case, Mr. Justice Duff's statement does not take the form of a pronouncement on a point necessary to the decision of the case he was considering.

In the Distillers and Brewers case (1896) A.C. at 360, the Committee states the proposition as it is stated by Mr. Justice Duff in the Board of Commerce case, and yet in the same case accepts and treats *Russell v. The Queen* as rightly decided.

After a careful perusal of the authorities, I am unable to reconcile the cases or the two propositions in the statement I have quoted from the Alberta Insurance case, unless it be that the legislation in *Russell v. The Queen* did not, in the opinion of the Judicial Committee, even trench upon any of the powers conferred upon the provinces by section 92, or unless it be that the opinions of the Judicial Committee in *Russell v. The Queen*, and in the Fort Frances case (1923), A.C. 695, are founded upon the proposition that, where a condition arises in which the peace, order and welfare of the Dominion as a whole is affected and that condition cannot be effectively met, controlled and regulated by provincial legislation, the Dominion Parliament has power to legislate under the peace, order and good government clause of section 91 even if in so doing it trenches upon some of the

classes enumerated in section 92. While there are statements in the reasons for judgments in the Russell case and the Fort Frances case which appear to support the last proposition, it is not, I think, clear that the proposition was necessary to the decision of either case or that it is laid down in either case.

In the absence of clear and binding authority requiring me to do so, I am not prepared to hold that such a wide and far reaching power must, can or should be implied in order to give effect to the agreement which the Imperial Parliament embodied in the British North America Act. I incline to the view that if the Russell case is not supported by reference to subsection 27 of section 91, criminal law, and subsection 2, trade and commerce, then it must be taken to have been determined on a finding that the legislation did not in fact trench upon any class enumerated in section 92 and that the Fort Frances case is based upon a finding of such an abnormal condition that the necessities of the situation demanded, required and justified the implying of an overriding power to legislate so as to meet, regulate and control an abnormal condition amounting to a great national emergency, in which the safety of the nation as such was threatened.

For these reasons I am of opinion that the weight of authority is in favour of the proposition that, except in conditions involving the very safety of the Dominion as a political entity, the Parliament of Canada may not in its legislation trench upon any of the subjects enumerated in section 92, unless such legislation, according to its pith and substance, is legislation in relation to a class of legislation enumerated in section 91 of the British North America Act.

Counsel for the Attorney General for the Dominion and the defendants submit that, if the legislation cannot be supported as not falling within or trenching upon any of the classes enumerated in section 92, it can and should be supported as legislation in respect of one or more of the classes enumerated in section 91 of the British North America Act.

The wording of section 91 of the British North America Act makes clear that legislation which comes within any of the enumerated classes of section 91 is within the power of the Dominion Parliament, and numerous cases, many of which are quoted in the latest pronouncement of the Judicial Committee in *re Reciprocal Insurance* (1924), 1 D.L.R. 789 at 795, establish that the class of legislation is determined by reference to "its true nature and character," "its pith and substance," "its paramount purpose."

I have already expressed my opinion as to "the true nature and character of the legislation," "its pith and substance," "its paramount purpose," and that brings me to the inquiry: Does legislation of that nature fall within any of the enumerated classes of section 91? In such an inquiry, two classes suggest themselves. They are:—

- (1) The regulation of trade and commerce (section 91, class 2).
- (2) The criminal law, except the constitution of courts of criminal jurisdiction (section 91, class 27).

The meaning of "trade and commerce" as used in the section has been considered in a number of cases. These cases are collected and discussed in Cameron's Canadian Constitution, pages 75 to 78, and while the scope of this power of the Dominion to regulate trade and commerce is not defined or determined by any of the cases considered, it was said in *Citizens v. Parsons*, 7 A.C. 96, that: "the words include the political arrangements in regard to trade requiring the sanction of Parliament, regulation of trade in matters of interprovincial concern, and it may be they would include general regulation of trade affecting the whole Dominion."

The scope of class 27 was considered in *Attorney General for Ontario v. Hamilton Street Railway*, 1903, A.C. 524, and in that case the Judicial Committee said that the words "criminal law" meant "criminal law in its widest sense."

While it may be argued that regulations in reference to trade and commerce mean regulations defining how or in what manner articles or commodities shall be dealt or traded in rather than regulations in reference to the production thereof, and that the object of the investigation is to prevent the interruption of production rather than interruption of trading in commodities produced, I am of opinion that the "employers" named in subsection (c) of section 2 of the Industrial Disputes Investigation Act are dealers and vendors in articles of trade and commerce, as well as producers thereof, and that the legislation here in question may be read as being legislation to prevent the shutting down and the stopping of plants and industries which vend and deal in articles of trade and commerce, which, by reason of their very nature, are of national importance. It cannot be disputed that to deprive the city of Toronto of electric power on which it depends for light, heat and power is to disturb and hinder the national trade and commerce and to endanger public peace, order and safety.

As to criminal law, it may be argued that criminal law means only law defining crimes and fixing punishments therefor. It is to be noted that section 91 of the British North America Act does not confine the power of the Dominion to making criminal law, but that the power extends to making law in relation to the criminal law. My view is that the power to make law in relation to the criminal law in its widest sense, includes power to make laws a paramount purpose of which is the prevention of public wrongs and crime, and the



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maintenance of public safety, peace and order, and that the power of defining what shall constitute a crime, and providing for punishment, is only a part of the power conferred on the Dominion Parliament by class 27, section 91, of the British North America Act.

Industrial disputes are not now regarded as matters concerning only a disputing employer and his employees. It is common knowledge that such disputes are matters of public interest and concern, and frequently of national and international importance. This is so, not because the disputes may result in many plants being shut down, or tens, hundreds and even thousands of employees drawing strike pay instead of wages, but because experience has taught that such disputes not infrequently develop into quarrels wherein or by reason whereof public wrongs are done and crimes are committed, and the safety of the public and the public peace are endangered and broken, and the national trade and commerce is disturbed and hindered by strikes and lockouts extending, not only throughout the Dominion, but frequently to the United States, where most of our trade unions have their headquarters. Being of opinion that the Act is not one to control or regulate contractual or civil rights, but one to authorize an inquiry into conditions or disputes, and that the prevention of crimes, the protection of public safety, peace and order and the protection of trade and commerce are of the "pith and substance and paramount purposes" of the Industrial Disputes Investigation Act and of the enquiry authorized and directed thereby, I think the legislation may and should be supported on the powers conferred upon the Dominion Parliament by section 91, British North America Act, to make laws "in relation to" "the regulation of trade and commerce," and to make laws "in relation to" "the criminal law" "in its widest sense," even though it does not enact a criminal law or a law defining how or in what manner trade and commerce shall be carried on. See Russell v. The Queen, 7 A.C. 829, in which the Judicial Committee, referring to the Canada Temperance Act, said (p. 839):—

"Laws of this nature designed for the promotion of public order, safety or morals, and which subject those who contravene them to criminal procedure and punishment, belong to the subject of public wrongs rather than to that of civil rights. They are of a nature which fall within the general authority of Parliament to make laws for the order and good government of Canada, and have direct relation to criminal law, which is one of the enumerated classes of subjects assigned exclusively to the Parliament of Canada. . . . Few, if any laws, could be made by Parliament for the peace, order and good government of Canada which did not in some incidental way affect property and civil rights, and it could not have been intended, when assuring to the province exclusive legislative authority on the subject of property and civil rights, to exclude the Parliament from the exercise of its general powers whenever any such incidental interference would result from it. The true nature and character of the legislation in the particular instance under discussion must always be determined in order to ascertain the class of subject to which it really belongs."

I would dismiss the action with costs including costs of injunction proceedings, but would stay the issue of the judgment and the order dissolving the injunction restraining the defendant from proceeding with the enquiry for such time as is reasonably necessary to allow an appeal to be taken.

SMITH, J. A.: I agree.

MAGEE, J. A.: I agree.

MULOCK, C. J. O.: I agree with my brother Ferguson that the impugned portion of the legislation in question is legislation within the competency of the Dominion Parliament under its powers to make laws for the peace, order and good government of Canada in relation to the regulation of trade and commerce, and therefore think the action should be dismissed with costs.

## DISSENTING OPINION OF MR. JUSTICE HODGINS

HODGINS, J. A.: This matter comes before us in the form, first, of an appeal by the defendants, members of a Conciliation Board appointed under the Industrial Disputes Investigation Act, 1907, and amendments, from an order of Mr. Justice Orde, and, second, for judgment in the action which was referred to this court by the trial judge, Mr. Justice Mowat, pursuant to section 32 of the Judicature Act.

It is to be doubted whether the last-mentioned section is applicable, as the order of Mr. Justice Orde merely continued an injunction in this action until the trial. It is true that he expressed an opinion upon the Industrial Disputes Investigation Act, from which the trial judge differed, but this view was given on an interlocutory application and upon certain facts disclosed in affidavits. This was, in my judgment, not binding upon the trial judge at the trial of the action where certain other facts, pro and con, were adduced in evidence, and therefore was not such a decision as would bring the case within that section. But as the

appeal from the order, and the argument on the merits of the action, involved the same question as to the constitutionality of the Act referred to and its amendments, it is not necessary to say more on this point.

It was suggested during the argument that, as the Act was passed in 1907, it must be viewed and judged in relation to the industrial and social conditions which existed at that date, irrespective of what has happened since. Whether or not the existence of these conditions, either the earlier or the later, prove to be of importance upon the question of constitutionality, it is the fact that the Act was amended in 1910, 1918, and 1920. If, therefore, the question of *intra vires* or *ultra vires* depends in any way upon what was happening or had happened in the Dominion, it would seem reasonable that the action of Parliament in those years should be regarded as an affirmation by it of the Act of 1907 as applicable to national conditions existing when the amendments were made. This consideration cannot be left out of sight if, as I have said, such earlier or later events are of importance in considering the legal validity of the Act.

It was urged on behalf of the defendants, and by counsel for the Attorney General of Canada, that Parliament could enact statutes, under the general power given to it to be exercised for the "peace, order and good government" of Canada, provided these statutes were not enacted directly "in relation to" civil rights, but in relation to what was called "industrial strife," a subject not mentioned in 1867 and so not attributed by the British North America Act either to the provinces or to the Dominion. But industrial strife, as explained in the argument, is nothing more than the result of the misuse or undesirable use of the civil right to cease work or to cease the operations of various businesses, singly or in concert, with the consequences resulting therefrom which are generally known as strikes or lockouts. This argument is therefore practically an endeavour to define jurisdiction by attempting to invent a new field, which, when examined, is found to be only a department of, or development in, one of those mentioned as exclusively possessed by the provincial legislature. But the argument took a wider and more plausible range. It was said that the Act, when examined in the light of the evidence adduced, dealt with a subject which transcended or might easily transcend provincial limits and was in fact one of Dominion-wide aspect. The evidence discloses, what is well known, that strikes and lockouts, while arising in defined localities, are, owing to the highly organized methods of modern labour, likely to spread and have indeed in some instances spread among allied and sympathetic trades and businesses. This, it is said, enlarges the field to be covered by legislation so as to make it imperative to the peace, order and good government of the Dominion that Parliament should take command of the situation and provide against a probable spread of industrial strife and consequent dislocation of business which might extend throughout the whole country. No one can deny that these consequences may follow from certain labour disputes, nor if they do occur are the disastrous results forecast to be minimized. Indeed, it is conceivable that there may arise conditions in connection with this subject which might give great force to the contention that the peace, order and good government of the Dominion demanded that Parliament should use the general powers given to it by the British North America Act. It was also urged that these might rise to such a height as to be comparable to other contingencies, such as war, famine or rebellion, which, as indicated in the Board of Commerce case, (1922) 1 A.C. 191, and in the Fort Frances case, (1913) A.C. 695, might justify such action.

It is necessary, therefore, to consider whether this statute can be supported under (1) emergency, (2) as dealing with a matter of general Canadian interest and importance, and (3) whether under any enumerated head of jurisdiction it has been validly enacted. It must be premised that, as railways, steamships, telegraph and telephone lines are included in the definition of "employer," what follows is limited to the effect of the Act in relation to the respondents, a commission operating locally and formed by provincial authority.

To deal first with the emergency argument. Evidence in this case does not disclose that such an emergency had arisen in 1907 or in the later years mentioned (though a sympathetic strike in another province is shown), nor that it is to be definitely apprehended at present or at any particular time, nor is the legislation framed so as to come into operation only when these abnormal conditions have arisen or these consequences are imminent. This form of legislation is said to be convenient and not unusual and to be open to the appropriate legislature—See *Russell v. The Queen* (1882), 7 A.C. 829, 835. Reasonable fear that these extraordinary circumstances might arise in this country would seem to indicate that much more drastic and effective legislation than the present would be necessary to cope with them. The present statute is not, when examined, based upon either condition, but upon the normal working of industrial relations, which often require time and patience and some restraint, to afford protection against dislocation or disturbance in the usual conduct of business as between employer and employees. It is essentially a sedative measure, and is not in any way designed to meet serious emergencies. It must be judged upon what it deals with in fact, and upon what is its effect in so dealing. What is referred to as the true nature and character of the legislation has hitherto been sought in the enactment itself and not in the

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desirability of the end which it is intended to accomplish, considered apart from its actual operation and legal effect. It is what it really does, and the means used, that determine whether the purpose has been achieved in a constitutional manner. If it passes over the line and invades provincial jurisdiction, then to that extent it must be invalid unless it comes within one or more of the enumerated matters attributed to the Parliament of Canada or there is shown to have transpired such a Dominion-wide condition of affairs as would necessarily compel the conclusion that the peace, order and good government of the whole country require its enactment in the interests of the whole Dominion. Such a condition was exemplified in the Board of Commerce (1922), 1 A.C. 191, and the Fort Frances case (1923), A.C. 695, and is discussed in relation to a threatened railway strike in the United States, in *Wilson v. New*, 243 U.S. 332, and as to the housing difficulty in *Block v. Hirsch*, 256 U.S. 136.

In both the Canadian cases "special circumstances such as those of a great war," "highly exceptional circumstances," "sudden danger to social order," "exceptional cases" (such as war), "special circumstances of national emergency which concern nothing short of the peace, order and good government of Canada as a whole" are the phrases used to illustrate the meaning of an emergency such as justifies calling into operation the ultimate power residing in the peace, order and good government clause. The special and exceptional conditions of national emergency do not seem to exist in fact, and the apprehension that they may and will arise in the future will be better considered under the second head.

This second head needs a more detailed consideration of the Act itself. Its intent is described in the words of the Deputy Minister of Labour in 1902, as "carrying as far as possible the principal of voluntary conciliation, but substituting for a compulsory arbitration, with its coercive penalties, the principal of compulsory investigation, and its recognition of the influence of an informed public opinion upon matters of vital concern to the public itself."

Its legal effect may be said to be the creation of a tribunal with such coercive powers as will enable it to investigate a local industrial dispute and to make a report upon the facts found by such investigation, but without authority to enforce or apply to the parties the recommendation or findings of that report.

It seems to fall naturally into four main divisions. It defines industrial disputes and the parties thereto; it enables either party to the dispute to create a Board of Conciliation either by the co-operation of the other party or through the intervention of the Minister of Labour, or by the minister, without any application, under certain circumstances; it compels the maintenance of the *status quo* as between employers and employees pending the action of the board; and finally it vests in the board certain coercive powers over the parties to the dispute and their affairs and imposes penalties for disobedience to the board's exercise of these powers or for disregard of the provisions of the statute. When the board has accomplished its work and made its report to the minister, the legislation carries the matter no further and publicity is the only restraining force set in motion by the carrying out of the Act. The statute is limited in its operation to certain industries, namely, mines and those connected with public utilities, most of which are usually local and provincial.

"Dispute" and "industrial dispute" are defined as: "any dispute or differences between an employer and one or more of his employees, as to matters or things affecting or relating to work done or to be done by him or them, or as to the privileges, rights and duties of employers or employees (not involving any such violation thereof as constitutes an indictable offence)."

This is amplified by some further definitions so as to include, among other things, disputes as to wages, hours of employment, age, sex, qualification or status of employment and the mode, terms and conditions of employment, the dismissal of or refusal to employ any person or class of persons, as to materials alleged to be bad or unsuitable, and the interpretation of an agreement or a clause thereof.

Strikes and lockouts are defined as concerted cessation of work by employees or concerted refusal by employers to continue to employ any number of employees, provided, in each case, that this is done as a means of compulsion to accept terms of employment.

It is provided that no dispute shall be referred to a board where the employees affected are fewer in number than ten (section 21), and by section 6 the minister is obliged to establish the board if satisfied that the provisions of the Act apply. How he is to satisfy himself that there are at least ten persons affected is not stated.

Section 30 is as follows:—

"For the purpose of its inquiry the board shall have all the powers of summoning before it, and enforcing the attendance of witnesses, of administering oaths, and of requiring witnesses to give evidence on oath or on solemn affirmation (if they are persons entitled to affirm in civil matters) and to produce such books, papers or other documents or things as the board deems requisite to the full investigation of the matters into which it is inquiring, as is vested in any court of record in civil cases.

"2. Any member of the board may administer an oath, and the board may accept, admit and call for such evidence as in equity and good conscience it thinks fit, whether strictly legal evidence or not."

By sections 36, 37 and 38, failure to attend and produce books, documents, etc., refusal to give evidence, contempt of or in the face of the board and the hindering or obstruction of the board or any person authorized by it in entering premises where work is carried on and in interrogating persons therein are made offences punishable by the imposition of a money penalty to be enforced by proceedings under Part XV of the Criminal Code.

By section 56, strikes or lockouts are made unlawful prior to or during a reference to the board.

Section 57 is in part as follows:—

"Until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the registrar to both the parties affected, neither of those parties shall alter the conditions of employment with respect to wages or hours, or on account of the dispute do or be concerned in doing, directly or indirectly, anything in the nature of a lockout or strike, or a suspension or discontinuance of employment or work, but the relationship of employer and employee shall continue uninterrupted by the dispute, or anything arising out of the dispute."

Any violation of these provisions subject the party offending to a fine to be recovered by proceedings under Part XV of the Criminal Code.

The salient features objected to are, therefore:—

(1) Compelling the parties, pending the making of the report, to abstain from anything altering their conditions of employment with respect to wages or hours, or from doing or being concerned in doing anything directly or indirectly in the nature of a lockout or strike or a suspension or discontinuance of employment or work, or in other words compulsion to maintain and not to terminate the relationship of employer and employee and to continue such relationship without any alteration of wages or hours.

(2) Compelling the parties to give evidence on oath and to produce their books, papers and documents in the same way and to the same extent as may be insisted on by any court of record in civil cases, and the evidence which the parties may be so compelled to give is not limited to such evidence as is legal evidence by the law of the province.

(3) Empowering the board and any persons authorized by them to enter the employers' premises and to inspect and view the work, material or machinery, etc., therein and to interrogate any person therein.

(4) These powers are not limited in their effect to the immediate parties to the dispute which is to be investigated. They deal with parties "affected" by the dispute, though not then actively concerned in it, and by sections 30, 32, 34, 35, 36, 37, 38 and 60, individuals, who need not be employers or employees, or affected by the dispute, are liable to be summoned, examined by the board and punished under the Criminal Code for so-called offences against its authority.

(5) The Act, by section 6, prohibits recourse to any court in the province, *inter alia*, to restrain the proceedings of the board.

(6) All the powers of the board and disobedience to the coercive provisions of the Act are reinforced by the imposition of penalties which are recoverable under the Criminal Code.

Broadly speaking, the fundamental and I think obvious objection to the sections of the Act which I have mentioned is that they attempt to compel employers and employees in each province to exercise, or abstain from exercising, their civil rights in the way Parliament desires and to suffer interference with their property and its enjoyment as therein provided, and to submit to inquiry, inspection and compulsion in connection therewith while denied access to the courts, although power is taken to interpret their agreements and contracts. And those not concerned in the dispute are made liable to be summoned, put on oath, interrogated and punished if necessary. The question is whether regulation and alteration of civil rights, or invasion of property rights, in this way, in order to bring about a uniform and desirable way of dealing with industrial disputes, while admirable in purpose, can be effective notwithstanding that the exercise in the province of these rights is committed to its care and forms part of its enumerated jurisdictions, and whether that control and interference is not in this case extended to those exercising what are really municipal functions.

The Act, not being predicated upon unusual industrial conditions or a national emergency, is sought to be justified as involving matters of "general Canadian interest and importance," an expression borrowed from Lord Watson. It is to be observed that its whole purpose is served if the dispute is suspended and hung up for a short time, till the board can ascertain the facts and make its report, after which the Act fails to provide for any sort of action in case the suggested consequences ensue. Is it possible, in the face of the views expressed by the Judicial Committee, to hold this particular statute, which

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so plainly invades the specified domain of provincial legislation, yet deals with something so widespread and its reaching as to be a subject constitutionally proper for Dominion legislation, as coming within the expression "a still wider and legitimate purpose," which may properly be based on the provision regarding peace, order and good government?

Looking at the Act as a whole, it is clear that, in the absence of its compulsory provisions, both those coercive in their character and those imposing penalties, the working of the Act would be completely ineffectual.

A consideration of the cases decided from 1896 down to the present time leads me to think that, if governed literally by what is said in them, the question is not open. But in reality what is raised here has not to my mind been definitely considered in its present aspect and may require further examination.

That question is whether, when a subject is considered and it is found that its nature and characteristics make it desirable, as well as suitable, in the interest of the whole community, that it should be dealt with by some national measure, legislation to that end can be supported under the power to legislate for the peace, order and good government of the Dominion, although, apart from the desirability indicated by its character of having it treated as involving the national interest, it cannot, having regard to its immediate manifestations or the method in which it is proposed to deal with it, be regarded as other than of a local and private nature.

It cannot be denied, I think, that labour troubles spring up locally, affect at first local concerns, and can best be dealt with in a spirit of conciliation, which in itself involves local action. But they are likely, if not so dealt with, to spread, and so spreading might reasonably be said to affect the whole industrial fabric of the nation. They do not always do so, but the possibility can be clearly appreciated. Is it, therefore, while "a subject of Canadian interest and importance," one that is barred from action by the Parliament of Canada because it requires in its treatment the invasion of some provincial jurisdiction? One cannot but observe that there are many other and diverse subjects that might conceivably thus rise to national importance under certain social or political conditions, as, for example, religion, the spread of disease, conservation of natural resources, secret societies, and perhaps others. It is perhaps worthy of mention, as indicating that this subject has been regarded as one of a "local and private nature" in the province, that Ontario and several of the other provinces have on their statute books legislation much resembling this in principle and outline.

The case in hand raises the question I have mentioned very clearly, because, granting its national importance, the whole success of the operation of the legislation depends upon its being able to seize upon local disputes, local contracts and property, and upon local conditions, and to manage the exercise of civil rights in regard thereto, and subordinate them to the interests of the nation. Has the success of the experiment in such circumstances any bearing on the subject as indicating that it is of national importance?

In considering the cases beginning in 1896, the following seems to throw some light upon this aspect of the subject.

In *Russell v. The Queen* (1882) 7 A.C. 829, intemperance and the liquor traffic are likened to dealings in poisonous drugs, explosive substances, diseased meat, and classed with such acts as arson, or cruelty to animals, and, the subject-matter of the Act there considered being in that view, as it was said, outside provincial authority, the Act was held not to be one in relation to property or civil rights, but one dealing with public wrongs and so drawn into direct relation with criminal law.

This decision was, in *Attorney General for Canada v. The Attorney General for Alberta* (1916) 1 A.C. at p. 595, thus referred to:—

"There the court considered that *the particular subject-matter in question lay outside the provincial powers*. What has been said in subsequent cases before this board makes it clear that it was on this ground alone, and not on the ground that the Canada Temperance Act was considered to be authorized as legislation for the regulation of trade and commerce, that the Judicial Committee thought that it should be held that there was constitutional authority for Dominion legislation which imposed conditions of a prohibitory character on the liquor traffic throughout the Dominion. No doubt the Canada Temperance Act contemplated in certain events the use of different licensing boards and regulations in different districts and to this extent legislated in relation to local institutions. But the Judicial Committee appear to have thought that this purpose was subordinate to a still wider and legitimate purpose of *establishing a uniform system of legislation for prohibiting the liquor traffic throughout Canada excepting under restrictive conditions*. The case must therefore be regarded as illustrating the principle which is now well established, but none the less ought to be applied only with great caution, that subjects which in one aspect and for one purpose fall within the jurisdiction of the provincial legislatures may in another aspect and for another purpose fall within Dominion legislative jurisdiction. There was a good deal in the Ontario Liquor License Act, and the powers of regulation which it entrusted to local authorities in the province, which seems to cover part of the field

of legislation recognized as belonging to the Dominion in *Russell v. The Queen*. But in *Hodge v. The Queen* the Judicial Committee had no difficulty in coming to the conclusion that the local licensing system which the Ontario statute sought to set up was within provincial powers. It was only the converse of this proposition to hold, as was done subsequently by this board, though without giving reasons, that the Dominion licensing statute, known as the McCarthy Act, which sought to establish a local licensing system for the liquor traffic throughout Canada, was beyond the powers conferred on the Dominion Parliament by section 91. Their Lordships think that, as the result of these decisions, it must now be taken that the authority to legislate for the regulation of trade and commerce does not extend to the regulation by a licensing system of a particular trade in which Canadians would otherwise be free to engage in the provinces. Section 4 of the statute under consideration cannot, in their opinion, be justified under this head. Nor do they think that it can be justified for any such reasons as appear to have prevailed in *Russell v. The Queen*. No doubt the business of insurance is a very important one, which has attained to great dimensions in Canada. But this is equally true of other highly important and extensive forms of business in Canada which are to-day freely transacted under provincial authority. Where the British North America Act has taken such forms of business out of provincial jurisdiction, as in the case of banking, it has done so by express words which would have been unnecessary had the argument for the Dominion Government addressed to the board from the Bar been well founded."

That explanation makes it clear that there the subject-matter of the legislation, namely, intemperance and the liquor traffic, lay outside provincial authority, and that the use of local institutions was subordinate to the wider purpose of prohibition which was held to be within Dominion legislative jurisdiction. What the *Russell* case insists upon is that a law placing restrictions upon the sale, etc., of intoxicating liquors is a law relating not to property or civil rights but to public order and safety which, it is said, is the primary matter dealt with. It is in that sense alone that it lay outside the provincial authority, which includes property, civil rights and matters of a local and private nature in the province. The Alberta case, which dealt with insurance contracts, seems to involve the proposition that the importance of the business of insurance, which had attained to great dimensions in Canada, did not bring it within the scope of the Dominion powers, because the Act dealt only with a widely spread business, but one having no relation in its operation, to the peace, order and good government of the Dominion. But the explanation of the *Russell* case and that case itself contain certain expressions which seem to justify my conclusion that this particular problem may or may not be intended to be covered by the definite restriction laid down in later cases to which I shall refer. To illustrate, I quote the following. In the *Russell* case, p. 838-9, Sir Montague Smith says:—

"What Parliament is dealing with in legislation of this kind" (i.e., an act restricting the sale or use of liquor as similar to articles dangerous to public safety) "is not a matter in relation to property and its rights, but one relating to public order and safety."

And again:—

"Laws of this nature designed for the promotion of public order, safety, or morals and which subject those who contravene them to criminal procedure and punishment, belong to the subject of public wrongs rather than to that of civil rights. They are of a nature which fall within the general authority of Parliament to make laws for the order and good government of Canada, and have direct relation to criminal law, which is one of the enumerated classes of subjects assigned exclusively to the Parliament of Canada."

In the later case in (1916) 1 A.C. 588, Lord Haldane, as already quoted, said, p. 596:—

"But the Judicial Committee appear to have thought this purpose" (i.e., the use of local institutions in licensing and regulating) "was subordinate to a still wider and legitimate purpose of establishing a uniform system of legislation for prohibiting the liquor traffic throughout Canada except under restrictive conditions."

If, in the latter quotation, the words "for prohibiting strikes and lockouts throughout Canada except under restrictive conditions" are substituted for those referring to the liquor traffic, the analogy is obvious and something similar may be said about the other extract.

In the case of Attorney General for Ontario v. Attorney General for Canada (1896) A.C. 348, these words occur on p. 361:—

"Their Lordships do not doubt that some matters, in their origin local and provincial, might attain such dimensions as to affect the body politic of the Dominion, and to justify the Canadian Parliament in passing laws for their regulation or abolition in the interest of the Dominion, but great caution must be observed in distinguishing between that which is local and provincial, and therefore within the

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jurisdiction of the provincial legislatures, and that which has ceased to be merely local or provincial, and has become a *matter of national concern*, in such sense as to bring it within the jurisdiction of the Parliament of Canada. An Act restricting the right to carry weapons of offence, or their sale to young persons, within the province would be within the authority of the provincial legislature, but traffic in arms, or the possession of them under such circumstances as to raise a suspicion that they were to be used for seditious purposes, or against a foreign State, are matters which, their Lordships conceive, might be competently dealt with by the Parliament of the Dominion.

But while that case suggests that some matters may, though local in their origin, attain dimensions so affecting the body politic of the Dominion as to justify Dominion legislation, it appears to me to lay down conditions which I think, taken literally, must for the present govern this branch of the case. It is there said:—

“These enactments appear to their Lordships to indicate that the exercise of legislative power by the Parliament of Canada, in regard to all matters not enumerated in section 91, ought to be strictly confined to such matters as are unquestionably of Canadian interest and importance and ought not to trench upon provincial legislation with respect to any of the classes of subjects enumerated in section 92. To attach any other construction to the general power which, in supplement of its enumerated powers, is conferred upon the Parliament of Canada, by section 91, would, in their Lordships' opinion, not only be contrary to the *intendment of the Act*, but would practically destroy the *autonomy of the provinces*. If it were once conceded that the Parliament of Canada has authority to make laws applicable to the whole Dominion, in relation to matters which in each province are substantially of local or private interest, upon the assumption that these matters also concern the peace, order and good government of the Dominion, there is hardly a subject enumerated in section 92 upon which it might not legislate, to the exclusion of the provincial legislatures”.

That case, while conceding matters of unquestionable Canadian interest and importance, which would seem to include such a subject as industrial conditions and dangers, as affecting the “public order and safety,” lays down as a qualification that legislation regarding such subjects “ought not to trench upon any of the classes specially confided to the provinces”.

In the *City of Montreal v. Montreal Street Ry.* (1912) A.C. 333, the views quoted from the case in 1896 A.C. were affirmed. It was there discussed whether, under the Dominion powers as to federal railways, it could exercise control over provincial railways by compelling the making of traffic arrangements with those under the jurisdiction of Parliament. Lord MacNaghten said:—

“It cannot be held, their Lordships think, that it is necessarily incidental to the exercise by the Dominion Parliament of its control over federal railways that provincial railways should be coerced by its legislation to enter into these agreements in the manner in which it sought to coerce the street railway company in the present case to enter into the agreements specified in the order appealed from. . . . In their Lordships' view this right and power is not necessarily incidental to the exercise by the Parliament of Canada of its undoubted jurisdiction and control over federal lines, and is therefore, they think, an unauthorized invasion of the rights of the legislature of the province of Quebec”.

In *Attorney General for Australia v. Colonial Sugar Co.* (1914) A.C. p. 252, Lord Haldane sums up the earlier pronouncements in these words:—

“By the 91st section a general power was given to the new Parliament of Canada to make laws for the peace, order and good government of Canada without restriction to specific subjects, and *excepting only the subjects specifically and exclusively assigned to the provincial legislatures by section 92.*”

In *Attorney General for Canada v. Attorney General for Alberta* (ante) the matter was again considered and Lord Haldane said (p. 595):—

“It must be taken to be now settled that the general authority to make laws for the peace, order and good government of Canada, which the initial part of section 91 of the British North America Act confers, does not, unless the subject-matter of legislation falls within some one of the enumerated heads which follow, enable the Dominion Parliament to trench on the subject-matters entrusted to the provincial legislatures by the enumeration in section 92. There is only one case, outside the heads enumerated in section 91, in which the Dominion Parliament can legislate effectively as regards a province, and that is *where the subject-matter lies outside all of the subject-matters enumeratively entrusted to the province under section 92.* *Russell v. The Queen* is an instance of such a case.”

I find these careful pronouncements by Lord Haldane to be reinforced in the Board of Commerce and the Fort Frances cases (ante).

In *Attorney General v. Manitoba License Holders' Association* (1902) A.C. p. 77, Lord MacNaghten points out that local legislation is not to be deemed *ultra vires* because it may have effect outside the limits of the province, and adds:—

"On the one hand, according to *Russell v. Reg.* (ante) it is competent for the Dominion Legislature to pass an Act for the suppression of intemperance applicable to all parts of the Dominion and when duly brought into operation in any particular district deriving its efficacy from the general authority vested in the Dominion Parliament to make laws for the peace, order and good government of Canada."

He also says that,—

"In the opinion of this tribunal matters which are 'substantially of local or of private interest' in a province—matters which are of a local or private nature 'from a provincial point of view,' to use expressions to be found in the judgment—are not excluded from the category of 'matters of a merely local or private nature,' because legislation dealing with them, however carefully it may be framed, *may or must have an effect outside the limits of the province*, and may or must interfere with the sources of Dominion revenue and the industrial pursuits of persons licensed under Dominion statutes to carry on particular trades."

I cannot but regard these decisions as laying down a rule which must, until circumscribed by the Judicial Committee, govern this case; and that rule is to confine the powers of the Dominion Parliament in its action, under the provision as to the peace, order and good government of the Dominion, to such matters of Canadian interest and importance as can be dealt with, without trenching upon any of the subjects specially reserved to the provinces. If it does encroach, then it is not to the extent to which it thus offends competent legislation for the peace, order and good government of Canada.

I do not think the considerations I have mentioned warrant us in departing from this rule of construction, as it is clear and distinct. Nor are the merits of the question in any way enlarged by the fact that persons in more than one province are or may be affected by the dispute. This is not in itself sufficient to justify Dominion interference if the operation of the statute affects property and civil rights in the province in which the dispute originates or to which it spreads.

So far as appears from the pleadings and evidence, this Act affects the respondent commission, which only operates in this province, and is constituted to carry out operations properly belonging to the spheres of municipal action. This forms another and important objection, as the Act interferes with what is in effect the right of the province to form and control municipal institutions, and appears to trench upon what is of a local and private nature within the province. The legal remedy sought by this commission, namely, an injunction restraining the members of the board from certain activities, may not involve all the matters referred to as important in considering the scope of the Act. But as the Act must "be scrutinized in its entirety" (*Great West Saddlery Company v. The King* (1921) 2 A.C. 117), the considerations I have discussed must be given weight to in determining the real scope and effect of the Act.

We are not called on to determine whether the Dominion jurisdiction as to railways, other than those under provincial control, or as to shipping and navigation, will preserve this Act in its relation to railway employees or those engaged in such shipping as may be considered a public utility.

It remains to be considered whether, under the powers respecting "trade or commerce," or "criminal law," this Act may be upheld. The case of *Citizens Insurance Co. v. Parsons* (1881) 7 A.C. 96, at p. 113, shows how wide a definition may be given to "trade and commerce." But even that definition does not touch this case, being limited to (1) political arrangements in regard to trade, requiring parliamentary sanction, (2) regulation of trade in matters of interprovincial concern, and (3) general regulation of trade affecting the whole Dominion. The relations of employer and employee, resulting in the production of articles which are the subjects of trade, and the use of property for that purpose, are not what is meant by the enumerated power referred to, which is directed, among other things, to the movement and interchange of commodities and their purchase and sale, but not to their production or manufacture, or any of the conditions dealt with by this Act, which result in that production.

I should hesitate to hold that jurisdiction could be founded on that expression so as to comprehend whatever makes trade and commerce possible. And this seems to be the effect of including, as arising out of or belonging to the domain of trade or commerce as commonly understood or defined, disputes between owners or operators of mining properties and of electric light, gas, water and power works and any group of persons, etc., acting together and whom the Minister of Labour considers to have interests in common.

Nor can I assent to the view that, if the real purpose and intent of an Act is to be found in relation to the peace, order and good government of the Dominion under the general power, and it invades provincial jurisdiction, it can be supported as one whose pith



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and substance has relation to "trade and commerce." Many acts relating to trade and commerce assist in preserving peace and order and aid in maintaining good government, but their constitutional validity must depend on one or other power, in which case different considerations at once arise according to which power is invoked.

In regard to the criminal law, it was urged in the latest case, Attorney General of Ontario v. Reciprocal Insurers (not yet reported), that if the true character of the section, 508 (c), was one regulating the exercise of civil rights, thus infringing the provincial jurisdiction, yet, the authority of Parliament in regard to criminal law being unlimited, it was valid as creating a crime. This device was rejected by the Judicial Committee on the ground earlier stated by Lord Haldane in the Board of Commerce case.

Mr. Justice Duff, in the Reciprocal Insurance case, says:—

"The claim now advanced is nothing less than this, that the Parliament of Canada can assume exclusive control over the exercise of any class of civil rights within the provinces, in respect of which exclusive jurisdiction is given to the provinces, under section 92, by the device of declaring those persons to be guilty of a criminal offence who, in the exercise of such rights, do not observe the conditions imposed by the Dominion. Obviously the principle contended for ascribes to the Dominion the power, in execution of its authority under section 91 (27), to promulgate and to enforce regulations controlling such matters as, for example, the solemnization of marriage, the practice of the learned professions and other occupations, municipal institutions, the operation of local works and undertakings, the incorporation of companies with exclusively provincial objects—and superseding provincial authority in relation thereto. Indeed, it would be difficult to assign limits to the measure in which, by procedure strictly analogous to that followed in this instance, the Dominion might dictate the working of provincial institutions and circumscribe or supersede the legislative and administrative authority of the provinces.

"Such a procedure cannot, their Lordships think, be justified, consistently with the governing principles of the Canadian constitution as enumerated and established by the judgments of this board. The language of sections 91 and 92 (which establish 'interlacing and independent legislative authorities,' *Great West Saddlery v. The King*, supra) being popular rather than scientific, the necessity was recognized at an early date of construing words describing a particular subject-matter by reference to the other part of both sections. As Sir Montague Smith observed, in a well-known passage in the judgment in *Citizens Insurance Company v. Parsons*, 7 A. C. at p. 109, 'The two sections must be read together and the language of one interpreted and, where necessary, modified by that of the other.' The scope of the powers received by the Dominion under item 27, section 91, is not to be ascertained by obliterating the context, in which the words are placed, in disregard to this rule."

If, therefore, this legislation is one substantially in relation to property and civil rights, this case applies and governs here.

I very much regret having to arrive at a conclusion adverse to the validity, in so far as it affects the respondent commission, of this Act. It has been a successful experiment in warding off industrial difficulties in many cases, all the more to be recognized in view of one of its provisions possibly thought to be unavoidable. Its capacity for service would, in my humble judgment, have been enhanced if it had provided an absolutely independent tribunal, instead of one in which two of the members are almost necessarily imbued with opposing views, and nominated by the contending parties. As its function is delay, consideration and publicity, its present shape practically compels the parties and the public to rely upon one member of the board who may happen to be chosen by the other two, and whose views may possibly be detached, from the prepossessions of either side.

I think the appeal must be dismissed with costs and judgment entered for the respondents in the action, in accordance with these reasons, for the relief they seek, with costs.

At the time of writing, July 28, 1924, the counsel for the Toronto Electric Commissioners had appealed the decision of the First Appellate Division of the Supreme Court of Ontario direct to the Judicial Committee of the Privy Council in England and special leave to appeal had been granted by the King's order on July 25, 1924. The case will, no doubt, be heard by the Judicial Committee in the fall of 1924.

## PROPOSED AMENDMENTS OF INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

A Bill to amend the Industrial Disputes Investigation Act was introduced in the House of Commons on March 12, 1924, by the Minister of Labour. The amendments in question were identical with those which were before Parliament at the preceding session and which, although passing the House of Com-

mons, were severely opposed in the Senate. At the close of the 1923 session, the Senate amendments having proved unacceptable to the House of Commons and the Bill having been dropped, the statute remained without amendments later than those of the year 1920.

The 1924 Bill also passed the House of Commons with little debate. In the Senate, however, an amendment to section 8 of the Act was again added to the Bill involving a principle to which the House of Commons would not agree. This conflict of opinion between the two Houses continued in spite of a conference of representatives of the Senate and House of Commons, and resulted in the dropping of the Bill.

The measure was explained in the Senate by the Honourable Senator Dandurand and was strongly upheld by him. After the second reading in the Senate the Bill was referred, on the suggestion of the Hon. G. D. Robertson, former Minister of Labour, to the Senate Committee on Railways, Telegraphs and Harbours, to enable parties interested in the proposed amendments to express their views. In support of his proposal Senator Robertson read a letter addressed to himself, and signed by representatives of 140,000 organized railway employees in Canada, with reference to the amending Bill (number 7). This letter was in part as follows:—

Although you have on several occasions clearly set forth in the Senate the views of labour on the principles of this legislation, as well as on the proposed amendments in Bill 7, it may be of interest to you to have at hand the opinions of the representatives of labour in Canada affected by this legislation.

It is not necessary at this time to refer in detail to the history of the legislation or the chief reasons for its enactment. Suffice it to say that during the time the Act has been in operation labour has generally accepted the principles of the Act and has co-operated in giving effect to its chief purpose "to aid in the prevention and settlement of strikes and lockouts in industries connected with public utilities." Generally speaking, this co-operation has continued, notwithstanding the fact that for many years the measure did not find popular favour among a large number of the workers affected. However, believing that in the public interest some legislative machinery should operate to insure ample opportunity for investigation and conciliation in industrial disputes, labour has gradually adapted itself to the principles and legal process of the Act, and is further willing that it should be continued, provided that its operation is made equitable to all concerned.

It would seem that during the discussion on this subject there has not been sufficient emphasis placed upon one of the fundamental principles of the Act, namely, conciliation. In order to maintain this spirit of conciliation before a board there should be equality of treatment under the Act. It is the adoption and acceptance of this principle by all parties concerned, both in the application for and subsequent to the appointment of a board, which is essential to the effective carrying out of, and wholesome respect for the Act.

That the Act has not always been used equitably in the matter of disputes between employers and workmen, because of unfair advantage being taken by employers of an omission inadvertently made in section 58, thus enabling employers to force changed conditions of employment for reduction in wages, contrary to the spirit and intent of the Act, is a matter of common knowledge to those conversant with the operation of the Act, especially within the past four or five years.

All that Bill 7 contemplates is to insure equality of advantage, as well as responsibility, under the operation of the Act. It cannot be consistently contended that any injustice or burden will be imposed upon the employer by the proposed amendment, unless he violates the Act. The employer should not entertain any fear of referring to a Board of Conciliation and Investigation any proposed changes in wages or working conditions, before making them effective, especially in view of the fact that employees have accepted this obligation for the past fifteen years.

Trusting that the honourable the Senate will see the consistency of concurring in Bill No. 7 as it passed the House of Commons, we remain,

Yours respectfully,

BYRON BAKER,

*Legislative Representative, Brotherhood of Locomotive Engineers;*

L. L. PELLETIER,

*Legislative Representative, Order of Railway Conductors;*

W. L. BEST,

*Legislative Representative, Brotherhood of Locomotive Firemen and Enginemen;*

T. J. COUGHLIN,

*Legislative Representative, Brotherhood of Railroad Trainmen;*

TOM MOORE,

*President, Trades and Labour Congress of Canada.*

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The amending Bill affected sections 15, 57 and 58 of the Act. The first section related to cases in which the employers and employees were unable to come together because one of the parties had refused to enter into negotiations, the amendment providing that a sworn declaration to this effect by the employer, or by the workers' representatives, would afford sufficient grounds to the Minister to proceed with the formation of a Board of Conciliation and Investigation. The Senate agreed to this section without a division.

Section 2 was designed to amend the Act by placing clearly upon the party desiring the change the full responsibility for making an application for a Conciliation Board. Section 57 of the Act, to which this section applies, requires that the relations of the parties concerned are to remain unchanged pending proceedings before a board. The amendment consisted in the addition of a clause providing that "it shall be unlawful for the employer to make effective a proposed change in wages or hours, or for the employees to go on strike," until the dispute in question has been finally dealt with by a board; and in the further provision that "the application for the appointment of a board shall be made by the employers or employees proposing the change in wages or hours." This section was finally agreed to by a vote of 28 to 15.

An amendment to this section of the amending Bill, proposed by the Honourable Senator Bédoulet, was defeated by a vote of 31 to 13. This proposed amendment was explained by its mover as intending to give the employers or the employees "the right to change the conditions of employment after giving thirty days' notice to the other parties," the decision of the board to be retroactive. Senator Bédoulet's proposed amendment was as follows:—

It shall be unlawful for any employer, without the consent of a majority of the employees evidenced in writing, signed by them or their authorized representatives, or for any employee to make any change in the conditions of employment with respect to wages or hours, unless the party making the change has, within thirty days before doing so, applied for the appointment of a board to which the dispute shall be submitted, and, as regards wages, the board may declare its decision retroactive to any date not anterior to that on which the change was made. On the failure of either party to abide by the decision of the board, the other party may have recourse to a strike or lockout as the case may be.

Criticizing Senator Bédoulet's proposed amendment, the Honourable Mr. Dandurand said that it would result in a situation in which "the employer would give notice to the employees that he had applied for a board, and that thirty days hence he would reduce the wages. The board would then have to be organized, start its sessions, hear witnesses, and, if it had not succeeded in bringing the parties to an adjustment of their difficulties within those thirty days, then when the fatal hour intervened the conditions would be changed, the wages would be lowered, and the next day there would be a strike—just what the Act was to prevent."

In the course of the discussion on this section the Honourable Senator Robertson, former Minister of Labour, explained that the proposed amendments contained in the Bill were intended to meet the requests of the railway employees that the Act should be so changed as to apply equitably to all parties concerned. The railway employees made this request after the railway companies had, in 1921, forced upon the railway employees of Canada—about 200,000 in number—a loss of over two million dollars. While the employers had been able to reduce wages, the employees had hitherto, when they desired an increase, followed the procedure laid down in the Act. After discussion among themselves the employees would, having given the employer the required thirty days' notice, open negotiations with him. If an agreement had not been reached at the end of that time the employees had to apply for a board. For seventeen years, he said, they had complied with that law, and waited until the matter was referred to a board, and the board had made its report as the law required.

In the course of the discussion the Right Hon. Sir George E. Foster, in opposing Senator Béique's proposal, paid the following tribute to the value of the Industrial Disputes Investigation Act as a reconciling force in the community:—

Everybody knows, and it has been acknowledged on both sides of this House, that from 1907 there began on the labour side a spirit of gradual approach towards the contemplation of that law as a thing which might be advantageous to labour and under which employees might work for their own benefit. They were absolutely suspicious of it at first, and they remained to a certain extent suspicious of it year after year, but gradually they overcame their prejudices, lost a good deal of their suspicion, and came to work under the law as well. I think, as any body of men have been induced to work under any law. They have, in the main, kept the spirit of the law. They have obtained its advantages and have suffered whatever disadvantages came to them through their compliance with the statute. Therefore we find to-day a mightily improved spirit as between these two vast sections of our people, upon whose good relations with each other depends so much that third body of the people, the main body, who are always affected one way or another by these disputes between capital and labour.

Section 3 of the amending Bill, amending section 58, the penalty section of the Act, so as to conform with the change in section 57, was passed without division.

The Honourable Senator Beaubien next proposed to limit to coal mines the operation of the Act in regard to mines. This proposal was defeated by 18 votes to 13.

#### JUDGES AS ARBITRATORS

On the third reading of the amending Bill the Hon. W. R. Ross moved the following amendment, which was identical with an amendment moved last year by the Hon. G. Lynch-Staunton, and which had been already during the present session proposed in committee by the Hon. Senator L. C. Webster and defeated on a vote of 16 to 14:—

4. (1) Subsection 2 of section eight of the said Act is hereby repealed and the following substituted therefor:—

"(2) If either of the parties fails or neglects to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a member of the board; and such member shall be deemed to be appointed on the recommendation of the said party."

(2) Section 4 of the said section eight is hereby repealed and the following substituted therefor:—

"(4) If the members chosen on the recommendation of the parties fail or neglect to duly make any recommendation within the said period, or such extension thereof as the minister on cause shown grants, the Chief Justice of the province in which the dispute arose, or, if there be no such Chief Justice in that province, the Chief Justice of the highest court of last resort in civil matters in that province, or, in any case where the dispute did not arise in one province only, the Chief Justice of the Supreme Court of Canada, shall as soon thereafter as possible appoint a fit person to be a third member of the board, and such member shall be deemed to be appointed on the recommendation of the other two members of the board."

(3) The following is hereby added to the said section 8 as subsection 6 thereof:—

"In subsections 2 and 4 of this section the expression 'Chief Justice' includes any judge duly authorized as and for the Chief Justice."

In support of the proposal Senator Ross said he had examined the arbitration acts in all the provinces of Canada and in Great Britain, and in every case, with the exception of the province of Quebec, it was provided that, if the parties concerned could not agree on an umpire, the appointment was to be made by a court. He claimed that the third man on a board should be "as impartial as it is possible for a man to be." "If the position of Minister of Labour."

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Senator Ross continued, "is occupied by a man in sympathy with labour, or if the government of the day is leaning that way, labour will in all probability have an advantage in the selection that would be made."

The proposed amendment was strongly opposed by the Hon. Mr. Dandurand and by the Hon. Mr. Robertson, who stated that the resulting delays in the operation of the Act would render it ineffective. On a division, however, the amendment was carried by a vote of 42 to 22, and the Bill, thus amended, was read the third time and passed.

## NON-CONCURRENCE BY HOUSE OF COMMONS

The Senate amendment was rejected by the House of Commons on July 7, on the ground that it introduced a new feature in the Bill, and would complicate rather than simplify procedure in connection with the administration of the Act.

The Minister of Labour, in moving the vote of non-concurrence in the Senate's amendment, made a statement similar to that made by him in 1923 when the same course was taken by the House of Commons. This statement was in part as follows:—

The statute as it stands provides for the selection of a chairman by joint agreement when possible of the other two members of a conciliation board, and requires that, where no agreement is reached, the minister shall make the necessary appointment. In about one-half of several hundred boards which have been established a chairman has been secured by agreement. It had become a general though not invariable practice for the Minister of Labour, when called upon to appoint a chairman, to select a judge, but this practice ceased when two or three years ago the Judges' Act was so amended as to prohibit the acceptance by a judge of the fees ordinarily payable to a chairman or member of a conciliation board. It is true that the Minister of Labour is not under the Judges' Act, as it has been amended, prohibited from asking a judge to act as a chairman, nor is a judge apparently prohibited from accepting a chairmanship; but since fees are no longer payable in such circumstances to a judge, it has not been thought reasonable as a rule to request a judge to undertake the duties involved in a chairmanship; such duties, it will be understood, are frequently of a severe and arduous nature and in nearly all cases are of the highest moment to employers and to large numbers of workmen, as well as frequently to the public. In two cases since the amendment of the Judges' Act, judges have been, however, appointed, once by the Minister of Labour of the late administration and once by the present Minister of Labour, but in the latter case the appointment was made on the joint recommendation of the other board members. In both cases the judges concerned accepted from a sense of public duty; no fees were of course paid them. It may be said that there is every advantage in a chairman being secured by joint agreement and the Minister of Labour appoints a chairman with reluctance. Inquiry shows that this has been the case with most previous ministers. The chances of an agreement are manifestly increased when a chairman is secured by joint request of other board members. The method or system, however, under which different Ministers of Labour have made appointments has not been the subject of any known criticism, and certainly the files contain no communications requesting or suggesting a change in the present practice.

The objections to the system laid down in the Senate amendment are obvious. In the first place, the appointment of a chairman by a Chief Justice, whether the Chief Justice of a province or of the Supreme Court of Canada, would entail inevitable delay. Such delays would be particularly unfortunate since, despite every effort under present procedure, one side or other of the disputing parties is sometimes disposed to object to the time necessarily occupied in procedure. In the second place, a Chief Justice or other judge cannot possibly be as intimately seized of the nature of the dispute involved and of the particular type therefore of man wanted for the chairmanship as would be the Minister of Labour, who has established the board and has been in touch with details of procedure from its inception. It would be impossible to convey to a judge at a distant point by correspondence, which would of necessity be as a rule by telegraph with consequent serious expenditure and some danger of inaccuracy, all the particulars which should be properly at hand to enable the judge to reach a correct conclusion as to the type of person apparently best suited for the important duties involved. The judge would exercise his best judgment and the appointment might or might not prove to be a good one. In any case the minister who is charged with the administration of the statute would be freed from responsibility on this most vital aspect of administration and the judges would become

involved in the technicalities of departmental procedure. Since a considerable proportion of the disputes dealt with under the statute extend to two or more provinces, the task of naming the chairman of conciliation boards would under the proposed Senate amendment fall most frequently to the Chief Justice of the Supreme Court, who from the nature of his functions may be presumed to be furthest removed from contact with industrial disputes and necessarily therefore the more dependent on the advice of others as to the type of person best suited for a chairman in a particular case. Despite the high legal and other attainments which a Chief Justice would undoubtedly possess, it is submitted that in addition to the complication and delays in procedure which the proposed system of appointing chairmen would entail, the suggested change would be highly detrimental to the successful administration of the statute.

The Senate, on the return of the Bill from the House of Commons, resolved, by a vote of 34 to 10, to insist upon their amendment, for the following reasons:—

The amendment of the Senate must be read with the other amendments to the Industrial Disputes Investigation Act which impose heavy penalties in certain contingencies. The employer and the employees will each have a representative on the board, and it is in accord with natural justice that the third arbitrator should be chosen, as far as is legislatively possible, by a method that will guarantee an appointment free of political or economic influences. The amendment is fair and just to both parties to disputes arising under the Industrial Disputes Investigation Act.

A free conference was subsequently held between representatives of the two Houses, in order, if possible, to effect a compromise in regard to the Senate's amendment. No agreement or understanding, however, was reached as a result of this conference, and accordingly the Bill was dropped.

## II. CONCILIATION WORK

In addition to the administration of the Industrial Disputes Investigation Act, the services of the Department of Labour were utilized during the year in connection with the settlement of a number of labour disputes. In some instances the Minister of Labour assisted personally, and in other cases the good offices of the department were exerted through the fair wages officers who are stationed at different industrial centres. The officers in question are: Mr. Theo. Bertrand, stationed at Montreal; Mr. E. N. Compton, stationed at Toronto; Mr. F. E. Harrison, stationed at Vancouver. Mr. E. McG. Quirk, of Montreal, though not actually an officer of the department, acted on various occasions as a special representative in connection with conciliation work in Quebec and the Maritime Provinces.

Mr. F. E. Harrison, who had been for a number of years stationed at Calgary, was moved to Vancouver, and, in addition to his charge of departmental matters in British Columbia, has continued to keep in touch with labour questions in Alberta and Saskatchewan, particularly in connection with disputes occurring from time to time in the coal fields of Alberta and eastern British Columbia.

Mr. D. T. Bulger, who had represented the Department of Labour at Vancouver, and Mr. W. D. Killins, who had been employed at Ottawa for a number of years as fair wages officer, retired from the service.

As in preceding years, close attention was given by the Department of Labour to questions occurring in the coal fields of both Eastern and Western Canada. Mr. F. E. Harrison succeeded Mr. D. T. Bulger as chairman of the Cost of Living Commission which was established in 1918 on the request of the coal miners and operators of Vancouver island to deal with the cost of living and wages matters there. The other members of this commission are Mr. Tully Boyce, on behalf of the coal mine operators, and Mr. Matthew Gunniss, on behalf of the miners. Four reports were submitted by this commission during the year dealing with the cost of living for the quarters ending March 31, 1923; June 30, 1923; September 30, 1923; March 31, 1924. It was understood that wages adjustments were made in a number of coal mines of Vancouver island in accordance with the reports of the Cost of Living Commission.

In Alberta and eastern British Columbia the wage contract between the Western Canada Coal Operators' Association and District 18 of the United Mine Workers of America expired on March 31, 1924, and a cessation of work occurred in the collieries controlled by the members of the Western Canada Coal Operators' Association. Prior to that time negotiations were entered into between the contracting firms with a view to the renewal of the former agreement, but the coal miners declined to accept a proposed reduction of \$1.17 per diem from the pay of all contract and wage employees. This amount represented the increases which had been awarded to the miners by a Cost of Living Commission and by agreement during the years 1917-1920. Mr. F. E. Harrison, of the Department of Labour, was in Calgary during these negotiations and endeavoured by conference with the parties to prevent an interruption of coal mining operations. His efforts in this direction proved unavailing and over 8,000 miners employed in thirty of the leading collieries of southern Alberta and of eastern British Columbia participated in the strike which occurred at the end of March and which continued for months thereafter until a settle-

ment was finally reached through the mediation of the Minister of Labour of Canada, the Hon. James Murdock, and the Prime Minister of Alberta, the Hon. Herbert Greenfield, in the month of October following. Mr. Harrison's services were also exercised in connection with this settlement.

Several industrial disputes occurred in connection with the erection of grain elevators at Vancouver and Edmonton, which were, however, adjusted without stoppage of work. The good offices of Mr. Harrison were utilized in this connection and also in connection with the settlement of a strike of longshoremen to the number of 1,500 which occurred at Vancouver in October and November, 1923. A strike of the steam and operating engineers which occurred on the Government dry dock at Esquimalt was also adjusted through the intervention of the Department of Labour. Mr. Harrison visited southeastern British Columbia during the months of January and February, 1924, in connection with labour disturbances which had occurred in the lumber camps and which had caused a cessation of work in this industry for a period of several weeks. Eventually the lumber companies were able to secure men from the Prairie Provinces and operations were resumed thereupon.

Following charges made in the House of Commons that a pulp and paper manufacturing company at Powell River, B.C., had denied employment to its workmen, members of the International Brotherhood of Paper Makers, Mr. Harrison visited Powell River on instructions from the Minister of Labour for the purpose of investigating the employees' complaints and bringing the same to the company's attention. The charge of discrimination was denied by the company. An effort was also made by mutual explanations to promote good relations between the company and its operatives.

Mr. E. N. Compton, apart from the duties of his position as fair wages officer, lent his assistance to the Department of Labour in connection with the avoidance and settlement of various industrial disputes during the last fiscal year. A very large part of Mr. Compton's time was, however, taken up in connection with labour questions occurring on the contracts for the Welland Ship Canal, which are dealt with in another chapter of the present report.

Reference is made in the chapter of the present report dealing with the work of the Statistical Branch to the strike of the steel workers at Sydney, N.S., which occurred in the summer of 1923, and to the sympathetic strike of coal miners which was declared in connection therewith. Mention is also made in this other chapter to the strike of coal miners in Nova Scotia which occurred in January, 1924. The Department of Labour was in close touch with these occurrences, and efforts were made to assist the parties in reaching amicable settlements of the subject-matters in dispute.

Reference was made in the last report to a walk-out of a large number of employees of the Dominion Iron and Steel Company at Sydney which occurred on February 13, 1923, and which was caused by the discharge of a helper in the nail mill. This strike lasted four days and was settled by a promise of inquiry into the circumstances attending the dismissal. From the time of this strike until the following summer unrest among the workers in the steel plant was more manifest. Negotiations regarding wages, hours and union recognition occurred during the spring, and an increase of 10 per cent in wages was announced by the company in the middle of April. A strike of the company's employees was declared, however, by the union on June 28 for further wage increases, recognition of the union (including the check-off) and an eight-hour working day. Following certain disturbances of the peace, detachments of soldiers and provincial police were sent to the scene from Halifax. The aid of the militia force was also invoked on requisition of the County Judge. The strike of steel workers continued from June 28 to August 3. On July 3 the coal miners employed by the Dominion Coal Company and the Nova Scotia Steel and Coal Company



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went on strike in protest against the presence of the militia, and on July 17 the International President of the United Mine Workers of America revoked the charter of District 26, comprising the coal fields of Nova Scotia and New Brunswick, and replaced the district officials by others. International organizers of the United Mine Workers were also sent to Nova Scotia. Between July 19 and July 24 various locals of the employees' union voted to return to work, and within a few days the strike was formally called off on directions from the Provisional District President.

A representative of the Department of Labour visited Cape Breton during the occurrence of these disputes, and a Royal Commission was appointed by Order in Council on September 22 to inquire into the recurring industrial unrest among the steel workers at Sydney, N.S., "creating conditions which have occasioned the calling out of the active militia in aid of the civil power and their retention for a considerable period of time in the areas affected." This commission was composed of Dr. James W. Robertson, C.M.G., of Ottawa, as chairman, Mr. J. J. Johnston, K.C., of Charlottetown, P.E.I., and Mr. Fred. Bancroft, of Toronto. The commissioners held public sessions at Sydney, where 144 witnesses were examined, representing all interests concerned. The unanimous report of the commission was issued on February 9, 1924, and was printed as a supplement to the February number of the *Labour Gazette*. The commissioners, in the concluding portion of their report, made the following recommendations:—

#### RELATIONS BETWEEN THE COMPANY AND THE EMPLOYEES

The commissioners are of the opinion that the absence of any recognized organized means through which representatives of the men could confer with representatives of the company prevented the development of amicable relations; and the commissioners are further of the opinion that the employees' representatives plan with a general works committee and other committees, which is now in effect on the plant, is a means whereby the management and the employees can get together to confer upon questions of mutual interest and obligation and seek their settlement by full frank discussion. Such contacts and conferences are not intended to impose settlements but to promote agreements and to provide regular and recognized opportunities in which mutual understanding can be promoted, confidence developed and co-operating good-will brought into play in the relations between the company and the workmen.

#### HOURS OF LABOUR

The commissioners are of the opinion that the hours of labour have been excessively long in some departments of the plant under the two-shift system of operation.

The commissioners recommend that, in the interests alike of the company and the workmen, early and earnest attention be given to the elimination of the twenty-four-hour change-over period and to the abolition of the seven-day week.

The commissioners recommend that the question of adopting the three-shift plan (eight hours per shift) in the departments of continuous processes and a maximum of a ten-hour day for other workmen be given the most careful consideration. In our opinion the change would be advantageous to the company and beneficial to the men, and should be adopted.

#### WAGES AND UNEMPLOYMENT

The commissioners are of the opinion that the iron and steel industry of Sydney can be carried on successfully and amicably in such a way as to meet the reasonable desires and requirements of the workmen and the company.

Since the steel industry is one which has been characterized by intermittent periods of prosperity and depression, the commissioners recommend that in the interests alike of the shareholders and the employees the company should discuss with representatives of the employees the question of drawing to some extent upon the surplus accumulated during fat years to tide the workmen as well as the shareholders over lean years when changes in rates of wages are in contemplation and when the prospect of regular employment is not good.

As an alternative, the commissioners recommend that in the public interest some competent authority be directed to investigate and report upon the use which is made of such surplus funds of the company.

## CALLING OUT OF THE MILITIA

The commissioners are of the opinion that the local police force was entirely inadequate to deal with the situation which had occurred at Sydney, that a riotous condition of mob rule prevailed for some days and nights and that the presence of the militia was necessary and beneficial.

The commissioners are of opinion that it is desirable that the Militia Act should be amended in such a manner as to provide that a requisition requiring the active militia to be called out for active service in aid of the civil power may be made only by a judge and the Attorney General of a province acting jointly in making the same and that the requisition should contain a statement by the Attorney General of the province to the effect that he shall as soon as possible, and not later than one week thereafter, cause an inquiry to be made into the circumstances which occasioned the calling out of the active militia and send a report upon the same to the Minister of National Defence.

Legislation giving effect to the recommendations of the commission with respect to the calling out of the active militia in aid of the civil power was passed at the 1924 session of Parliament.

On the expiry on January 15, 1924, of the agreement between the British Empire Steel Corporation and its coal miners, a strike occurred of the latter, which involved 9,625 employees in the following localities: Glace Bay, Sydney Mines, Thorburn, Stellarton, and Springhill. Negotiations had previously been in progress for a new agreement in which the employees contended for the restoration of the 1921 wage scale, which would mean an increase of about 20 per cent. The company posted a notice on January 15 announcing a reduction in wages of 20 per cent. Negotiations for a settlement were resumed in the first week of February, and a settlement effective for one year was reached in Montreal on February 11 between representatives of the British Empire Steel Corporation and of the United Mine Workers of America, including certain of the provisional officers of District 26. Mr. E. McG. Quirk, of Montreal, special representative of the Department of Labour, assisted as an intermediary in connection with these negotiations in Montreal.

Mr. Quirk's services were also utilized in connection with the settlement of labour difficulties in Montreal and Thetford Mines, Que., and in St. John, N.B.

### III. FAIR WAGES

As a result of experience gained in the administration of the fair wages policy of the Government of Canada, as set forth in the Order in Council of June 7, 1922 (see Annual Report, 1922, pages 42-46), certain amendments were made in this Order in Council on April 9, 1924, on recommendation of the Minister of Labour, which, without altering the scope and intent of the policy, are intended to make its purpose clearer and more definite.

The amendments in question apply to the "A" conditions of the fair wages Order in Council which are observable in connection with all contracts for the construction or remodelling of public buildings of all kinds, railways, canals, roads, bridges, locks, dry docks, elevators, harbours, piers, wharves, lighthouses, and other works for the improvement and safety of transportation and navigation, rifle ranges, fortifications, and other works of defence, dams, hydraulic works, slides, piers, booms, and other works for facilitating the transmission of timber, and all other works and properties constructed or remodelled for the Government of Canada; the like conditions are also observable as far as practicable in connection with all agreements made by the Government involving the grant of Dominion public funds in the form of subsidy, advance, loan, or guarantee for any of the purposes mentioned. The changes sanctioned by the amending Order in Council affect sections 2, 3, and 5 (a) of the "A" conditions. Under the fair wages policy, as it has been administered during the past twenty-four years, the Minister of Labour has been authorized to render a final decision in connection with any dispute arising as to wages or hours. The principal changes made in the policy are intended to secure more effective provision for the enforcement of the labour provisions of government contracts in this respect.

In the case of all contracts to which the "A" conditions apply, the department of the Government concerned is required to communicate to the Department of Labour the nature of the proposed contract and the classes of labour likely to be required in its execution. The Labour Department is charged with the preparation of schedules setting forth the rates of wages and hours of labour generally accepted as current, for competent workmen of the various classes required, in the district in which the work is to be performed. This fair wage schedule is thereupon embodied in the contract. In any cases where the Department of Labour is unable to furnish fair wages schedules for the purpose aforesaid, authority is given for the insertion in the contract of a general fair wage clause calling for the observance of the current wage rates and hours of the district. The general fair wage clause of the amended Order in Council reads as follows:—

All mechanics, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rates in such district, then fair and reasonable rates, and shall work such hours as are customary in the trade in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, unless for the protection of life and property, or for other cause shown to the satisfaction of the Minister of Labour, longer hours of service are required. The Minister of Labour may at any time and from time to time determine, for the purposes of this contract, what are the current or fair and reasonable rates of wages, and the current or fair and reasonable hours, and may from time to time rescind, revoke, amend or vary any such decision, provided that his determination and any

amendment or variation shall not be operative prior to the period of three months immediately preceding the date thereof. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so, he may, in the manner and subject to the provisions hereinabove set forth, decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In case the contractor shall fail so to do, or to pay to any employee or employees for any services performed or for any hours of labour, wages according to the rates fixed therefor by the Minister of Labour, the Minister of Labour may authorize and direct the Minister to pay any such wages at the rates so fixed and to deduct the amount thereof from any moneys owing by the Government to the contractor and any such payment shall for all purposes as between the contractor and the Government be deemed and taken to be payment to the contractor, and the contractor shall be bound in every particular by any such authority, direction and payment as aforesaid. The powers of the Minister of Labour hereunder shall not be exercised as to any employee or employees where it is established to his satisfaction that an agreement in writing exists and is in effect between the contractor and the class of employees to which such employee or employees belong or the authorized representatives of such class of employees fixing rates of wages, overtime conditions and hours of labour.

The fair wages policy of the Government of Canada has been in effect since 1900 and is based on a resolution of the House of Commons which was adopted at the session of 1900 as follows:—

“That it be resolved, that all government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy, and deems it the duty of the Government to take immediate steps to give effect thereto.

“It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.”

During the year 1923-24 the Department of Labour prepared fair wages conditions in connection with the execution of 79 contracts. These are divided among the different departments of the Government as follows: Public Works Department, 43; National Defence, 2; Interior, 2; Trade and Commerce, 1; Marine and Fisheries, 10; Indian Affairs, 11; Railways and Canals, 10.

#### WORKS FOR WHICH FAIR WAGES CONDITIONS PREPARED

The following tables give particulars regarding fair wages conditions prepared in the Department of Labour during the fiscal year 1923-24:—

DEPARTMENT OF PUBLIC WORKS

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published	Page
Reconstruction of Parliament Buildings.	Ottawa, Ont.	May 22, 1923	\$	XXIV	168
Alterations to a public building	Windsor, Ont.	May 16, 1923	\$4,100	XXIII	1300
Repairs to quarantine building on the island in the harbor of St. John.	St. John, N.B.	May 12, 1923	\$3,589	XXIII	1149
Repairs and alterations to public buildings.	Montreal, Que.	May 14, 1923	\$7,538	XXIII	1300
Repairs and alterations to public buildings.	Quebec, Que.	May 21, 1923	\$6,600	XXIII	1419
Repairs and alterations to public buildings.	Pierreville, Que.	May 22, 1923	\$1,985	XXIII	1150
Erection of heating plants.	Moose Jaw, Sask.	May 17, 1923	\$10,960	XXIII	1421
Erection of heating plants.	Prince Albert, Sask.	May 26, 1923	\$2,888	XXIII	1421
Reconstruction of asphalt roadway around the Parliament Buildings	Ottawa, Ont.	May 17, 1923	\$ 8,774 34		
Building construction.	Winnipeg, Man.	May 21, 1923	\$12,987 00		
Installation of a new heating plant at Ste. Anne de Bellevue Hospital.	St. Anne de Bellevue, Que.	May 28, 1923	\$12,475	XXIII	1149
Construction of Calgary Examining Warehouse.	Calgary, Alta.	June 6, 1923	\$9,540	XXIII	1420
Alterations to heating of public building.	Maple Creek, Sask.	June 6, 1923	\$1,850		
Installation of a new boiler in government premises Nov. 22-24 Adelaide St. E.	Toronto, Ont.	June 13, 1923	\$2,297	XXIII	1150
Reooling of public building.	Charlottetown, P.E.I.	July 10, 1923	\$2,860	XXIII	1420
Improvements to heating apparatus in Dominion public building.	Regina, Sask.	July 17, 1923	\$4,064	XXIII	1418
Improvements to heating apparatus in Dominion public building.	Weyburn, Sask.	July 17, 1923	\$2,460	XXIII	1418
Improvements to heating apparatus in Dominion public building.	Edmonton, Alta.	July 17, 1923	\$8,203	XXIV	55
Improvements to heating apparatus in Dominion public building.	Lethbridge, Alta.	July 17, 1923	\$9,740	XXIII	1420
Addition to dormitories, Royal Military College	Kingston, Ont.	July 16, 1923	\$103,000 and \$14 per cubic ereite for additional con- ereite required.	XXIV	56
Work on Immigration building and post office	Quebec, Que.	July 27, 1923	\$26,500	XXIII	1421
New buildings and additions at Central Experimental Farm.	Ottawa, Ont.	July 25, 1923	\$12,000 \$24,084 \$18,205		
Reconstruction of drill hall and public building	Haileybury, Ont.	Aug. 1, 1923		XXIV	168
Public building.	Alexandria, Ont.	Aug. 4, 1923	\$51,979		
Alterations to Postal Station "K"	Toronto, Ont.	Sept. 1, 1923	\$12,400		
Various trades for Negro Point breakwater.	St. John, N.B.	Nov. 24, 1923			
Cribwork, pile sheathing and dredging	Rimouki, Que.	Nov. 24, 1923	Unit prices as set forth in contract.	XXIV	169

## DEPARTMENT OF PUBLIC WORKS—Concluded

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published	Page
Reconstruction of a public wharf and dredging a basin and boat channel.....	Pembroke, Ont.	Nov. 28, 1923	\$116,718 50	XXIV	240
Extension to headblock of wharf.....	Tadoussac, Que.	Dec. 1, 1923	\$2,800 for preparing bottom and filling per site with stone, and \$3.58 per cubic yard for crib-work completely filled, including fenders, coping, mooring posts, etc. \$294,787 for extra yard for extra contract. \$12 per cubic yard for extra concrete forms. \$25,155 25	XXIV	240
Addition to Archives building.....	Ottawa, Ont.	Oct. 31, 1923	\$24,952 37	XXIII	186
Construction of a potato shed.....	St. John, N.E.	Dec. 12, 1923	Unit prices.....	XXIV	169
Repairs to dredge Q. and R. No. 1 now on lake Ontario.....	Lake Ontario	Dec. 12, 1923	\$91,876	XXIV	240
Completion of third section of Streveston jetty.....	Streveston, Fraser river, New Westminster	Dec. 17, 1923	Unit prices as set forth in contract.		
Construction of new public building.....	Kamloops, B.C.	Jan. 2, 1924			
Reconstruction of public wharf.....	Ledaivre, Co. of Prescott, Ont.	Dec. 20, 1923			
Reconstruction of the approach to the pierhead of Young wharf.....	Caracquet, Gloucester Co., N.B.	Jan. 7, 1924			
Seed building for Department of Agriculture.....	Toronto, Ont.	Jan. 10, 1924	\$43,834		
Construction of a wharf.....	Robichaud (Savooy) Landing, Shippigan Island, Co. of Gloucester, N.B.	Jan. 12, 1924	\$ 9,814		
Repairs to breakwater.....	Port Greville, Cumberland Co., N.S.	Jan. 16, 1924	\$31,627 89		
Extension to outer end of West wharf.....	Pelee Island, Essex Co., Ont.	Jan. 18, 1924	\$22,757 50		
Construction of breakwater wharf.....	Broad Cove Marsh, Inverness Co., N.S.	Jan. 31, 1924	\$ 7,329 35		
Construction of a breakwater.....	Portugese Cove, Halifax Co., N.S.	Feb. 12, 1924	\$15,203 10		
Construction of wooden highway bridge and road diversion.....	Grand Etang, Inverness Co., N.S.	Feb. 20, 1924	\$10,061 41		

## DEPARTMENT OF NATIONAL DEFENCE

Radio test hut.....	Rorkcliffe Rifle Range, Ottawa, Ont.	Aug. 1, 1923	\$3,363 00.		
Reconditioning old power house, Sydenham Hospital, as a vehicle shed.....	Kingston, Ont.	Feb. 8, 1924	\$14,000 00.		

DEPARTMENT OF THE INTERIOR

Construction of road way.....	Jasper Park, Alta.....	April 18, 1923	\$17,113 94.
Hauling of materials, cutting, clearing and grubbing of right of way, ploughing of a fireguard and erection of a fence around the extension to Elk Island Park.	Elk Island Park, Alta.....	May 21, 1923	\$15,027 98.

DEPARTMENT OF TRADE AND COMMERCE

Erection of government elevator.....	Edmonton, Alta.....	Mar. 13, 1924	\$1,297,729 00.
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DEPARTMENT OF MARINE AND FISHERIES

Construction of wooden range towers.	Rochford Point, Louisburg, N.S.....	May 11, 1923	\$3,400 00.
Wooden dwelling and lighthouse.....	Point Peter, Gaspe Co., Que.....	June 21, 1923	Matter deferred.
Wooden dwelling.....	Louisburg, N.S.....	June 28, 1923	\$18,100 00.
Reinforced concrete tower.....	Seatur Island, Cape Breton, N.S.....	June 28, 1923	\$12,300 00.
Fog alarm building.....	Cape Sable, N.S.....	June 28, 1923	\$10,800 00.
Construction of wooden building.....	Green Island, Richmond Co., N.S.....	Aug. 3, 1923	Matter deferred.
Erection of fog alarm building.....	Riviere a la Marie, Gaspe Co., Que.....	Aug. 21, 1923	Matter deferred.
Erection of sheds and mast lights.....	Western Head, Quaco's Co., N.S.....	Nov. 13, 1923	Contract not yet awarded.
Construction of sheds and mast lights.....	Sturgeon river, Ont.....	Feb. 18, 1924	Contract not yet awarded.
	Irwins Point, Wolfe Island, Co. of Frontenne, Ont.	Mar. 4, 1924	Contract not yet awarded.

DEPARTMENT OF INDIAN AFFAIRS

Erection of a small hospital.....	Blackfoot Indian Reserve, Alta.....	May 11, 1923	\$22,425 00.
Erection of a day school.....	Penticton Indian Reserve, B.C.....	April 30, 1923	\$2,828 00.
Erection of a three room day school on Indian Reserve, Erection of cow and horse barn at Qu'Appelle Indian Industrial Institute.	Beraimis, Saskatchewan Co., Que., Qu'Appelle, Sask.....	May 7, 1923	\$28,980 00.
Erection of Indian residential school.....	Kamloops, B.C.....	May 22, 1923	\$10,092 00.
Erection of a barn for the Old Suns Indian Boarding School.	Blackfoot Reserve, Alta.....	June 9, 1923	\$98,987 00.
Erection of an Indian residential school	Blood Indian Reserve, Alta.....	June 19, 1923	\$10,350 00.
Erection of a teachers' residence.....	Tobique Indian Reserve, N.B.....	June 23, 1923	\$123,000 00.
New heating system at Mount Elgin Institute.....	Munee, Ont.....	June 16, 1923	\$16,475 00.
Construction of gravel road.....	Tyendinaga Indian Reserve near Deseronto, Ont.	June 21, 1923	\$6,000 00.
Erection of cow and horse barn.....	St. Georges Industrial School, Lytton, B.C.	July 12, 1923	\$1,000 00.
		Aug. 13, 1923	\$10,000 00.

## DEPARTMENT OF RAILWAYS AND CANALS

Nature of Work	Locality	Date fair wages conditions supplied by Department	Amount of Contract	Issue of Labour Gazette in which fair wages conditions published
Supply and erection of a highway steel fixed bridge over old Welland Canal.	St. Catharines, Ont.	Aug. 1, 1923	\$4,433	Vol. XXIII 1153
Improvements to upper entrance.	Rapide Plat Canal	Aug. 29, 1923	Schedule rates.	XXIII 1153
Repairing and resurfacing roadways and bridge approaches along canal.	Welland Canal, Ont.	Aug. 29, 1923	Schedule rates.	XXIII 1301
Construction of storage annex to the Port Colborne elevator.	Port Colborne, Ont.	Aug. 31, 1923	\$376,000	XXIII 1301
Concrete paving.	Port Dalhousie, Ont.	Sept. 18, 1923	No contract awarded.	
Erection of grain elevator.	Halifax, N.S.	Oct. 6, 1923	No contract awarded.	
Construction of Donnacona cut-off.	Grand Mere Division of Canadian Northern Quebec Railway to Mile 16 on the In- Taque Sub-division of the National Trans- continental Railway.	Nov. 26, 1923	\$177,175 00.	
Supply and erection of the superstructure of two highway steel fixed bridges.	Lachine Canal, Que.	Dec. 28, 1923	\$5,275	XXIV 241
Deepening and improving the north entrance.	St. Peters Canal	Jan. 26, 1924	\$56,819 00.	
Construction of Section 8.	Welland Ship Canal	Feb. 11, 1924	Schedule rates.	



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TABLE showing by provinces the fair wages conditions prepared 1923-24

Department of Government	Saskatchewan	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	British Columbia	Alberta	Total
Public Works .....	5	1	3	6	7	15	1	2	3	43
Railways and Canals .....			2		2	6				10
National Defence .....						2				2
Interior .....									2	2
Trade and Commerce .....									1	1
Marine and Fisheries .....			6		2	2				10
Indian Affairs .....	1			1	1	2		3	3	11
Total .....	6	1	11	7	12	27	1	5	9	79

POST OFFICE CONTRACTS—List of supplies furnished the Post Office Department by contract, or otherwise, under conditions for the protection of the labour employed, which were approved by the Department of Labour, 1923-24.

Name of Order	Amount of Order
	\$ cts.
Supplying 100 parcel receptacles .....	2,490 00
Supplying grey frieze .....	5,250 00
Supplying blue and brown melton .....	13,115 00
Supplying postmen's satchels .....	15,765 00
Supplying letter scales .....	1,746 00
Supplying postmen's winter uniforms .....	40,633 25
Making cotton duck bagging .....	121,625 00
Making all hair seal fur caps .....	1,200 00
Making cloth caps and covers .....	1,456 46
Making round brass grommets .....	3,906 00
Supplying thread for mail bags .....	1,350 00
Supplying postmen's rubber boots .....	1,067 36
Making grey satchels .....	375 00
Supplying street letter boxes .....	3,750 00
Supplying rubber stamping cushions .....	140 00
Making serge .....	4,995 00
Making serge .....	6,210 00
Supplying pint tins for cancelling ink .....	400 00
Supplying parcel receptacles .....	745 50
Making postmen's uniforms .....	20,196 51
Supplying letter pouches .....	640 00
Supplying towels .....	306 00
Supplying waterproof coats for postmen .....	2,116 13
Supplying waterproof capes .....	380 00
Supplying cloth caps and waterproof covers .....	1,113 00

## FAIR WAGES COMPLAINTS ON GOVERNMENT WORKS

Complaint was made to the Department of Labour in various instances during the past year that contractors for government works were not complying with the fair wage requirements of their contracts. Most of these complaints related to alleged non-payment of the wages rates contemplated in the contract, the requirement in each case being that the contractor should pay the workpeople the rates of wages current in the district for the various classes of labour employed. In some cases the inquiry showed that the claims were not justified; in all instances, however, in which the complaints were well founded action was taken by the Department of Labour to uphold the rights of the workmen concerned.

As in the preceding year the principal complaints related to the contracts for the construction of the Welland Ship Canal, which is the largest public work under way in Canada at the present time. The construction of this canal was

begun in 1913. The work was discontinued during the later stages of the Great War, but was resumed later by the Department of Railways and Canals. Contracts for the completion of Sections 1, 2, 3, 4 and 5 were subsequently let and provision made by the Dominion Government in all cases for the observance of the rates of wages and hours of labour current in the district for the different classes of workmen employed. A contract was let in the month of February, 1924, for Section 8 of the Welland Ship Canal, which includes Lock No. 8, supply weir, the Lake Erie entrance and the extension of the western breakwater of the canal. Work on this section was only being started at the close of the fiscal year.

On account of disputes which had arisen on the Welland Ship Canal work, the Minister of Labour issued a ruling in the month of June, 1923, regarding the wages rates and hours of labour of the different classes of workmen employed. The rates and hours sanctioned by the minister were based on those current in the district in which the work was being executed. The schedule was not, however, put into effect at once by the contractors in all cases and an inspection was made subsequently, under the direction of the Minister of Labour, of the contractors' books to ascertain the exact situation. Payment was made by the contractors accordingly to individual workmen who had received less than the rates approved by the Minister of Labour, and workmen employed in excess of the hours set out in the schedule were paid for their additional service at the rate of time and one-half.

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1924

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
April 2, 1923	Brockton Point, Stanley Park, B.C. Stones retaining wall.	Public Works	Alleged that stone-masons were receiving less than the prevailing rate of wages.	The matter was investigated by an officer of the Department of Labour and it was found that the complaint was justified. Instructions were given by the Department of Public Works for the payment of current wage rates for stone masons in that district. Settlement reached by agreement.
May 10, 1923	Kingston, Ont. Locomotive works.	Canadian National Railways.	Request that fair wage conditions be inserted in the contract for this work.	Investigation of the complaint was made by officers of the Department of Labour and the matters in question were determined by union agreement between the Harbour Commissioners and the employees.
May 19, 1923	Montreal, Que. Harbour work.	Marine and Fisheries	Alleged that the prevailing rates of wages were not being paid.	Investigation showed that the complaint was based on incorrect information.
June 8, 1923	Halifax, N.S. R. A. Park.	Public Works	Alleged that the prevailing rate of wages was not being paid to labourers.	The matter was referred to the Canadian National Railways and an investigation showed the complaint was not justified.
June 19, 1923	Thornhill, Ont. Work on freight sheds.	Canadian National Railways.	Alleged that carpenters were not receiving the current rate of the district.	Matter was referred to the Canadian National Railways for attention.
June 23, 1923	St. John, N.B. Work on freight sheds.	Canadian National Railways.	Alleged that bricklayers, masons and plasterers were not receiving the prevailing rate of wages.	The matter was investigated by a departmental officer and, following a ruling given by the Minister of Labour, settlements were made by the employer with certain workmen who had received less than the rates current in the district.
June 23, 1923	Vancouver, B.C. Esquimalt Dry Dock.	Public Works	Complaint was made that stevedores and operating engineers were not receiving the current wage rates.	Investigation by an officer of the Department of Labour showed that the complaint was accordingly ordered of the amounts due to individual workmen concerned.
Aug. 21, 1923	Vancouver, B.C. Dry Dock.	Public Works	Alleged that certain workmen employed on the dock were not receiving the prevailing rate of wages.	Matter was referred to the Canadian National Railways for attention.
Sept. 15, 1923	Quebec, Que. St. Made Shops.	Canadian National Railways.	Alleged that bricklayers were not receiving the current rates of the district.	The matter was taken up with the Canadian National Railways, also with the contractor, and an adjustment was understood to be under way at the close of the year.
Oct. 16, 1923	Long Lac, Ont. Construction of railway line.	Canadian National Railways.	Alleged that station men did not receive proper settlement for their work.	Investigation was made by an officer of the Department of Labour and a schedule of wages was sanctioned by the Minister of Labour covering the classes of labourers concerned.
Nov. 30, 1923	Port Colborne, Ont. Government elevator.	Public Works	Alleged that the current wage rates and hours of the district were not being observed for the workmen concerned.	The matter was referred to the Minister of Provincial Works and Highways.
Dec. 4, 1923	Fruitland, Ont. Road construction.	Trade and Commerce	Alleged that prevailing rates were not being paid.	Schedule of wages and hours prepared by the Department of Labour and accepted by the contractor.
Dec. 17, 1923	Edmonton, Alberta Government elevator.	Trade and Commerce	Alleged that prevailing rates of wages were not being paid to certain classes of labour and that they were working longer hours than were current in the district.	The matter was referred to the Canadian National Railways for attention.
Dec. 28, 1923	St. Catharines, Ont. Erection of freight shed.	Canadian National Railways.	Alleged that carpenters were not being paid the prevailing rate of wages.	The matter was taken up with Department of Railways and Canals and payment was made of certain wage claims.
Dec. 29, 1923	Ottawa, Ont. Retaining wall, Rideau Canal.	Canadian National Railways and Canals	Alleged that the prevailing rate of wages was not being paid to labourers.	Investigation showed that the complaint was based on incorrect information.
Dec. 31, 1923	Ottawa, Ont. Archives Building.	Public Works	Alleged that the contractor was not paying the current rate for common labour.	The current rate of the district was ascertained by inquiry and settlements were made by the contractor with certain workmen who had received a lower rate.
Feb. 12, 1924	Blind River, Ont. Wharf.	Public Works	Alleged that workmen were performing carpentry work at less than the current rate of wages.	Investigation showed that the complaint was not justified.
Feb. 14, 1924	Port Stanley, Ont. Government pier.	Public Works		

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1924.—*Concluded*

Complaint received	Locality and public work	Department affected	Subject of Investigation	Disposition
Mar. 7, 1924	Halifax, N.S. Travenna Hospital, Dartmouth Pier Wharf.	Public Works	Alleged that the current rates of wages were not being paid.	Investigation showed that the complaint was not justified.
Mar. 15, 1924	Kingston, Ont.	Public Works	Complaint was received that carpenters were not receiving the current rates of the current rate of wages.	An investigation was made by an officer of the Department of Public Works and it was found that the claim was not justified.
Mar. 24, 1924	Kingston, Ont.	National Defence	Alleged that a plumber was not receiving the current rate of wages.	Investigation showed that the complaint was not well founded.
April 9, 1923	Barrack Stables, Welland Ship Canal	.....	Alleged that iron workers employed on the canal contracts were not receiving the current rate of wages of the district.	The current rate of wages payable under the contract was determined by the Minister after inquiry by an officer of the Department of Labour and this rate was put into effect by the contractors.
May 25, 1923	Welland Ship Canal	.....	Complaint was made that carpenters had not received the current rate of wages in the district.	The current rate of wages payable under the contract was determined by the Minister of Labour after inquiry by an officer of the department. The rate fixed by the Minister was disputed by the contractors, but was later put into effect, and payments were made to various workmen accordingly.
Oct., 1923, Mar., 1924*	Welland Ship Canal	.....	Complaint was received from many individual workmen that they had not received the current rate of wages and that the contractors had not paid proper rates for overtime.	An examination was made of the contractors' books by officers of the Department of Labour and cheques were issued to a large number of individual workmen for the additional amounts due to them, including payment at time and a half for overtime.
Jan. 4, 1924	Welland Ship Canal	.....	A proposal was made by the contractors for Sections 3 and 4 for certain reductions of wage scale for work performed during the winter months.	Correspondence was exchanged with the Minister of Labour on this point, who advised that the contractors should first take the matter up with their employees. No action was taken by the contractors looking to the reduction of rates during the winter months and the summer scale continued in effect.

#### IV. STATISTICS

During the year statistics of strikes and lockouts, wages and hours of labour, prices and cost of living, employment and industrial accidents have been collected and published regularly in the *Labour Gazette*, annual reviews also appearing soon after the close of the calendar year. In accordance with the "Statistics Act, 1918," and under arrangements with the Dominion Statistician, approved by Order in Council dated October 16, 1922, certain classes of these statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics. The classification of industries and occupations drawn up in the bureau is followed in the compilation of the statistics of labour.

A statement as to fatal industrial accidents appears in chapter V of the present report, and statistics respecting employment in chapter VII.

##### STRIKES AND LOCKOUTS DURING 1923

The year 1923 was marked by the lowest figure for time loss in man working days since 1918, there being no strikes involving large numbers of employees for months, as was the case in 1922, 1919, 1917, and certain other years. The number of employees involved in strikes and lockouts was less than in 1922, but the number of disputes was slightly greater.

The departmental record of strikes and lockouts in Canada was begun on the establishment of the department toward the end of 1900 and particulars of industrial disputes have been given each month in the *Labour Gazette*; also as early in each year as possible a summary statement for the previous calendar year is printed in the *Labour Gazette*, with a statistical analysis. The figures are given for the calendar rather than the fiscal year, because in this form they become more easily comparable with statistics on the same subject gathered in other countries, which also as a rule use the calendar year. The figures printed are inclusive of all strikes which come to the knowledge of the department, and the methods taken to secure information practically preclude probability of omissions of a serious nature. So far as concerns figures given with respect to duration of strikes, numbers of employees concerned, etc., it is impossible always to secure exact information, but the estimate made in such cases is the result of painstaking methods in the collection of data, and, with increasing experience in dealing with the subject, it is believed that the statistics indicate the conditions with reasonable precision.

The record of the department includes lockouts as well as strikes, but a lockout or an industrial condition which is undoubtedly a lockout is rarely encountered. In the statistical tables, therefore, strikes and lockouts are recorded together under the term "industrial disputes."

A strike or lockout, included as such in the records of the department, is a cessation of work involving six or more employees, and lasting more than one working day. Disputes of only one day's duration or less and disputes involving less than six employees have not been in the past included in the published record, but a separate record of such disputes has been maintained in the department. For 1923, however, any such disputes involving a time loss of ten working days or more are included in the published record, there being twelve of these, involving 1,447 employees and resulting in a time loss

of 1,405 working days. In addition there was a dispute involving only thirty employees for one hour, with a time loss, therefore, of less than ten days; this was a strike of coal miners at Drumbeller in sympathy with other coal miners who resumed work that day.

The outstanding feature of the year was a strike of steel workers at Sydney, N.S., resulting in sympathetic strikes of coal miners in Cape Breton Island, in other parts of Nova Scotia, and for a short time, in a small area in Alberta. The sympathetic strikes caused a time loss of about 240,000 working days, nearly one-third of the total for the year. The strike of steel workers, which was for higher wages, shorter hours of labour and recognition of the union, began on June 28, 1923, lasted until August 1, and, at the beginning, involved about 2,600 employees. The sympathetic strikes of coal miners occurred early in July, in protest against the stationing of militia troops and provincial police in the strike area where disturbances had occurred. The coal miners were ordered back to work by the International President of the United Mine Workers of America, and, the constitution of that labour organization having been violated in connection with the strike, the officers and charter of District 26 of the United Mine Workers of America, embracing the principal coal mining districts of Nova Scotia, were suspended. The sympathetic strikes involved about 13,000 miners in Nova Scotia for nearly three weeks. A Royal Commission was appointed to investigate the cause of the industrial unrest among the steel workers at Sydney, N.S., and the circumstances which occasioned the calling out and the retention of the militia in aid of the civil power in connection with the same. The report of the commission was published as a supplement to the *Labour Gazette* for February, 1924. Legislation giving effect to one of the recommendations of the commission in regard to the use of the militia was enacted at the next session of Parliament, provision being made for a requisition from the provincial attorney general, as well as from a judge, before such action could be taken.

Considerable time loss was caused by the strikes of printing compositors in job offices in various cities in Canada, as well as in the United States, for the 44-hour week. These strikes had begun in 1921, and involved, at the beginning, 2,451 employees in Canada. By January, 1923, there were involved, 1,365, and by December, 1923, only 521. Reports received in the department indicated that many of the employers involved had from the beginning of the strike gradually replaced the strikers. From time to time settlements were made by the union with various employers, or work was secured elsewhere by the employees. The strike at Vancouver, B.C., was called off November 10, 1923. At the beginning, these strikes involved numbers of printing pressmen and bookbinders, but these soon either settled with the employers or returned to work without a settlement.

A strike of 1,555 longshoremen at Vancouver, B.C., from October 8 to December 8, for increased wages and certain other changes on the expiration of an agreement, caused a time loss of 82,415 working days and ended in favour of the employers. During the strike the question of the reinstatement of the strikers and the dismissal of strikebreakers became an issue, it being finally arranged that the employers would secure men as needed from the government employment office where all might apply. The men returned to work at the wages and working conditions prevailing before the strike, but the employers refused to make an agreement with the union.

Two strikes of coal miners, in the Edmonton coal fields and at Cardiff near by, began toward the end of 1922 and at the beginning involved upwards of 750 employees. By the end of 1922, only about 500 remained on strike. The strikes were for recognition of the union and for union wages and working

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conditions covered by the agreement in District 18 of the United Mine Workers of America. In most of the mines the strikers were gradually replaced or returned to work before the spring but the union did not call off the strike until August. In the meantime the employees in the Edmonton field organized another union and entered into an agreement with the association of the employers providing for wages and working conditions then in existence.

These disputes caused a time loss of approximately 600,000 working days out of the total for Canada during the year of 756,494. In other industries the only instance of great time loss was in the manufacture of clothing, where six disputes caused time loss of 10,068 working days, four being strikes for recognition of union, one against the employment of particular persons, one for increased wages and one against a reduction in wages. One of these ended in a compromise and the others were unsuccessful. In the building industry, the number of disputes and the time loss were comparatively small, there being only seven disputes, involving 867 employees and causing a time loss of 10,005 days, as compared with 17 disputes, 1,396 employees and a time loss of 28,247 working days in 1922, and 36 disputes, 4,004 employees and 153,372 working days in 1921.

An analysis of the statistics by the number of employees involved shows over 10,000 employees in only one dispute, 1.1 per cent of all disputes, but this strike (the sympathetic strike of coal miners in Cape Breton Island) caused a time loss of 216,700 days, 28.2 per cent of the total for the year. Outside of this strike, disputes involving between 1,500 and 2,500 employees, between 500 and 1,000 employees, and between 100 and 250 employees caused most of time loss for the year.

An analysis by industries shows the greatest amount of time loss in mining, with printing a close second, and considerable amounts in water transportation and in iron and steel manufacturing. The same industries showed large numbers of employees involved.

Among causes of disputes, it appears that the chief cause was demands for increases in wages, 27 out of 91, involving 3,207 employees out of 32,868 and resulting in a time loss of 42,541 working days out of 768,494. Sympathetic strikes showed the largest number of employees involved and also the greatest time loss, the three coal miners' strikes in July being the chief factor. There were, however, 10 strikes for recognition of union, and 12 against discharge of employees, but these did not involve large numbers of employees nor result in great time loss.

By methods of settlement, the largest number of disputes, 36, were settled by negotiations between the parties, but in 19 disputes there was a return to work on employers' terms.

An analysis of the figures by time loss shows 44 per cent of the total for the year due to two strikes, with over 100,000 working days lost, the one strike being that of the Cape Breton coal miners and the other the printers' strike at Toronto; 17.5 per cent of the total time loss was due to two strikes with between 50,000 and 100,000 working days, that of long-horemens at Vancouver causing a loss of 82,415 days and that of steel workers at Sydney, 52,000 days.

In duration, most of the disputes lasted less than five days, but these caused comparatively little time loss. Considerable time loss occurred in disputes lasting from 20 to 30 days, involving 12,921 employees, but a large proportion of it, 32.9 per cent, was due to 10 disputes carried over into 1923, of which eight were in the printing trades, carried over from 1921.

By provinces, the greatest time loss occurred in Nova Scotia with 319,434 days, 41.6 per cent of the total for the year, while Ontario experienced a time loss of 165,681 days, 21.6 per cent of the total, and British Columbia 108,554 days, 14.1 per cent of the total for the year.

A comparison of figures by months for the past four years shows the greatest time loss, as well as the largest number of employees involved, in the spring and summer months, each year.

The accompanying chart of the time loss in working days by groups of industries for each year back to 1901, shows that in mining considerable time loss occurred in 1903, 1909, 1910, 1911, and 1913, and again in 1917, 1919, 1922, and 1923. In metal trades no great time loss appeared except in 1919, when the strikes in the metal trades in various cities and the general strike in Winnipeg, in sympathy with the metal trades' strike there, caused a time loss of about two million days. In 1918, 1920, and 1923, however, the time losses (in these trades) were larger than in other years. In building and construction considerable time loss appeared in 1903, 1907, 1911, and 1919. In transportation there was considerable time loss in 1901, due to a strike of trackmen; in 1908, due to a strike of railway shop machinists; and in 1918 and 1919, due to numbers of strikes in street railway operation, as well as among freight handlers in local transportation, cartage, etc.

From the charts showing results of the settlement arrived at, it appears that the majority of employees were successful in 1905, 1906, 1915, 1917, and 1918, periods of steadily rising prices and expanding business, and were unsuccessful in 1908, 1919, and 1920, years of uncertainty in industry.

## RECORD OF INDUSTRIAL DISPUTES BY YEARS, 1901 TO 1923

Year	Number of Disputes		Disputes in existence in the year		
	In existence in the year	Beginning in the year	Employers involved	Employees involved	Time loss in working days
1901.....	104	104	273	28,086	632,302
1902.....	121	121	420	12,264	120,940
1903.....	146	146	927	50,041	1,226,500
1904.....	99	99	575	16,482	265,004
1905.....	89	88	437	16,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,224	621,962
1908.....	68	65	175	25,293	708,285
1909.....	69	69	397	17,332	871,845
1910.....	84	82	1,335	21,280	718,635
1911.....	99	96	475	30,094	2,046,650
1912.....	150	148	989	40,511	1,099,208
1913.....	113	106	1,015	39,536	1,287,678
1914.....	44	40	205	8,678	430,054
1915.....	43	38	96	9,140	106,149
1916.....	75	74	271	21,157	208,277
1917.....	148	141	714	48,329	1,134,970
1918.....	196	191	766	68,489	763,341
1919.....	298	290	1,913	138,988	3,942,189
1920.....	285	272	1,273	52,150	886,754
1921.....	145	138	907	22,930	956,461
1922.....	85	70	569	41,050	1,975,296
1923.....	91	77	419	32,868	768,474
Total.....	2,842*	2,740	15,991*	803,195*	21,348,024

\*In these totals figures for disputes extending over the end of a year are counted more than once.



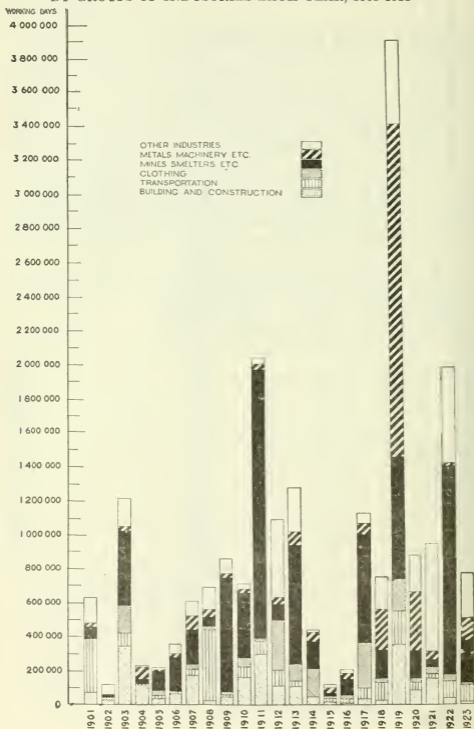
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STRIKES AND LOCKOUTS, 1920, 1921, 1922, AND 1923, BY MONTHS

Period	Disputes in existence				Number of employees affected				Time lost in working days			
	1920	1921	1922	1923	1920	1921	1922	1923	1920	1921	1922	1923
	January	35	23	22	18	2,800	1,706	3,435	2,852	35,538	30,646	66,474
February	25	31	24	20	2,345	2,000	3,200	3,050	30,920	36,361	62,635	46,030
March	28	32	20	19	4,116	3,408	2,569	1,533	39,027	55,502	65,737	33,229
April	48	29	26	27	6,899	4,453	13,086	2,661	75,446	63,480	272,946	34,972
May	79	50	31	39	13,850	9,323	13,433	4,767	150,072	175,889	279,857	53,891
June	60	60	25	28	15,793	10,239	11,093	6,268	182,732	188,020	263,402	42,406
July	50	41	21	23	10,016	9,413	15,653	18,095	137,841	92,891	255,734	307,433
August	30	31	25	20	4,840	5,442	25,364	3,651	71,366	73,273	450,692	30,721
September	29	26	23	18	2,806	3,948	17,736	1,729	28,330	59,849	99,732	30,773
October	21	17	18	16	6,168	1,897	3,240	2,322	72,863	46,036	54,758	50,402
November	14	18	14	16	2,295	3,354	2,036	2,237	27,209	73,149	48,023	55,978
December	21	18	16	13	1,822	3,759	2,960	2,446	26,324	61,365	55,986	28,003
Year	**285	**145	**85	**91	**32,150	**22,030	**11,050	**32,698	868,754	996,451	1,975,276	768,494

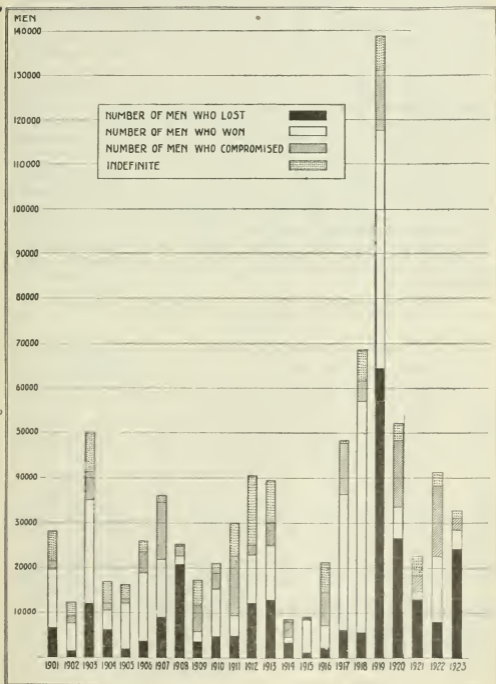
\*These figures relate only to the actual number of disputes in existence and the employees involved during the year, not being a summation in each case of the monthly figures.

### TIME LOSS IN WORKING DAYS THROUGH STRIKES AND LOCKOUTS BY GROUPS OF INDUSTRIES EACH YEAR, 1901-1923



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RESULTS OF STRIKES AND LOCKOUTS ACCORDING TO NUMBERS OF MEN INVOLVED



## WAGES AND HOURS OF LABOUR

Statistics as to wages and hours of labour are secured to a considerable extent in connection with the work of the department on strikes and lockouts, industrial agreements, conciliation and mediation proceedings under the Industrial Disputes Investigation Act, 1907, fair wage schedules, and reports of changes in wages and hours. Reports are also secured each year from representative employers in the various industries and from labour organizations as to the rates of wages in effect.

The series of bulletins on wages and hours of labour in Canada begun in 1921 has been continued. Report No. 5, prepared particularly for the Federal-Provincial Conference relative to obligations of Canada in connection with the recommendations of the International Labour Conference, dealt with hours of labour in Canada and other countries. Report No. 6, issued as a supplement to the *Labour Gazette* for January, 1924, gives information as to rates of wages in certain trades and industries for 1921, 1922, and 1923. The accompanying table from that bulletin indicates the movement in wage rates during 1923, as compared with previous years for the classes included, and these index numbers are intended to show the trend in wage rates pending the calculation and publication of an index number covering the industries more completely. It will be noted that during 1923 wages rose slightly in several of the groups, but fell in printing and in common labour in factories. In coal mining there was no change in the average. There were advances in the building trades, metal trades, and on electric and steam railways, as well as in factory trades and in lumbering.

INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA, 1901-1923

(Rates in 1913=100)

Year	Building Trades	Metal Trades	Printing Trades	Electric Railways	Steam Railways	Coal Mining	Average*	Common Factory Labour	Miscellaneous Factory Trades	Lumbering
1901.....	60.3	68.6	60.0	64.0	70.8	82.8	67.8			
1902.....	64.2	70.2	61.6	68.0	73.6	83.8	70.2			
1903.....	67.4	73.3	62.6	71.1	76.7	85.3	72.7			
1904.....	69.7	75.9	66.1	73.1	78.6	85.1	74.8			
1905.....	73.0	78.6	68.5	73.5	78.9	86.3	76.5			
1906.....	76.9	79.8	72.2	75.7	80.2	87.4	78.7			
1907.....	80.2	82.4	78.4	81.4	85.5	93.6	83.6			
1908.....	81.5	84.7	80.5	81.8	86.7	94.8	85.0			
1909.....	83.1	86.2	83.4	83.1	86.7	95.1	85.9			
1910.....	85.9	88.8	87.8	85.7	91.2	94.2	89.1			
1911.....	90.2	91.0	91.6	88.1	96.4	97.5	92.5	94.9	95.4	93.3
1912.....	96.0	95.3	96.0	92.3	98.3	98.3	96.0	98.1	97.1	98.8
1913.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1914.....	100.8	100.5	102.4	101.0	101.7	101.9	101.4	101.0	103.2	94.7
1915.....	101.6	101.5	103.6	97.8	103.7	102.3	101.4	101.0	106.2	89.1
1916.....	102.4	106.9	105.8	102.2	104.0	111.7	105.7	110.4	115.1	109.5
1917.....	109.9	128.0	111.3	114.6	110.1	130.8	117.5	129.2	128.0	130.2
1918.....	125.9	155.2	123.7	142.9	133.2	157.8	139.8	152.3	146.8	150.5
1919.....	148.2	180.1	145.9	163.3	154.2	170.5	160.4	180.2	180.2	169.8
1920.....	180.9	209.4	184.0	194.2	186.6	197.7	192.1	215.5	216.9	202.7
1921.....	170.5	186.8	193.3	192.1	165.3	208.3	186.1	190.6	202.0	182.6
1922.....	162.5	173.7	192.3	184.4	185.1	197.8	176.8	183.0	189.1	158.7
1923.....	166.4	174.0	188.9	186.2	157.4	197.8	178.4	181.7	196.1	170.4

\*Simple average of six preceding columns.

## PRICES AND COST OF LIVING

The publication in the *Labour Gazette* each month of statistics of retail prices of staple foods, and of coal and wood and coal oil, and as to the rentals of six-roomed workingmen's houses in some sixty of the industrial centres of Canada, begun in 1910, has been continued. As since 1921, the figures as to food prices have been secured through the Dominion Bureau of Statistics from representative butchers and grocers in these centres as well as through the resident correspondents of the *Labour Gazette*. The calculation of a weekly family budget of foods, fuel and rent, in order to show the changes in the costs of these items from month to month, which has been continued and supplemented by information as to the changes in the costs of clothing, boots, etc., secured half-yearly, has made possible the publication from time to time in the *Labour Gazette* of a table showing, by percentages, the changes in the cost of the principal items of family consumption as in the accompanying table.

In connection with the statistics of wholesale prices published by the department in special reports from 1910 to 1917 and monthly in the *Labour Gazette* since 1911, it is to be noted that, as a result of an arrangement made in 1918, the Dominion Statistician has constructed a new index number of wholesale prices in Canada designed to replace that published by the department as the official index number for Canada. The new index number was published in 1923 in a special report entitled "Prices and Price Indexes, 1918-1922." This publication contained two index numbers. The first, "unweighted" like that published by the Labour Department, covered the period 1890 to 1921 and was constructed chiefly from the records of prices back to 1890 compiled and published by the department. The other, "weighted" according to the importance of the commodities, covered the period 1919 to 1922, and this index is kept up to date from month to month and is published in the *Labour Gazette*. Both of these index numbers were based upon prices in 1913 as 100. The index number calculated by the department covering the period 1890 to date (based upon prices 1890-1899 as 100) is now, therefore, published only in summary form in order to afford comparison with the earlier years. The publication of this will be discontinued when the Dominion Statistician has carried the new "weighted" number back for years prior to 1913. In 1924 the Dominion Statistician published a second report carrying the new "weighted" index number back as far as 1913. Other index numbers of wholesale prices in Canada calculated by Professor H. Michell, the Canadian Bank of Commerce, and the United States Federal Reserve Board, are given in summary form each quarter in the *Labour Gazette*.

Statistics as to the movements of prices in other countries have been published in the *Labour Gazette* as in previous years, the considerable development of statistical work of this nature in nearly all countries having increased the amount of information available.

The statistics of prices and cost of living have been used to a considerable extent in the adjustment of wages, while in some cases employers and employees have agreed to adjust wage rates from time to time according to the cost of living statistics in the *Labour Gazette*.

In the coal mining district of Vancouver island the operators and the miners agreed to continue the arrangement made at the end of 1918, whereby the changes in the cost of living were ascertained every three months by a commission and a corresponding change in wages effected. Such adjustments in wages are in the nature of a flat increase (or decrease) for all classes of employees, including the clerical and office staffs.

## CHANGES IN THE COST OF LIVING IN CANADA FROM 1913 TO 1924

(Percentages of increase in cost by groups over 1913)

Date	Food	Fuel	Rent	Clothing	Sundries	All
Dec. 1914	8	2*	8*	10	.....	2
Dec. 1915	11	3*	16*	25	5	4
Dec. 1916	38	10	14*	43	10	19
Dec. 1917	67	34	6*	67	45	43
Dec. 1918	86	63	2	98	60	61
Dec. 1919	101	66	17	134	80	79
July 1920	130	91	34	160	90	101
Dec. 1920	102	118	39	135	90	92
Mar. 1921	80	109	39	95	87	77
June 1921	52	97	43	73	81	63
Sept. 1921	61	89	44	67	70	62
Dec. 1921	50	87	45	58	66	56
Mar. 1922	44	81	45	55	64	53
June 1922	39	79	46	55	64	51
Sept. 1922	40	90	47	55	64	53
Dec. 1922	42	87	46	55	64	53
Mar. 1923	47	90	47	55	64	55
June 1923	39	82	47	55	64	52
Sept. 1923	42	83	47	55	64	53
Dec. 1923	46	85	46	55	64	54
March 1923	44	81	46	55	64	53

\*Decrease.

## V. LABOUR GAZETTE

The *Labour Gazette* was published regularly during the fiscal year in English and French, the combined average paid-up monthly circulation of the two editions having been approximately 8,000 copies. In addition to the individual subscriptions received for the *Labour Gazette*, a number of the chartered banks and employers of labour in various parts of the Dominion subscribed for certain of their officials and several local labour bodies subscribed for all their members. Besides the paid circulation, copies were supplied gratuitously to public libraries, boards of trade, labour organizations, government departments, newspapers, trade journals (both at home and abroad), as well as to certain persons from whom the department seeks information from time to time. The average monthly distribution of complimentary copies of the English and French editions was 4,400, making a total monthly average circulation for the fiscal year of 12,400 copies. Many applications for sample copies were received, and these were filled so far as circumstances would permit.

The *Labour Gazette* constitutes the medium of publication of the official record of all proceedings under the Industrial Disputes Investigation Act, 1907, including the full text of all reports of Boards of Conciliation and Investigation established under the Act. It contains also complete or summarized reports of proceedings of official commissions, employers' and workers' conventions, and international and other important conferences held in Canada and other countries on subjects of interest to labour. Among other regular features the *Labour Gazette* contains in condensed form information concerning industrial disputes and agreements, fluctuations in employment, changes in wages and hours of labour and other working conditions, the course of wholesale and retail prices in Canada and other countries, fatal industrial accidents, and technical education, while many other subjects are dealt with in special articles. In order that information with respect to Canada may be as comprehensive as possible, the department maintains correspondents in some sixty-four industrial centres in the Dominion. Important legal decisions affecting labour are either quoted in full or summarized, while other typical cases receive brief mention. Among the outstanding legal decisions treated in special articles during the fiscal year were a judgment of the Judicial Committee of the Privy Council respecting the employment of orientals in lumber camps of British Columbia, judgments respecting the validity of the Industrial Disputes Investigation Act, 1907, a judgment delivered at Winnipeg respecting the legal status of trade unions which was subsequently reversed on appeal, and a judgment of the United States Supreme Court concerning the validity of the Act establishing the Kansas Court of Industrial Relations. Summaries were published of new labour and social legislation enacted in Canada, Great Britain, the United States and other countries. The proceedings of the International Labour Organization (League of Nations) and the action arising therefrom in various countries are also noted from time to time.

Among the special articles appearing in the *Labour Gazette* during the year may be mentioned an account of changes in the cost of living in Canada and other countries from 1913 to 1922, a comparative review of workmen's compensation laws in the various provinces, summaries of various reports of the United States Coal Commission, and an account of the Federal-Provincial Conference relative to obligations of Canada under the labour sections of the Peace Treaties.

Supplements to the *Labour Gazette* were issued during the fiscal year as follows: the Second Report of Proceedings of the Canadian Railway Board of Adjustment No. 1, from September 1, 1920, to September 30, 1923, and the Report of the Royal Commission appointed to inquire into the industrial unrest among the steel workers at Sydney, N.S.

In the preparation and indexing of Volume XXIII of the *Labour Gazette*, which covers the calendar year 1923, care has been taken to present material in concise form in order both to facilitate the work of reference and to effect economy in the matter of space. During the year it was found necessary to have reprints of certain articles of unusual industrial interest. These included reports on "Action of Various Countries on Draft Conventions and Recommendations of International Labour Conference," "Factory Legislation in Canada," "Trade Union Membership in Canada," "Proposed Amendments of Industrial Disputes Investigation Act," "Federal-Provincial Conference Relative to Obligation of Canada under Labour Sections of Peace Treaties," "Canadian Railway Board of Adjustment No. 1 (Report of Proceedings from September 1, 1920, to September 30, 1923)," "International Conference of Labour Statisticians," "Fifth Session of the International Labour Conference," and "Canadian Laws Governing the Employment of Women"; also reprints and revision to bring up to date articles on "Workmen's Compensation in Canada (A Comparison of Provincial Laws as Existing in 1923)" and "Minimum Wages for Female Employees in Canada."

In addition to the work in connection with the publication of the *Labour Gazette*, there was prepared in this branch a compilation of labour legislation enacted by the Dominion and provinces during 1923 and a compilation of fatal industrial accidents that occurred in Canada in 1923. Information with reference to various matters dealt with in the *Labour Gazette* was also supplied on request, particularly with regard to labour legislation and industrial accidents.

The *Labour Gazette*, being an official publication, is frequently used as a source of authoritative information on the matters with which it deals. The journals named below are among those which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. The following list is not exhaustive and does not include references to the monthly and quarterly statistical articles on employment, prices, industrial accidents, etc.: *International Labour Review*, *Industrial and Labour Information*, *United States Monthly Labour Review*, *Weekly News Summary* (U. S. Department of Labour), *Industrial News Survey*, *The Queensland Industrial Gazette*, *Western Australia Industrial Gazette*, *Industrial Welfare*, *Social Welfare*, *Nova Scotia Industrial Safety News*, *Current Opinion*, *The Labour Press Service*, *The Painter and Decorator*, and the *International Brotherhood of Blacksmiths, Drop Forgers, and Helpers' Monthly Journal*.

#### FATAL INDUSTRIAL ACCIDENTS IN CANADA IN 1923

The Department of Labour maintains a record of fatal accidents occurring to workmen in the course of their employment, collected from provincial Workmen's Compensation Boards, Factory and Mine Inspectors, the Board of Railway Commissioners, the press and other sources. This record is published quarterly in the *Labour Gazette*, with an annual summary, in order to illustrate the hazards connected with specific employments.

Among the sources from which reports of industrial fatalities were received during the year may be mentioned the following: for Canada, the Board of Railway Commissioners and the Explosives Division of the Department of



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Mines, Ottawa; for Nova Scotia, the Workmen's Compensation Board and the Department of Public Works and Mines; for New Brunswick, the Workmen's Compensation Board; for Quebec, the Department of Public Works and Labour, and the Bureau of Mines; for Ontario, the Factory Inspector, the Workmen's Compensation Board, the Ontario Railway and Municipal Board, the Algoma Central and Hudson Bay Railway, the Algoma Steel Corporation, Limited, and the Lake Superior Paper Company; for Manitoba, the Bureau of Labour and the Workmen's Compensation Board; for Saskatchewan, the Bureau of Labour; for Alberta, the Workmen's Compensation Board; and for British Columbia, the Department of Mines and the Workmen's Compensation Board.

The records of the department show 1,412 fatalities as the result of industrial accidents in 1923, as compared with 1,128 in 1922. Sixteen deaths occurred among Canadian workmen engaged in industry at points outside of Canada. The highest record, 508 fatalities, was in the province of Ontario; British Columbia came next with 316; Quebec had 184; Nova Scotia, 111; Alberta, 81; Saskatchewan, 72; New Brunswick, 57; Manitoba, 56; Prince Edward Island, 9; and for the Yukon District and North West Territories there was only one reported. In the quarters ending August and December the record was higher than for the first and second quarters of the year, the highest record being shown in the last quarter with 379 deaths reported, which was five more than in the previous quarter.

There were 372 deaths, or 26.4 per cent of the total fatalities reported for 1923, in the transportation and public utilities group. In 1922, 319 deaths, or 28.6 per cent of the total industrial fatalities were reported in this group. Of the 372 deaths, 168, or 11.9 per cent, occurred in the steam railway service and 100, or 7.1 per cent, in water transportation. There were 97 deaths in the steam railway service through being struck by, run over, or crushed by or between cars and engines, 28 were due to derailments and collisions, and 25 to falls from cars and engines. On a basis of 165,635 employees in the steam railway service in 1922, as reported by the Dominion Bureau of Statistics, the figures show a fatality record of slightly over one per thousand employees, while in 1922 the record of 143 deaths was slightly below that ratio. (Maintenance-of-way men and car inspectors are included in the steam railway figures for 1923, but railway carpenters and car repairers in railway shops and on trains are included in the iron, steel and products section of the "manufacturing" group, there being 14 of these workmen reported.) In the manufacturing group there were 198 deaths, or 14 per cent of the total fatalities reported for the year, as compared with 164 in the previous year. Machinery and its connections accounted for 56 deaths and electricity for 15. In the mining, non-ferrous smelting and quarrying group there were 187 deaths, or 13.3 per cent of the total fatalities reported. Of these 113 were in the coal mining industry, falls of rock, stone, etc., and cave-ins accounting for 48. There were 35 deaths in the group caused by explosions, 33 being recorded as due to an explosion at a mine in Cumberland, B.C., on February 8; 19 deaths were caused by mine and quarry cars. In the logging industry 195 fatalities were reported, this being 13.8 per cent of the total. Falling trees, branches, etc., were responsible for 78 deaths, and drownings for 39 in this group. In agriculture the fatalities reported numbered 129, or 9.1 per cent of the total, 46 being due to horses kicking, bolting, etc., and 9 to being gored by bulls. The record of all the industries shows 92 deaths due to machinery and its connections, 55 due to hoisting apparatus, 207 due to dangerous substances (including steam escapes, boiler explosions and compressed air, 16; explosive substances, 85; electricity, 42; and gas, fumes, etc., 25). There were 220 deaths caused by falling objects, 184 by falls of persons, 147 by drowning, 66 by animals, and

54 while handling objects. (A table giving fuller particulars as to the causes of these accidents is given in the *Labour Gazette* for March, 1924, and in the quarterly statements published in the issues of May, August and November, 1923, and of February, 1924. Sixteen fatalities have since been added, as later reports show that the workmen in these cases died as the result of injuries sustained in 1923.)

The following tables show the fatal industrial accidents reported to the department by industries, months and provinces:—

TABLE I.—FATAL INDUSTRIAL ACCIDENTS DURING 1923, BY MONTHS  
(Revised Figures)

Industry or Trade	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total	Per cent of total
<b>Agriculture</b> .....	6	3	3	8	14	12	16	12	13	18	16	8	129	9.1
<b>Logging</b> .....	17	10	14	21	25	18	15	15	5	16	26	13	195	13.8
<b>Fishing and Trapping</b> .....			6	1	5	1	4	1		3	8	1	29	2.1
<b>Mining, Non-Ferrous Smelting and Quarrying</b> .....	11	41	11	8	22	15	19	6	10	17	16	11	187	13.3
Metalliferous mining.....	3	1			7	3	6	2	2	5	8	3	40	2.9
Coal mining.....	8	36*	9	5	13	7	9	3	6	10	3	4	113	8.0
Non-metallic mineral mining and quarrying, n.e.s.....		3	2	1	1	3	2	1	1	2	5	4	25	1.8
Clay products and structural materials, n.e.s.....		1		2	1	2	2		1				9	0.6
<b>Manufacturing</b> .....	17	14	18	10	13	14	15	12	18	24	21	19	198	14.0
Vegetable foods, drinks and tobacco.....	2	1	2		2	1	1	2	2		1		14	1.0
Animal foods.....	1		1		1		1	3	1	3	1		13	0.9
Textiles.....	1	1				1		1	1		1	3	9	0.6
Leather, fur and products.....	1		1				1	1					4	0.3
Rubber goods.....		1			2						1		3	0.2
Pulp, paper and paper goods.....	3	2	3		3	5	2	1	1	1	3		24	1.7
Printing and publishing.....													2	0.1
Saw and planing mills.....	1	2	5		2	3	1	3	1	7	6	7	38	2.7
Wood products.....	2	1	5		2	1	1						8	0.6
Iron, steel and products.....	6	4	4	5	2	1	7	2	12	12	8	3	66	4.7
Non-ferrous metal products.....				1									2	0.2
Chemical and allied products.....			1	2	2		1	2		1			9	0.6
Miscellaneous industries.....		1	1	1		1							4	0.3
<b>Construction</b> .....	5	11	7	10	10	15	23	25	16	15	17	20	177	12.5
Buildings.....		8	1	1	2	4	6	11	7	10	8	11	69	4.9
Railway construction.....		1	2	4	3	3	7	5	3	1			21	1.5
Shipbuilding.....	1		1		1								2	0.1
Miscellaneous construction.....	4	2	3	5	4	12	9	9	6	4	9	6	73	5.1
<b>Transportation and Public Utilities</b> .....	30	36	21	36	24	25	28	42	36	40	23	31	372	26.4
Steam railways.....	13	17	19	25	12	7	10	22	7	10	10	16	168	11.9
Street and electric railways.....	2	3			3	2	1				1	1	13	0.9
Water transportation.....	112	2	2	1	1	8	6	7	20	22	6	13	100	7.1
Air transportation.....							2		3				5	0.4
Storage and local transportation.....	1	1		8	6	4	6	2	2	4	5	1	40	2.8
Telegraph and telephones.....		1			3	1		1	2				8	0.6
Public utilities, n.e.s.....	2	112		2	2	2	3	10		4	1		38	2.7
<b>Trade</b> .....	2	1	2	6	2	2	3	1	1	3		1	24	1.7
Wholesale.....				2						1	1		3	0.2
Retail.....		1	2	3	2	2	3	1	1	2		1	17	1.2
<b>Service</b> .....	4	4	4	4	5	10	3	15	3	2	2	5	61	4.3
Public and municipal.....	2		2	1	5	7	2	3	1	2		2	27	1.9
Recreational.....		2				2		1					5	0.4
Laundering and dyeing.....		1											1	0.1
Domestic and personal.....	2	1	2	3		1	1	11	2		2	3	28	1.9
<b>Miscellaneous</b> .....	4	1	5	2	8	1	5	5	5	2	1	1	40	2.8
<b>Totals</b> .....	96	121	91	106	128	117	139	137	167	139	130	110	1,412	100

\* Including 33 miners killed in an explosion at Cumberland, B.C.

† Including 11 seamen drowned at Phebea Point, B.C., during a storm.

‡ Including 10 employees at gas works, Toronto, Ont., asphyxiated when a workman overlooked closing a valve.



TABLE II.—FATAL INDUSTRIAL ACCIDENTS, ETC.—Continued

Industry	1923 (Revised Figures)										1922 (Revised Figures)												
	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon and N.W.T.	Total	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	N.W.T.	Total	
<b>Transportation and Public Utilities. (Continued)</b>																							
Steamers or local transportation	1	3	0	16	1	2	4	3	1	40	3	0	17	2	4	0	13	2	2	4	0	0	40
Telegraph and telephones	1	1	2	5	3	1	2	1	1	36	1	1	1	1	1	5	13	1	1	1	1	2	13
Public utilities, n.e.s.	1	1	4	27	3	2	2	2	2	38	1	1	5	1	1	5	13	1	1	1	1	2	26
<b>Trade</b>	3	1	5	7	1	3	1	3	3	24	1	4	2	7	1	7	7	1	1	3	1	3	18
Wholesale	1	1	1	1	1	1	1	1	1	7	1	3	1	7	1	7	7	1	1	2	1	2	14
Retail	2	0	4	6	0	2	0	2	2	17	0	1	1	0	0	0	0	0	0	0	0	0	4
<b>Service</b>	1	2	15	27	5	5	2	4	4	61	7	12	7	12	1	11	11	1	1	8	7	1	42
Public and municipal	1	1	1	1	1	1	1	1	1	7	1	1	1	1	1	1	1	1	1	1	1	1	7
Custom and repair	1	1	1	1	1	1	1	1	1	7	1	1	1	1	1	1	1	1	1	1	1	1	7
Recreational	1	1	1	1	1	1	1	1	1	7	1	1	1	1	1	1	1	1	1	1	1	1	7
Laundering and dyeing	1	1	1	1	1	1	1	1	1	7	1	1	1	1	1	1	1	1	1	1	1	1	7
Personal	2	2	8	12	3	2	1	1	1	28	2	1	2	1	1	2	1	1	1	1	1	1	10
<b>Miscellaneous</b>	7	3	8	6	2	1	3	16	1	40	5	4	6	3	2	6	3	3	2	2	6	6	31
<b>Totals</b>	9	111	53	185	514	57	72	82	372	1,412	6	75	51	155	478	56	36	74	193	1	1,128		

\* Including 6 fishermen drowned in North Atlantic on March 7, and 1 at Portland, Me., on Oct. 30.

† Including 1 fisherman drowned at Sechart, Alaska, on March 31.

‡ Including 1 railway fireman killed in a collision at Island Pond, Vt., U.S.A. on April 1.

§ Including 3 firemen on steamer, Delaware River, U.S.A., killed by explosion of boiler on October 11 and 2 sailors drowned at sea, off New York, on October 5.

|| Including a dockhand and a watchman who fell into the hold of vessels at Buffalo, N.Y., on September 31, and November 1 respectively.

## VI. COMBINES INVESTIGATION ACT

The Combines Investigation Act, 1923, chapter 9, 13-14 George V, which became law on June 13, 1923, was, by P.C. 1483, August 14, 1923, placed under the Minister of Labour for general administration. By P.C. 1693 of August 25, 1923, Mr. Harry Hereford was appointed, under section 4 of the Act, Registrar of the Combines Investigation Act, 1923, the position to be held in conjunction with the position of Industrial Engineer in the Department of Labour already held by him.

At the close of the fiscal year 1923-24 the Combines Investigation Act had been in operation for a little over seven months; during this period various inquiries and representations were received in the Department of Labour relative to the Act, but no formal applications, in accordance with section 5 of the statute, were received. The fact that no formal applications were filed does not perhaps measure the value of the Act; no doubt, quite apart from any proceedings, there is value in the moral effect which the enactment of this law has had upon business in general through the instrument which has been placed at the disposal of the public for its own protection against combines of a detrimental nature.

The following is a classified list of representations and inquiries which have reached the department:—

### *Inquiries Relating to Food.*

*Potato Combine in New Brunswick.*—Inquirer later stated that threat of investigation under the Act had effect of removing conditions of which complaint had been made.

*Bread.*—Complainant refused to make formal application for investigation, and informal investigation by Registrar disclosed fact that complainant was mainly concerned in embarrassing a firm from whose employ he had been discharged.

*Bread.*—Complaint that wholesaler refused to sell to retailer. Advised that Act did not specifically apply.

*Canned Goods.*—Preliminary inquiry made by Registrar and complainant invited to make formal application, but failed to do so.

*Confectionery.*—Inquiry regarding possibility of taking action *re* revoking patent if inquirer's statement proved that certain wrapping material was obtainable only from United States sources.

*Fruit.*—Inquirer complained of a fruit trust in Canada, but did not make formal application for investigation nor supply any definite information, although invited to do so.

*Fruit and Vegetables.*—Complaint received *re* condition existing in the western provinces regarding the marketing of British Columbia fruit. Inquiry initiated and still proceeding.

*Fruit and Vegetables.*—Complaint that produce merchants of Vancouver refused to supply dealers with citrous fruits or bananas unless they also took large quantities of American apples. Investigated by Vancouver officer of department, who reported that alleged condition was non-existent.

*Sugar.*—Correspondent sought opinion and guidance with reference to the sale of sugar, and was informed that situation did not come within the scope of the Act.

*Wholesale Groceries.*—Inquiry as to method of proceeding against certain manufacturers who objected to supplying complainant. Advised that Act was not specifically applicable to subject-matter of inquiry.

*Inquiries relating to Footwear, etc.*

Inquiry regarding sale of goods under fixed resale price agreements. Result: no agreement found to exist.

Complaint regarding shoe machinery company. Complainant requested to make formal application, but failed to do so.

*Inquiries relating to Gasolene.*

Complaint that a certain vendor refused to sell on account of retailer cutting prices. No formal application for investigation received.

*Inquiries relating to Iron, Steel, Tools, etc.*

Various inquiries for information from foundries, metal brokers, etc.

*Inquiries relating to Leather.*

Complaint as to combine. Complainant refused to make formal application.

*Inquiries relating to Printing.*

Inquiry for general information.

*Inquiries relating to Plumbing Supplies.*

Two complaints as to combine. Informal investigation by department resulted in wholesalers ceasing practices of which complaint had been made and complainants therefore decided not to make formal application.

*Miscellaneous inquiries* as to functions of the Act, method of making applications, etc., from lawyers, merchants, manufacturers, and others.

In addition, investigations of a preliminary nature were initiated as a result of representations received in connection with the following matters:—

Representation that boot and shoe manufacturers and jobbers had entered into resale price-fixing agreements with retailers was investigated, with the result that the complaint was found to be unjustified.

Representations that certain wholesale dealers in plumbing supplies had organized a combine to prevent certain plumbers from obtaining supplies was investigated, with the result that wholesalers signified their willingness to supply complainants. Complainants stated that they were satisfied with the result of the departmental intervention and did not deem it necessary to make formal complaint. (This matter was not brought to a conclusion until a few days after the close of the fiscal year, but it is thought advisable to state the result in this report.)

Representations regarding conditions said to exist in connection with the marketing of British Columbia fruit and vegetables referred to above were being inquired into at the close of the fiscal year, and in due course a commissioner was appointed by Order in Council under section 10 of the Act to investigate an alleged combine.

## VII. THE EMPLOYMENT SERVICE BRANCH

The present statement is the sixth annual report of the Employment Service Branch, being for the fiscal year ended March 31, 1924. This branch functions in co-operation with the various provincial government branches which conduct employment offices, and the whole organization is designated the "Employment Service of Canada."

### AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act (8-9 George V, chapter 21), an act "to aid and encourage the organization and co-ordination of employment offices," provides, in section 6 (in part) that "the payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied." Accordingly, agreements were concluded with all of the provincial governments, except that of Prince Edward Island. This list of signatory authorities differed from that of the previous year in one important detail. The Government of New Brunswick, on July 1, 1923, for the first time signed on a provincial basis, and, consequently, the agreements with the three municipalities in that province, namely, Chatham, Moncton and St. John, which had previously been parties to agreements with the Federal Government under the Act, were allowed to lapse.

The terms and conditions embodied in the agreements, which were uniform throughout, contained no material change from those of the previous year. The sum of money provided by Parliament for distribution to the provinces, however, showed a reduction of \$50,000 from the amount provided for the fiscal year 1922-23. The appropriation of \$200,000 enabled the payment to the provinces of 42.8 per centum of their expenditures on maintenance and operation of employment offices. In addition to the subventions, the forms commonly used throughout the various offices were supplied by the Department of Labour to the provinces. Table No. 1 on page 82 gives in detail the amounts paid to the various provinces, with the totals divided under the different items which are considered legitimate expenditures under the Act.

In addition to the aforementioned or main agreements, supplementary agreements were entered into with certain of the provinces for the purpose, as stated in the instrument itself, "of endeavouring to find suitable work for employable handicapped ex-service men." The taking over of this special activity by the Employment Service from the Department of Soldiers' Civil Re-establishment, under whose direction it was formerly conducted, was in line with the recommendations of the Employment Service Council of Canada and the Ralston Commission on Pensions and Re-establishment.

Each province signing this additional undertaking agreed to endeavour to find, through the medium of the existing offices of the Employment Service of Canada, employment for partially disabled veterans of the Great War, while the Department of Labour, on its part, undertook to reimburse the provinces in full for such additional expenditures as might be necessitated by the accord-ance of especial attention to this phase of employment work. During the year four of the provinces, Alberta, Manitoba, New Brunswick, and Saskatchewan, signed the supplementary agreement, while Nova Scotia, under a previous agreement with the Department of Soldiers' Civil Re-establishment, also gave added facilities to handicapped ex-service men seeking employment.

## LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women, in all occupations, who are seeking work, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and men's and women's skilled and unskilled, farm, factory and domestic, etc., divisions are separately operated. On the prairies, when farm labour is in brisk demand, it is common custom, particularly in Saskatchewan, to operate temporary offices. These are not included, however, in the list below.

At the beginning of the year offices were conducted at 69 centres, but at the close of the year this number had been reduced to 67. One new office, located at Penticton, B.C., was opened during the year; the offices at Amherst, N.S., The Pas, Man., and MacLeod, Alberta, were closed.

The list of centres where offices were located at March 31, 1924, follows:—

*Nova Scotia* (three centres).—Halifax, New Glasgow, Sydney.

*New Brunswick* (three centres).—Chatham, Moncton, St. John.

*Quebec* (five centres).—Hull, Montreal, Quebec, Sherbrooke, Three Rivers.

*Ontario* (twenty-five centres).—Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterboro, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Sudbury, Timmins, Toronto, Windsor.

*Manitoba* (four centres).—Brandon, Dauphin, Portage la Prairie, Winnipeg.

*Saskatchewan* (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

*Alberta* (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

*British Columbia* (thirteen centres).—Cranbrook, Fernie, Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince George, Prince Rupert, Revelstoke, Vancouver, Vernon, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to enable the transfer of any kind of labour from districts over supplied to those where a dearth exists, Clearing Houses have been established at eight centres throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at: Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance operated by the Department of Labour in the interests of the Employment Service of Canada are: Eastern Clearing House, Ottawa; Western Clearing House, Winnipeg.

## STAFF

At the close of the previous fiscal year, the personnel of the Employment Service totalled 272. This number was distributed among the various component authorities as follows: Nova Scotia, 9; New Brunswick (municipalities), 8; Quebec, 25; Ontario, 91; Manitoba, 29; Saskatchewan, 26; Alberta, 24; British Columbia, 33; Federal Government at Ottawa, 23, and at Winnipeg, 4.

On March 31, 1924, the total number of employees stood at 274, 20 of whom were employed by the Federal Government, which had 3 situated at



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Winnipeg and 17 at Ottawa. The provincial staffs were made up as follows: Nova Scotia, 11; New Brunswick, 7; Quebec, 29; Ontario, 96; Manitoba, 30; Saskatchewan, 26; Alberta, 22; British Columbia, 33. Under the supplementary agreement above referred to, Manitoba had added two employees to deal with employment activities on behalf of handicapped ex-service men, while Nova Scotia, in pursuance of the agreement with the Department of Soldiers' Civil Re-establishment, had three additional employees for the same purpose. Apart from the federal staff, where reductions were carried out, the changes in the working force of the Employment Service represented the additions and diminutions consequent on closing offices, increased activity, etc.

#### CONFERENCES

The Employment Service Council of Canada, a body advisory to the Minister of Labour and composed of representatives of the various parties to the agreements, as well as representatives of the railways and organized labour and employers, held its fifth annual meeting at Ottawa on June 14 and 15, 1923. On June 19, 1923, a committee, named by the council for the purpose, met with representatives of the railways in order to discuss certain phases of the movement of labour within Canada. In addition to the above, the executive of the council met twice, namely, June 28, 1923, and January 22, 1924, to advise with the Minister of Labour on Employment Service work.

#### EMPLOYMENT STATISTICS

Statistical information covering the field of employment is published monthly in the *Labour Gazette* and includes daily reports from employment offices, monthly trade union reports, monthly reports from employers and reports of building permits, the two latter being compiled by the Dominion Bureau of Statistics in accordance with the "Statistics Act, 1918."

Daily reports from all the offices of the Employment Service throughout Canada show the number of orders for workers received in each industry, the number of applications for workers for employment, and the number of placements made in each industry.

Reports from trade unions throughout the country show the number of members in each union, and the number of members out of work or working on short time, reflecting in a measure the state of employment in the more skilled trades. These reports are received monthly from approximately 1,500 labour organizations with an aggregate membership of about 150,000 persons.

#### STATISTICAL REPORT OF EMPLOYMENT OFFICES

During the year 1923-24 the number of applications for employment reported by the offices of the Employment Service of Canada was 597,783, of which 480,894 were from men and 116,889 from women. During the previous fiscal year applications for employment numbered 547,377.

Employers notified the Service of 545,517 opportunities for employment, of which 438,390 were for men and 107,127 for women. The Service received notification of 489,816 vacancies during the preceding fiscal year. Placements effected by the Service during the fiscal year numbered 468,815, of which 347,482 were in regular employment and 121,333 in casual employment, that is, work of a duration of one week or less. The number of men placed in regular employment was 310,141, and of women, 37,341, while of the placements in casual work 73,254 were of men and 48,079 of women. During the fiscal year 1922-23 the number of placements was 412,527, of which 300,982 were in regular employment and 111,545 in casual work.

The tables on pages 83, 84 and 85 show (Table No. 2) applications, (Table No. 3) vacancies, and (Table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service in the various provinces, during the fiscal year; a statement of vacancies and placements by industrial groups during the same period is also given (Table No. 6).

### LABOUR MOBILITY

While the offices of the Service are located at the points of chief industrial activity, the facilities afforded are not only utilized locally, but each office supplies a considerable number of workers to the contiguous districts. Out of the total of 468,815 placements effected, 228,087 were made outside of the centres in which offices are situated.

Since 1919, the railways have accorded to bona fide applicants at the Employment Service, who may desire to travel to distant employment for which no workers are available locally, a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario, and the Wabash. The reduced rate is for a second-class fare, obtainable on the surrender of a certificate secured from the Employment Office, at a rate of 2.70 cents per mile. A minimum fare of four dollars is stipulated so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom. Table No. 5 on page 83 gives details regarding the use of this certificate. As will be seen in the table, during the year, 47,564 persons were by this means aided in securing employment.

TABLE No. 1—Federal Subventions to each province showing distribution of payments among the different items of expense accepted as proper maintenance expenditures under the agreement.

	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Canada
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	4,616 67	4,881 21	13,397 02	51,338 35	15,965 28	16,649 94	13,421 40	21,306 58	141,596 75
Travelling expenses.....	131 63	45 64	234 66	1,126 74	147 34	1,974 69	797 36	442 17	3,978 77
Rental and janitors.....	1,618 87	856 85	1,422 64	10,319 84	4,279 18	4,563 62	3,284 88	4,342 63	39,828 46
Heat.....	96 79	22 68	628 91	650 69	55 93	91 27	31 92	63 98	1,652 19
Light.....	52 66	30 41	187 60	274 16	113 91	65 54	61 67	106 85	892 80
Water.....	14 98	2 57	7 70	30 63	8 17	9 52	3 27	.....	76 84
Office supplies and expenses.....	108 98	156 06	560 03	1,543 49	802 34	696 38	434 87	1,438 01	5,740 16
Telephones.....	342 38	164 08	254 32	2,377 88	1,037 41	760 05	1,538 04	1,017 76	7,491 93
Telegrams.....	89 92	46 93	152 68	726 92	93 93	260 55	275 34	462 84	2,109 11
Postage, freight expenses and cartage.....	95 21	39 25	106 84	679 47	345 82	504 19	150 45	179 32	2,230 60
Advertising.....	211 72	67 24	129 37	25 51	4 49	311 87	111 07	191 16	1,052 41
Repairs and alterations.....	42 43	.....	.....	.....	105 40	245 16	617 39	614 33	1,624 91
Unrefunded advances for transportation.....	.....	.....	.....	.....	37 66	.....	.....	.....	37 66
Employment Service Councils.....	.....	.....	.....	887 41	.....	.....	.....	.....	887 41
Totals.....	7,421 94	6,312 92	17,981 78	69,991 09	23,016 89	25,151 76	20,757 79	30,265 83	200,000 00

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TABLE No. 2—Applications for employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Men	Women	Total
Nova Scotia.....	10,899	3,119	14,018
New Brunswick.....	8,451	3,159	11,610
Quebec.....	32,214	6,786	39,000
Ontario.....	171,757	52,206	223,963
Manitoba.....	54,976	24,160	79,136
Saskatchewan.....	78,273	7,864	86,137
Alberta.....	54,532	8,218	62,750
British Columbia.....	69,792	11,377	81,169
Canada.....	480,894	116,889	597,783

TABLE No. 3—Vacancies in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Men	Women	Total
Nova Scotia.....	9,229	2,988	12,217
New Brunswick.....	8,061	3,266	11,327
Quebec.....	16,465	5,833	22,238
Ontario.....	167,989	44,838	212,827
Manitoba.....	41,128	22,021	63,149
Saskatchewan.....	93,891	10,141	104,032
Alberta.....	53,992	8,873	62,865
British Columbia.....	47,695	9,167	56,862
Canada.....	438,390	107,127	545,517

TABLE No. 4—Placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the year April, 1923-March, 1924 (inclusive).

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	5,580	879	6,459	2,632	1,614	4,246	8,212	2,493	10,705
New Brunswick.....	4,246	1,170	5,416	2,736	1,561	4,297	6,982	2,731	9,713
Quebec.....	13,695	4,916	18,611	355	92	447	14,050	5,008	19,058
Ontario.....	97,789	12,429	110,218	38,900	20,957	59,857	136,689	33,386	170,075
Manitoba.....	40,652	5,435	46,087	6,504	14,226	20,730	47,156	19,661	66,817
Saskatchewan.....	73,024	4,519	77,543	3,342	2,229	5,571	76,366	6,748	83,114
Alberta.....	43,822	4,054	47,876	3,202	3,113	6,315	47,024	7,167	54,191
British Columbia.....	31,333	3,939	35,272	15,583	4,287	19,870	46,916	8,226	55,142
Canada.....	310,141	37,341	347,482	73,254	48,079	121,333	383,395	85,420	468,815

TABLE No. 5—Reduced Transportation Rate Certificates issued in each province by the Employment Service of Canada from April 1, 1923, to March 31, 1924.

Issuing Province	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	Inter. Prov.	Prov.
British Columbia.....		2,276	2,897	11	0	0	0	0	5,184	2,252
Alberta.....	433		163	0	0	0	0	0	596	4,222
Saskatchewan.....	538	93		159	304	2	0	0	1,096	5,324
Manitoba.....	10	97	3,813		6,104	0	0	0	10,024	4,407
Ontario.....	0	0	12	192		143	6	0	353	11,142
Quebec.....	0	0	0	0	2,044		0	0	2,044	920
New Brunswick.....	0	0	0	0	0	0		0	0	0
Nova Scotia.....	0	0	0	0	0	0	0	0	0	0
Total.....	981	2,466	6,885	362	8,452	143	6	0	19,297	28,267

Total certificates issued—47,564

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TABLE No. 6—Positions Offered and Placements Effected, during the year April 1,

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
MANUFACTURING	1,791	1,172	456	999	520	282	2,242	1,374	102	24,963	18,613	3,222
Animal products, edible	41	30	3	10	4		37	36	5	1,103	572	376
Fur and its products	1		1							14	9	5
Leather and its products	14	10	3	7	2	2	30	20	4	474	256	131
Lumber and its products	363	263	17	481	267	36	431	343	3	3,287	2,151	322
Musical instruments				2			27	20		82	40	29
Pulp and paper products	114	71	40	50	30	16	723	394	53	3,357	2,950	397
Rubber products	24	9	3				38	26	2	879	716	49
Textile products				63	17	42	160	141	1	1,512	877	214
Plant products, edible	98	46	47	100	76	24	69	48	5	2,056	1,455	378
Wood distillates, etc.	2	1								36	18	3
Chemical and allied products	36	34	2	6	1	4	80	29	5	833	657	107
Clay, glass and stone	22	21	1	2	1		67	33		897	715	38
Electric current	121	122		2	2		2	7		1,182	913	56
Electric apparatus	1	1		3	1		2	2		789	593	132
Iron and steel products	835	486	299	178	67	112	239	152	15	6,332	5,095	568
Non-ferrous metal products	21	3	18	12	9	3	130	59		545	405	54
Mineral products	91	73	13	52	37	19	147	116	6	923	675	245
Miscellaneous	7	2	2	31	6	20	60	45	3	610	440	88
LOGGING	1,105	930	5	1,824	1,296	32	3,492	4,256		39,540	19,572	97
FISHING	8	1	2	2	2					44	16	3
FARMING	558	481	7	107	80	2	509	385	4	10,782	9,574	349
MINING	594	330	2	112	57	1	183	91		3,090	2,757	9
Coal	531	283		89	47	1					11	
Metallic ores	18	12								2,800	2,577	6
Non-metallic ores	45	35	2	23	10		182	83		200	169	3
COMMUNICATION	50	34	22	6	6	1	4	2		324	302	14
TRANSPORTATION	256	85	171	254	111	146	773	582		6,135	4,160	1,504
Street railway and cartage	138	28	112	46	9	37	80	63		1,873	1,034	807
Railway	19	8	13	74	42	35	37	28		726	483	139
Shipping and stevedoring	99	49	46	134	60	74	656	489		3,542	2,643	558
CONSTRUCTION AND MAINTENANCE	2,796	2,987	386	2,659	1,859	509	7,903	6,704	91	65,920	36,248	24,744
Railway	572	429	46	1,579	1,152	259	1,503	984	47	19,894	14,786	990
Highway	872	589	176	19	5	15	430	379		26,597	3,961	22,781
Building and other	1,352	1,969	164	1,061	702	236	5,968	4,841	44	20,429	17,501	973
SERVICES	4,320	1,127	2,724	4,891	1,207	3,079	6,643	5,408	215	56,258	16,746	27,608
Governmental	473	172	297	245	24	205	39	22		5,297	2,756	1,953
Hotel and restaurant	339	182	119	216	145	41	1,121	933	27	3,562	2,256	229
Professional	241	71	132	138	65	96	280	156	20	2,592	1,477	715
Recreational	80	9	69	22	7	13	10	4		518	252	239
Personal	688	93	580	1,416	138	1,281	402	247	84	7,543	2,355	4,840
Household	2,496	600	1,527	2,805	916	1,449	4,788	4,044	64	36,491	7,574	19,632
Farm household	1			9	2		5	2		255	120	
TRADE	658	197	412	426	159	233	442	276	34	3,667	2,012	1,467
Retail	377	133	209	406	155	218	344	205	32	2,816	1,551	1,169
Wholesale	281	64	203	29	4	15	97	71	2	851	461	358
FINANCE	77	15	60	47	29	15	44	33	1	1,104	234	840
ALL INDUSTRIES	12,217	6,459	4,246	11,327	5,416	4,297	22,238	18,611	447	212,827	110,278	59,857
Men	9,229	5,580	2,632	8,061	4,246	2,736	16,405	13,695	335	167,989	97,789	38,900
Women	2,988	879	1,614	3,266	1,170	1,561	5,833	4,916	92	44,838	12,429	20,957

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through offices of the Employment Service, in each industry 1923, to March 31, 1924.

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,957	1,314	898	1,067	581	411	2,337	1,733	510	7,453	4,677	1,977	42,839	29,984	7,852
89	22	65	103	34	61	78	46	27	194	132	58	1,655	876	595
12	3	9	12	2	10	7	1	6	7	7	7	53	15	38
84	19	43	14	8	5	51	19	34	191	20	174	865	354	395
369	653	82	248	164	51	860	716	75	4,313	3,210	465	10,352	7,707	1,051
9	5	4				1	1					121	66	35
166	55	100	86	9	77	40	31	23	221	171	45	4,787	3,651	751
9	4	5	5	3	2	30	6	14	45	14	34	896	772	166
204	109	93	4	2	1	22	11	7	76	20	53	2,065	1,188	416
288	96	174	175	89	82	143	94	47	312	94	167	3,240	2,038	924
14	13					12	12		4	4		68	48	3
58	21	34	19	5	11	29	16	9	75	45	60	1,156	778	232
46	33	12	73	62	5	199	170	10	251	209	39	1,557	1,235	165
48	34	2	12	9	2	32	18	18	303	233	17	1,702	1,338	95
35	14	16	18	6	12	17	7	10	6	5	1	871	629	173
348	153	181	237	155	69	384	292	177	1,155	356	773	9,738	6,666	2,224
8	4	3	1	1	1	12	2	8	129	111	12	858	582	98
59	31	15	48	31	15	304	366	23	71	42	26	1,787	1,371	361
111	45	61	12	1	8	37	15	22	100	50	46	968	610	250
1,523	6,116	1	3,169	3,737	1	3,896	4,031	1	11,914	8,983	70	66,467	48,921	207
38	29		4			2	13	8	77	32	44	195	93	62
27,652	27,363	358	75,871	58,624	142	34,412	27,946	84	4,028	8,024	141	153,879	132,277	1,087
53	166	4	357	318	5	1,169	1,040	6	1,836	1,785	9	7,414	6,544	36
6	43	1	335	296	4	1,134	1,010	4	14	17	2	2,109	1,707	12
7	88		3			6	8		1,686	1,638	3	4,608	4,334	9
40	35	3	22	19	1	29	22	2	156	130	4	697	503	15
187	144	11	261	235	21	82	40	39	142	81	46	1,056	844	148
987	564	375	1,028	510	494	831	517	299	10,208	1,053	8,563	20,475	7,583	11,552
532	186	316	735	248	469	478	210	281	1,069	228	778	4,951	2,098	2,780
447	374	54	266	239	25	341	295	38	179	152	22	2,083	1,621	330
8	4	1	27	23		12			8,960	673	7,763	13,438	3,953	8,442
4,180	4,181	1,434	8,713	7,709	330	8,045	7,322	279	9,090	6,430	1,807	110,306	72,040	29,577
924	1,907	66	5,292	4,964	53	3,511	3,183	13	2,197	1,805	30	35,474	29,210	1,509
776	672	67	447	319	36	965	840	20	1,112	791	106	31,218	7,556	23,195
2,480	1,602	1,301	2,974	2,426	247	3,569	3,299	246	5,781	3,834	1,671	43,614	35,274	4,882
24,464	5,845	16,229	12,545	5,335	3,652	10,808	4,853	4,333	10,298	3,759	5,943	130,319	44,364	63,783
57	30	24	171	94	60	218	190	28	293	170	70	6,793	3,464	2,637
1,987	1,537	339	1,294	772	57	1,133	907	25	1,181	882	173	10,763	7,614	1,010
457	284	148	1,367	1,106	65	335	213	91	334	236	59	5,764	3,608	1,320
320	155	181	136	36	59	203	110	88	166	44	115	1,455	617	801
2,161	101	1,971	1,345	140	1,198	1,282	216	1,053	1,709	249	1,425	16,566	3,539	12,432
18,304	3,066	13,478	5,082	1,800	2,168	5,727	2,107	3,046	6,576	1,902	4,103	82,272	21,959	45,485
1,178	672	90	3,217	1,387	5	2,000	1,110	2	39	270	1	6,704	3,563	98
2,000	530	1,351	1,014	481	485	1,118	347	736	1,708	425	1,246	11,034	4,427	5,964
1,171	399	682	768	380	361	699	272	403	1,261	292	943	7,844	3,387	3,957
829	131	669	246	101	124	419	75	333	447	133	30	3,190	1,040	2,007
108	35	69	43	13	30	65	34	20	58	23	30	1,536	406	1,065
63,149	46,047	20,730	104,032	77,543	5,571	62,865	47,876	6,315	56,862	35,272	19,870	545,517	347,482	121,333
41,128	40,652	6,504	93,891	77,024	3,342	53,992	43,822	3,202	47,695	31,333	15,583	438,390	310,141	73,254
22,921	5,435	14,226	10,141	4,519	2,229	8,873	4,054	3,113	9,167	3,939	4,287	107,197	37,341	48,079

## VIII. TECHNICAL EDUCATION

The first half of the ten-year period during which federal grants are available under the provisions of the Technical Education Act ended on March 31, 1924. In some provinces the growth of vocational education has been slow, due to industrial and financial depression, but, on the whole, fairly satisfactory progress has been made and the prospects for future growth are encouraging.

### STATISTICS

The statistical tables for the past year, given on pages 90 to 92, show increases over the previous year in almost every department of the work. The amount expended by the Provincial Governments decreased from \$1,835,093.21 to \$1,817,443.38, but the federal grants paid to the provinces increased from \$648,227.03 to \$888,391.62. The decrease in provincial government expenditures is accounted for by the drop in capital expenditures on the Provincial Institute of Technology and Art in Calgary, which is now completed. The total amount spent by the Alberta Government on work coming within the provisions of the Technical Education Act decreased from \$526,208.90 to \$115,227.27. In previous years, Alberta's expenditures have greatly exceeded the amount which the Federal Government could share equally with the province, due to excessive expenditures on capital account and the limited amount of federal funds available under the Act. The greatest increase in federal grants occurred in Quebec where the amount paid to the Provincial Government increased more than 250 per cent. Expenditures on the two provincial schools of fine arts and the new provincial school of pulp and paper-making accounted for most of the increase. In every province, except Alberta and Manitoba, the federal grants were larger than in the previous year. Ontario is the only province which used up all of the federal funds available. The two provinces of British Columbia and Quebec had the full unexpended balance carried forward for use during the remaining years of the Act's duration. The other six provinces lost part of the money appropriated for use during the past year because their unexpended balances exceeded the amount which may be carried forward under the provisions of the Technical Education Act.

The number of municipalities conducting day schools increased from 54 to 58, but the number of evening schools remained the same at 156. There was an increase in the total number of teachers from 2,674 to 2,943. The number of teachers in training decreased from 290 to 269. The figures for enrolments show an increase in every department and the total enrolment in all classes increased from 70,300 to 79,829.

It should be borne in mind that the different methods of keeping records in the various provinces make it impossible to give figures which represent the exact number of individuals who enrolled for instruction during the year. In some schools students enrolled twice during the year for evening classes. Some principals make no distinction between the "total enrolment in all classes" and "the number of individuals enrolled," with the result that pupils enrolling in more than one class are counted at least twice. Some provinces report the maximum enrolment at any one period during the year, others give the enrolments at the beginning and end of the school period, and some give the total number of pupils who enrolled from the beginning to the end of the period. The latter figure is the one desired for the purposes of this report.

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In order to make comparisons, it is necessary to have the same information for each school and to know the local conditions governing the organization and operation of the schools. Educational statistics in Canada are not uniform and the varying conditions throughout the Dominion make it impossible from the available printed reports and statistics to fairly compare the work being done in the different provinces. The figures given in the annual reports of this office are at best a rough index of the growth of vocational education in Canada.

#### SUMMARY OF DEVELOPMENTS

The principal developments during the past year occurred in Ontario, Quebec, and New Brunswick.

The extension of the work in Ontario exceeded that of any other year. New vocational schools were opened in Toronto and Windsor. Composite high schools, accommodating both academic and vocational classes, were opened in St. Catharines, Guelph, Kitchener, Renfrew and Weston. A composite school is being built in Galt and a vocational wing is being added to the Owen Sound Collegiate. New wings are also being added to the vocational schools in London and Ottawa. In addition to these building activities, new courses of study have been added to several schools, including a commercial department in Fort William and special apprenticeship classes in Hamilton and Ottawa.

Developments in Quebec include the appointment of a provincial director of technical education, the opening of the new provincial school of fine arts in Montreal, the establishment of a provincial pulp and paper school in Three Rivers and the operation of a provincial school for forest rangers in Berthierville. A director was appointed for the new Hull Technical School, which will be opened in October, 1924.

In New Brunswick, vocational education is beginning to make rapid progress. The opening of the new composite school at Edmundston with very successful classes has given impetus to the work. St. John has decided to build a large vocational school and Fredericton is erecting a composite high school. Three other places have new schools under way in which provision will be made for vocational classes. The itinerant instruction classes were again operated after a year's cessation, and 254 adults received instruction in automotive work at various centres throughout the province.

The correspondence work in Nova Scotia was extended to include short intensive lecture and laboratory courses for telephone workers and plumbers who have completed the regular correspondence courses.

The Agricultural and Technical High School at Charlottetown, P.E.I., had a very successful year. It has taken over the home making courses formerly conducted by the Provincial Department of Agriculture. There was talk of discontinuing the school at the close of the 1923 period, which seriously affected the enrolment in some departments, but, despite this handicap, the total enrolment increased from 172 to 293. It is probable that, for financial reasons, the school will not be operated during the coming winter.

No new developments are reported from Manitoba or Saskatchewan. Vocational classes have been discontinued in some centres in both provinces and enrolments have fallen off in both day and evening classes.

A provincial director was appointed in Alberta who is also the principal of the Provincial Institute of Technology and Art. The work of the institute has continued to grow and in some courses the accommodation is inadequate to meet the demand for training. There was a decided falling-off in the number of evening schools, but the total attendance in both day and evening classes has increased. The correspondence work has decreased.

In British Columbia the day and correspondence classes remained almost stationary, while the evening classes were greatly increased. The number of municipalities conducting evening classes increased from 29 to 36 and the total enrolment jumped from 3,696 to 5,044.

Further particulars regarding the work being carried on in each province, including statistics for all schools, are given in the appended reports from the various provincial officials.

#### CONTROL OF VOCATIONAL EDUCATION

Federal grants have enabled the provinces to build and operate schools which offer a variety of courses specially designed to meet the educational and vocational needs of young people entering industrial life and of workers who desire supplementary education and training. The organization, administration and control of education, however, is entirely in the hands of the provincial and local authorities. Usually the initiative rests with the local school boards. The provincial governments render assistance as requested or advise the local officials in order that the work might be organized in conformity with existing regulations and thereby become entitled to provincial and federal grants. In a few cases, assistance is sought from the federal authorities in connection with the organization of new work, but ordinarily the Dominion Government is called upon to approve, for the purposes of federal grants, the work already being done.

#### BULLETINS

The Technical Education Branch has continued to issue the "Vocational Education" bulletins. The numerous applications to be placed on the mailing list and requests for additional copies to be used in teacher-training classes, libraries, etc., indicate that the bulletins are read and appreciated by people in every province. Over four thousand copies are distributed to directors, teachers, members of school boards, and other interested persons in Canada who have asked to be placed on the mailing list or whose names have been sent to the department by provincial officials. Five bulletins were issued during the past year dealing with the problems of evening schools, apprenticeship, vocational guidance, teacher-training and government publications for use in vocational schools.

#### CO-OPERATION AMONG PROVINCES

In addition to the annual trip to each province, the director has been called on to make several trips in connection with the approval of plans for new buildings, accompanying representatives from other provinces on inspection trips in Ontario and Quebec, etc. Co-operation between the provinces is gradually being developed and it is hoped that the provincial governments and local school boards will continue to send representatives to other provinces in order to exchange ideas and benefit by the experiences of others.

#### ADMINISTRATION OF FEDERAL GRANTS

The work varies in the different provinces and localities. No fixed standards have been established by which the courses in the various schools can be compared, and it is a very difficult matter to determine the eligibility of certain courses for federal grants. The Technical Education Act defines the work to be promoted as "any form of vocational, technical or industrial education or instruction, approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein." Because of the



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varying industrial conditions in each province and because of the newness of secondary vocational education, a very liberal interpretation has been placed upon the foregoing definition. The word "industry" has been interpreted to include commerce, homemaking and applied art in addition to the mechanical trades and manufacturing. Agriculture has been excluded because agricultural education has received federal grants amounting to \$10,000,000 under the provisions of the Agricultural Instruction Act which expired in March, 1924. The courses of study on which federal grants are payable were listed in the fourth annual report for the year ended March 31, 1923.

## VOCATIONAL COURSES DISTINCT FROM HIGH SCHOOL COURSES

The provisions of the Act are broad enough to include any form of education or training of direct vocational value to industrial workers or prospective workers, but the Act was not intended to provide assistance in connection with the established high school courses. There is an increasing tendency on the part of some provinces to include for the purposes of federal grants courses of study which have no direct relationship to any branch of industry. These courses include different forms of manual training or domestic science. In some cases they may be of vocational value to students who enter industrial employment, but they are not regarded as vocational because they do not definitely aim to prepare pupils for employment. Their chief objective is to equip the students for entrance to university. In order to benefit by grants under the Technical Education Act, secondary school courses should be specially organized to meet the particular needs of pupils who will not proceed to university and who desire training of direct vocational value.

In provinces where the work is new, the federal director has approved work which at best can only be regarded as advanced manual training. It was hoped that these courses would become more practical each year and that special efforts would be made to relate the courses to industrial life. Unfortunately, in some cases the tendency has been the other way and the courses are losing any vocational value which they may have possessed. A similar condition exists in connection with home economics courses, which, in some places, are of no more practical value than the regular high school courses. Indeed, in a few instances, no apparent difference exists between the so-called vocational or home economics courses and the ordinary high school courses for girls. It may be that there is no urgent demand for vocational courses in these localities or it may be that the responsible authorities do not feel justified in increasing school expenditures by organizing special vocational classes. Such circumstances, however, cannot in any way be deemed a reason for paying federal grants on existing courses of a general nature.

Unless the local and provincial authorities are prepared to meet the increased expenditures which necessarily result from the organization of vocational courses and are willing to promote the work by every means in their power, they should not expect to have successful classes. In places where the work has been organized without a clearly defined objective or where the classes have been placed in the hands of inexperienced teachers, the results have been unsatisfactory and vocational education has received a set-back. It is possible that the temptation to organize vocational classes in order to receive the very liberal government grants may have blinded some municipalities to the fact that without the active support of trustees, teachers, parents, employers and employees, vocational education cannot develop to its rightful place in the community.

## CO-OPERATION BETWEEN VOCATIONAL SCHOOLS AND INDUSTRY

The expense of conducting vocational schools can be very materially lessened and, at the same time, the work be made more effective by organizing classes in close co-operation with local industries. This applies particularly to classes for employed persons, but it has a direct effect upon all classes. If a school attempts to provide complete vocational training for any skilled industrial occupation and does not co-operate with industry, it is compelled to equip expensive shops and to provide extended courses with provision for practical experience under working conditions. If, on the other hand, the school undertakes to enable pupils to select and prepare for admission to suitable occupations and then supplements the training received on the job by the training and education necessary for vocational advancement and the full development of the pupils, the equipment required will be less and the length of time spent in the school shops will be shortened. In other words, it is deemed advisable, wherever possible, to organize part-time and co-operative classes, including special apprenticeship classes. Work of this type is described in detail in the appended report of the Ontario director under "special developments" and in the Nova Scotia report under "new developments".

TABLE I. MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT FOR THE FISCAL YEAR ENDED MARCH 31, 1924

Province	Annual appropriation	Balance from past years	Total amount available	Amount paid provinces	Total amount carried forward	Amount lapsed
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia....	70,374 35	58,615 64	128,989 99	53,535 26	75,454 73	Nil
Alberta.....	77,725 40	Nil	77,725 40	57,613 63	19,431 35	680 42
Saskatchewan.....	97,165 78	103,893 18	201,058 96	18,397 18	128,184 62	54,477 16
Manitoba.....	80,218 72	93,492 58	173,711 30	20,092 49	113,547 26	40,071 55
Ontario.....	347,636 30	Nil	347,636 30	347,636 30	Nil	Nil
Quebec.....	281,751 31	306,625 16	588,376 47	328,682 25	259,694 22	Nil
New Brunswick.....	54,640 80	72,680 43	127,321 23	20,382 00	86,340 63	20,598 60
Nova Scotia.....	70,288 60	98,968 22	169,256 82	35,501 95	116,540 37	17,214 50
Prince Edward Island	20,198 74	32,721 36	52,920 10	6,550 56	37,771 04	8,598 50
	1,100,000 00	766,996 57	1,866,996 57	888,391 62	836,964 22	141,640 73

TABLE II. SUMMARIZED STATEMENT OF EXPENDITURES FROM THE TECHNICAL EDUCATION FUND

Province	1919-20	1920-21	1921-22	1922-23	1923-24	Totals (Five years)
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	19,407 81	29,133 86	47,904 04	34,932 38	53,535 26	184,913 35
Alberta.....	17,107 90	41,438 01	82,606 18	71,019 91	57,613 63	269,785 63
Saskatchewan.....	1,142 00	3,534 23	13,665 50	18,263 84	18,397 18	55,002 80
Manitoba.....	2,648 49	7,268 00	21,173 94	25,121 14	20,092 49	78,304 06
Ontario.....	106,297 63	294,111 73	378,174 84	314,200 97	347,636 30	1,440,427 47
Quebec.....	36,500 00	167,886 85	114,051 04	128,182 27	328,682 25	775,902 41
New Brunswick.....	3,396 66	10,408 73	22,160 79	17,476 06	20,382 00	73,834 24
Nova Scotia.....		24,193 32	32,758 01	33,166 00	35,501 95	125,619 28
Prince Edward Island.....		2,700 65	7,241 73	5,838 46	6,550 56	22,351 40
Total grants paid.....	186,500 49	580,675 43	720,336 07	648,227 03	888,391 62	3,024,130 64
Total annual appropriations.....	700,000 00	800,000 00	900,000 00	1,000,000 00	1,100,000 00	4,500,000 00
Total amounts available	700,000 00	1,313,499 51	1,496,072 60	1,613,303 30	1,866,996 57	
Total amounts carried forward.....	513,499 51	596,072 60	613,303 30	766,996 57	836,964 22	836,964 22
Total amounts lapsed.....		136,751 48	162,433 23	198,079 70	141,640 73	638,905 74

TABLE III.—SUMMARY OF PROVINCIAL EXPENDITURES ON SECONDARY VOCATIONAL EDUCATION FOR YEAR ENDED MARCH 31, 1924

	Expenditures on Provincial Work			Grants to Local Boards				Total Provincial Expenditures
	Adminis- tration	Teacher Training	Corres- pondence Instruction	On Capital Account	On Teachers' Salaries	On Mainte- nance, etc.	Special Grants	
British Columbia.....	6,357 55	3,287 67	3,599 06	39,307 10	54,519 16	.....	.....	107,070 54
Alberta.....	1,549 15	.....	7,296 10	34,084 05	44,932 89	27,455 08	.....	115,227 27
Saskatchewan.....	6,449 67	.....	.....	1,363 72	28,404 09	516 88	.....	36,794 36
Manitoba.....	5,737 05	460 00	.....	3,200 00	30,707 94	.....	.....	40,184 99
Ontario.....	22,247 97	2,800 00	.....	347,028 41	311,995 58	45,250 00	.....	729,321 96
Quebec.....	1,089 40	.....	.....	354,634 74	.....	.....	301,340 37	657,364 51
New Brunswick.....	8,284 57	3,241 75	4,371 04	11,029 49	13,837 17	.....	.....	40,764 02
Nova Scotia.....	13,830 10	.....	10,550 57	3,154 13	35,288 01	5,191 08	3,000 00	71,003 89
Prince Edward Island.....	338 38	.....	.....	2,612 01	6,447 49	9,529 41	1784 55	19,711 84
	65,893 84	9,789 42	25,726 77	796,713 65	526,232 33	42,092 45	350,374 92	1,817,443 38

\* Itinerant instruction and short term winter classes.

† Bonuses to students.

TABLE IV.—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS IN CANADA—SCHOOL YEAR ENDED JUNE 30, 1924

	Number of Municipalities Conducting Classes		Number of Teachers			Number of Pupils			Summer Schools for Teacher Training				
	Day	Evening	Day	Evening	Correspondence Department	Total	Day	Evening	Correspondence Department	Total	Schools	Teachers	Pupil (teachers in training)
British Columbia.....	9	36	101	205	2	308	1,653	5,044	152	6,849	1	7	80
Alberta.....	3	7	62	69	4	135	1,743	2,532	285	4,500			
Saskatchewan.....	3	3	47	46		93	881	2,825		1,706			
Manitoba.....	6	1	102	43		145	1,199	2,051		3,550			
Ontario.....	22	57	401	1,194		1,655	13,040	36,084		49,724	1	9	25
Quebec.....	7	18	115	188		303	1,636	6,355		7,991			
New Brunswick.....	6	8	18	52	1	71	248	1,181	254	1,683	1	4	31
Nova Scotia.....	1	25	13	160	37	210	30	3,118	625	3,773			
Prince Edward Island.....	1	1	10	13		23	97	186		293			
Totals.....	58	156	929	1,970	44	2,943	20,527	57,986	1,316	79,829	4	21	269
Totals, 1923.....	54	156	752	1,883	39	2,674	16,242	53,080	978	70,300	4	32	290

SESSIONAL PAPER No. 26

## PRINCE EDWARD ISLAND

## SUMMARY OF THE YEAR'S PROGRESS

*Vernon Crockett, Principal*

The courses of study carried on at the Prince Edward Island Agricultural and Technical School during the past year were as follows:—

## DAY CLASSES

- (1) A course in agriculture for all students over 15 years of age.
- (2) A five months' course in motor mechanics, woodworking, farm engineering, English and mathematics.
- (3) A series of three weeks' short courses for girls in household science.
- (4) Two weeks' short course for cheese and butter makers.

## NIGHT CLASSES

Night classes were carried on in the following subjects: English, arithmetic, show-card writing, motor mechanics, radio, woodworking, public speaking, electricity, cookery, millinery, sewing and home nursing.

## BUILDINGS AND EQUIPMENT

During the year considerable advances have been made in the matter of buildings and equipment. A poultry house, modern in every respect, was completed with capacity for 150 birds. Considerable additional equipment was purchased for the motor mechanics department. The dairy equipment was moved to more suitable quarters, and the household science department was established at the school.

## COURSES IN HOUSEHOLD SCIENCE

The outstanding feature of the year's work was the establishment of courses in household science for girls. These consisted of three weeks' short courses in home economics for students from the city and country, and courses in cookery, millinery, sewing and home nursing for night class students from the city. The success of these classes was most pronounced. Forty-five students enrolled in the day classes, and the number registered in the night classes was one hundred and twenty.

## PROGRESS

This school is now well established and well equipped. The work is meeting with an encouraging measure of approval. The course of studies is adapted to meet the most pressing needs of the province. This combination of agricultural and technical classes is approved universally in this province. Technical education has passed the experimental stage. It has been demonstrated four years in succession that this school can get the students, and keep them, and give them the kind of instruction they need. Geographical, industrial and social conditions for carrying on such work as has been outlined are ideal. Only the difficulty of financing the undertaking seems to stand in the way of complete success.

15 GEORGE V, A. 1925

Following is a summarized statement of attendance, etc.:—

PRINCE EDWARD ISLAND—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

DAY CLASSES

Municipality and School	Department	Enrolment and attendance				Total enrolment all classes			Teachers				
		Full-time		Part-time		Male	Female	Total	Full-time	Part-time	Female	Male	Total
		Total enrolment	Student Hours	Total enrolment	Student Hours								
Charlottetown— Agricultural and Technical High School.	Agriculture.....	9	3,584	.....	.....	9	.....	97	6	4	5	5	10
	Motor mechanics.....	27	8,336	.....	.....	27	.....	.....	.....	.....	.....	.....	.....
	Buttermaking.....	.....	.....	16	860	16	.....	.....	.....	.....	.....	.....	.....
	Homemaking.....	.....	.....	45	2,120	45	.....	.....	.....	.....	.....	.....	.....
		36	11,920	61	2,980	52	45	97	6	4	5	5	10

EVENING CLASSES

Municipality	Number of subjects	Number of classes	Total enrolment all classes	Total student hours	Total Number of individuals enrolled	Teachers		
						Male	Female	Total
Charlottetown.....	11	.....	229	6,920	196	8	5	13
	11	.....	229	6,920	196	8	5	13

NOVA SCOTIA

REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

*F. H. Sexton*

It is regrettable that a recession must be chronicled in the total number of students enrolled in secondary vocational education in the province during the past year as compared with the year 1922-23. The Correspondence Study Division showed an increase of student enrolment to a total of 876, but other branches of the work showed a falling-off toward the level of the year 1921-22. The registration in various evening schools decreased from 3,646 to 3,118 and the total enrolment in the present year was 3,773, as compared with 4,111 last year.

The reasons for this falling-off are not wholly evident and explainable. The main factor was, of course, the continued industrial depression and the consequent temporary migration of a good many young men and women to other urban centres outside the province in quest of employment. The psychological reactions of hard times usually tend to dampen ambition and to cause many to neglect educational opportunities on their thresholds. There was also a tendency manifest with some municipalities to restrict expenditures for education outside the realm of regular general graded public school instruction. These and other less tangible factors all contributed to a smaller enrolment in secondary vocational education.

## NEW DEVELOPMENTS

No new legislation was passed during the year and no new projects in the evening school work of any great importance were undertaken. The services were maintained throughout at the previous standards of efficiency. The only new development worthy of mention was in the successful organization of a new type of co-operative short-term course.

During the last year the Correspondence Study Division has been very successful in conducting courses in telephony for employes of the Maritime Telegraph and Telephone Company. The corporation has used its good offices to persuade its technical workers to pursue these courses. It has followed the records of the students closely, and has endeavoured to provide promotion and advancement for those who proved their increased power and usefulness. The limitations of correspondence instruction were reached with a number of the men, and it became evident that higher and fuller instruction should be carried out in the classroom and laboratory in personal contact with the teacher.

Consequently the officials of the company and of the Nova Scotia Technical College in conference developed a short-term course in the "Technics of Telephony" for selected employes on a co-operative basis. The company agreed to give a certain number of their workers two weeks' leave with full pay so that they might attend day classes during this period at the Technical College. The company further agreed to pay the tuition of the students and to furnish five part-time instructors and lecturers from its technical staff. The college placed its laboratories, classrooms, and the full time of an instructor in electricity at the disposal of this group of students. The course, as planned, allotted the mornings to lectures and recitations and the afternoons to laboratory work. The instructors from the company gave a series of comprehensive lectures which occupied two hours each morning on the following subjects:—

- General Principles of Telephony.
- Telephone Circuits and Testing.
- Telephone Development and Wire Study.
- Traffic Units and their Applications.
- Telephone Plant Accounting.

The college instructor took charge of the classes for the remainder of the day and dealt with the following subjects:—

- Mechanical Drawing and Sketching.
- Field Notes and Reports.
- Theory of Electricity and Magnetism.
- Installation, Operation and Testing of Electrical Machinery.
- Storage Batteries and Telephone Power Plants.

The course was given in the summer vacation when there were no other classes in session and the students attended for seven hours each day. Problems and reports were required for home work, so that the session was one of intensive study and application. The attitude and effort on the part of the students was all that could be desired and the experiment, as far as carried, was most successful. It is now planned to make this course a regular annual event and to extend its scope and application.

This type of course represents a close co-operative effort between industry and education. Other corporations which desire to train some of its technical workers for their vocation by means of instruction in applied science may get the assistance of the Technical Education Branch in just the same manner as did the Telephone Company. The chief aim of the provincial authorities is that the ambitious young men and women may be developed for greater use-

fulness in their vocations. It seems that education is the common activity in which both the employer and the worker can engage almost indefinitely with mutual advantage and profit.

A distinct improvement was made in giving correspondence instruction in plumbing in the city of Halifax. Instead of relying on teaching by mail alone, the students were brought into direct contact with the instructor and were given practical work in the shop also. One regular lesson was required to be studied each week and a class room recitation was held one night per week. The students voluntarily gave up their Saturday half-holiday and met the instructor in the shop at the Technical College, where they were given actual practice in various operations which they would hardly have the opportunity to learn in their daily work. Almost every pupil who took these courses was successful in securing his certificate from the city Board of Examiners the first time he attempted to pass. This method of combined correspondence study, periodical recitation in the class room and supervised shop work, has a wide application in training industrial workers and it is hoped to extend it widely throughout the province.

#### CONCLUSIONS

All branches of secondary vocational education were well maintained throughout the year. A lack of provincial and municipal funds prevented expansion of these services and any new projects. There will probably be no great change in the system until the next industrial expansion, with its consequent demand for more and more highly trained workers. The time is not yet ripe to promote a compulsory attendance act for adolescents. Neither can money be secured at present for the establishment of full-time day vocational schools, although the need for them is daily growing more and more apparent. It is hoped that the industrial and business cycle will move rapidly forward to its new crest or to a maintained higher level, so that these two great improvements may be consummated.



NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY, 1923, TO JUNE, 1924

EVENING TECHNICAL SCHOOLS

Municipality or School	Locality	Total Number of Subjects	Total Number of Classes	Aggregate Enrollment, all Classes	Total Class Hours (clock)	Total Student Hours (clock)	Number of Individuals enrolled		Teachers		Number of Sessions		
							Male	Female	Male	Female		Total	
Amherst.....	Cumberland county.....	8	11	219	1,076	14,654	102	117	219	6	5	11	553
Kentville.....	Kings county.....	3	3	40	260	1,866	11	29	40	1	2	3	131
Springhill.....	Cumberland county.....	1	1	27	88	1,756	.....	27	27	.....	.....	1	45
Westville.....	Pictou county.....	2	3	62	248	4,505	9	53	62	2	2	2	126
New Glasgow.....	"	11	13	249	1,026	11,102	144	105	249	6	4	10	535
Stellarton.....	"	3	4	75	350	5,138	2	73	75	.....	.....	4	168
Sydney.....	Cape Breton county.....	4	4	99	360	6,042	.....	99	99	.....	.....	4	190
Glace Bay.....	"	4	8	218	730	10,675	38	180	218	2	5	7	364
Sydney.....	"	13	17	392	1,702	20,322	130	262	392	11	6	17	801
Domion No. 6.....	"	1	1	25	92	1,518	.....	25	25	.....	.....	1	45
North Sydney.....	"	1	1	25	92	1,518	.....	25	25	.....	.....	1	46
Yarmouth.....	Yarmouth county.....	6	7	101	568	5,486	37	64	101	4	3	7	284
Halifax.....	Halifax county.....	14	43	867	3,573	58,780	426	441	867	27	14	41	1,893
Sub-total.....	.....	.....	116	2,899	10,143	138,064	899	1,500	2,399	57	52	109	5,181

EVENING COAL-MIXING SCHOOLS

River Hebert.....	Cumberland county.....	3	3	26	299	2,151	26	.....	26	2	1	3	151
Joggins.....	"	2	3	29	335	2,121	29	.....	29	.....	.....	2	172
Springhill.....	"	3	3	43	276	1,736	43	.....	43	3	3	3	145
Stellarton.....	Pictou county.....	6	6	85	644	5,530	85	.....	85	6	6	6	541
Thorburn.....	"	1	1	9	92	484	9	.....	9	1	.....	1	44
Westville.....	"	4	4	57	372	3,246	57	.....	57	4	.....	4	188
Inverness.....	Cape Breton.....	3	3	43	334	2,460	43	.....	43	3	.....	3	166
Birch Grove.....	"	1	1	15	100	1,044	15	.....	15	1	.....	1	50
Domion.....	"	2	2	26	148	1,229	26	.....	26	2	.....	2	75
Domion No. 6.....	"	2	3	59	265	3,246	12	47	59	1	2	3	116
Florence.....	"	3	3	29	304	2,400	29	.....	29	3	.....	3	155
Glace Bay.....	"	4	5	75	464	3,656	75	.....	75	4	.....	4	231
Little Bras d'Or.....	"	2	2	15	143	1,628	15	.....	15	2	.....	2	46
Port Jernigan.....	"	2	2	18	192	1,834	18	.....	18	1	.....	1	96
New Waterford.....	"	3	3	49	338	3,074	49	.....	49	3	.....	3	168
Reserve Mines.....	"	2	2	14	144	1,818	14	.....	14	.....	.....	2	72
Sydney Mines.....	"	5	6	109	678	6,024	109	.....	109	5	.....	5	341
Sub-total.....	.....	.....	52	701	5,128	42,381	654	47	701	45	4	49	2,757

NOVA SCOTIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS  
FOR PERIOD JULY, 1 23 TO JUNE, 1921—Continued

EVENING FISHERIES SCHOOLS

Municipality or School	Locality	Total Number of Subjects	Total Number of Classes	Aggregate enrol- ment, all Classes	Total Class Years (back)	Total Student Years (face)	Number of Individuals enrolled		Teachers		Num- ber of Sessions		
							Male	Female, Total	Male	Female, Total			
Clark's Harbour.....	Shelburne county.....	2	2	18	164	1,856	6	12	18	1	1	2	82
Subject total.....		2	2	18	164	1,856	6	12	18	1	1	2	82
SHOAR COURSE—DAY TECHNICAL SCHOOLS													
Halifax.....	Nova Scotia Technical College.....	13	13	30	2,407	11,719	30	..	30	13	.....	13	509
Subject total.....		13	13	30	2,407	11,719	30	..	30	13	.....	13	509
Grand total.....		.....	183	3,148	17,842	195,629	1,689	1,359	3,148	116	57	173	8,529

Correspondence Instruction:—Enrolment 876; teachers 37; active students 625.

## NEW BRUNSWICK

## REPORT OF DIRECTOR OF VOCATIONAL EDUCATION

*F. Peacock*

During the school year ended June 30, 1924, five municipalities in New Brunswick conducted full-time day vocational schools or departments. These served 187 full-year students. Eight cities and towns conducted evening vocational schools which had an enrolment of 1,181. Short-term courses conducted at St. John and Edmundston were attended by 61 men. The 1923 summer school for vocational teachers had an enrolment of 31; and 254 persons were served by itinerant instructors. The total number in attendance at the various classes and courses was 1,714 and 23 teachers were employed.

Herewith are given tables showing the distribution among the various groups and subjects. While the totals in all classes (except summer school) show increases as compared with last year, these do not adequately measure the progress vocational education has lately made in this province. This is reflected in the current policies of school boards, and the increasing frequency of sympathetic reference by the press and representative citizens.

## NEW DEVELOPMENTS

The chief developments of the year have been the opening of the Edmundston Composite High School, the undertaking by Fredericton to build a modern composite school, and the adoption by the city of St. John of the policy of building a large vocational school prior to June, 1925.

In St. John and Fredericton plebiscites were held upon the question of building. It is encouraging to record that in both cases the voters decided for progress by substantial majorities. This is clear evidence of the hold vocational education already has upon the minds of the people of this province.

Other towns, such as McAdam Junction, Hartland, Chipman, etc., have new schools under way in which provision is being made for teaching vocational subjects.

## THE EDMUNDSTON COMPOSITE SCHOOL

The small town offers many difficulties in the provision of specialized types of education. Edmundston, with between four and five thousand people, seems to be successfully solving the problem for its people by means of a composite high school. In addition to the traditional high school course leading to matriculation, this school now offers a pre-vocational or junior high school course, a commercial course and a homemaking course. Later a technical high school course will be added.

The special function of each of the above divisions is indicated in each case by the name except in the pre-vocational group. This department of the school serves students thirteen years of age or over who have reached grade seven standing, but who may have fallen behind and become somewhat discouraged with the regular bookish curriculum. The object is to hold these in school by enabling them to devote one-third of their time to practical or junior vocational instruction. In this way their general education is extended, and they receive a valuable "trying out" experience in the materials and processes met in a group of common vocations. This pre-vocational course seems to appeal strongly to a large group which formerly dropped out of school entirely at about thirteen years of age.

The Edmundston school is attracting much attention throughout the province. It represents a type that seems destined to be generally adopted.

## THE AUTOMOTIVE BRANCH

Instruction in the automotive field has been continued and developed. A full time man has been appointed to carry on itinerant courses during the summer and supervise short courses in various parts of the province during the winter when the slack season of this trade prevails. By means of these two agencies an all year service is being rendered to garage workers. The response and co-operation of the men from this trade is very satisfactory.

## TEACHER TRAINING

In 1923 summer courses were provided in the province only for teachers in the home economics field. Other day vocational teachers were assisted to take professional improvement courses outside the province to the extent that their travel and tuition expenses were paid by the province. No adequate policy has yet been adopted for the training of vocational teachers. A lack of properly trained teachers is now the greatest barrier to the progress of vocational education in New Brunswick. Some means must speedily be found to meet the need and supply the practical instruction which the people seem now to desire.

The present membership of the New Brunswick Vocational Education Board is as follows:—

*Appointed by the Board of Education—*

Hon. Fred Magee, Port Elgin, Chairman.  
Rev. Father Tessier, St. Joseph's College.  
Mr. George H. Maxwell, St. John.  
Mr. W. H. Miller, Campbellton.  
Mr. R. K. Tracey, M.L.A., Centreville.

*Members Ex-Officio—*

Dr. W. S. Carter, Chief Superintendent of Education, Vice-Chairman.  
Dr. H. V. B. Bridges, Principal of Normal School.  
Mr. Harvey Mitchell, Deputy Minister of Agriculture.

*Administrative Staff—*

Mr. Fletcher Peacock, Secretary and Director.  
Miss Marguerite L. Taylor, Clerk-Accountant.  
Mr. W. B. Main, Supervisor, Automotive Work.  
Miss Rheta M. Inch, Acting Supervisor, Homemaking Department.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance						Total Enrolment all Classes			Teachers				
		Full-time Classes		Part-time Classes		Short-term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Enrolment	Average	Total Enrolment	Student Hours	Total Enrolment	Student Hours								
Campbellton High School.	Commercial.	19						19			1			1	
Carlton County Vocational School Woodstock.	Commercial.	22													
	Homemaking.	13													
	Agriculture.	11						13	33	46	5			5	
Edmundston Composite High School.	Commercial.	20													
	Homemaking.	8													
	Pre-Vocational.	35													
	Electricity.	17													
	Welding.	15						60	33	93	1			1	
Fredericton High School.	Commercial.	35						13	20	33	2			2	
Milltown High School.	Commercial.	24						10	14	24	1			1	
St. John.	Motor Mechanics.			6											
	Automotive Electricity.			17											
	Welding.			6				31		31	2			2	
		187						129	106	248	13	5	10	8	
				61											

Teacher Training Classes, Enrolment 31 Teachers, 4.  
 Itinerant Department, Enrolment 254 Teachers, 1.

NEW BRUNSWICK—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS  
IN EVENING VOCATIONAL SCHOOLS, FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (by clock)	Number of individuals enrolled			Teachers	
					Male	Female	Total	Male	Female
Bathurst.....	1	1	10	372	14	12	.....	1	
Campbellton.....	5	9	134	3,628	45	89	134	2	3
Devon.....	3	3	64	1,864	8	56	64	1	2
Edmundston.....	7	14	239	7,183	94	145	239	2	5
Fredericton.....	11	24	320	10,101	118	202	320	4	10
Marysville.....	4	4	40	1,308	26	16	40	2	2
Milltown.....	5	5	77	2,388	20	57	77	.....	4
Moncton.....	6	14	209	10,561	52	212	264	5	9
Totals.....	42	74	1,181	57,156	377	700	1,181	16	36

### QUEBEC

#### REPORT OF VOCATIONAL EDUCATION

*A. F. FRIGN, Director*

The position of Provincial Director of Technical Education remained vacant until April, 1924, when Dr. A. Frign, Principal of the Ecole Polytechnique, Montreal, assumed the additional duties of the provincial office. His appointment came too late to enable him to visit all of the schools receiving federal grants and to prepare a written report before the close of the school year. Dr. Frign spent the summer in Europe but returned in time to submit the attached statistics covering the work of the past year.

The figures show increases in every department and the prospects for increased activities during the current year are very promising. Vocational education is well established in Quebec and the Provincial Government has given very generous support to the work.

QUEBEC—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY AND EVENING SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance						Total Class Hours	Total Student Hours	Teachers		Total
		Day Classes		Evening Classes		All Classes				Day	Evening	
		Beginning of period	End of period	Beginning of period	End of period	Beginning of period	End of period					
Montreal—Technical School.....	Industrial.....	471	405	794	497	1,295	902	20,415	344,369	22	22	44
Montreal—Technical Institute.....	Industrial and Home Economics.....	.....	.....	834	792	854	792	3,003	46,074	.....	36	36
*Montreal—Fine Arts.....	Art.....	380	351	289	196	690	537	309.5	8,445.5	8	8	16
Montreal—Higher Commercial.....	Commercial.....	253	235	189	180	442	412	4,645	13,103	16	12	28
Quebec—Technical School.....	Industrial.....	87	100	373	249	403	379	15,344	195,225	12	15	27
*Quebec—Fine Arts.....	Art.....	290	185	402	350	603	535	76	2,850	6	6	12
Three Rivers—Technical School.....	Industrial, Pulp and Paper.....	45	45	.....	.....	45	45	5,147	224,276	9	.....	9
Grand Merq—Industrial School.....	Industrial.....	117	105	.....	.....	117	105	16,755	16,392	.....	.....	5
Berthierville—Forest Rangers.....	Forestry.....	1	.....	.....	.....	1	.....	.....	20,226	.....	.....	.....
Sherbrooke—Technical School.....	Industrial.....	46	.....	.....	.....	46	.....	1,317	9,116	.....	.....	.....
Shawinigan Falls—Technical Institute.....	Industrial.....	57	.....	.....	.....	57	.....	.....	12,854	.....	.....	.....
Council of Arts and Mfgs. (14 centres).....	Industrial and Home Economics.....	.....	.....	2,000	3,157	2,000	3,157	4,271	412,112	21	78	99
Totals.....	.....	1,636	1,499	5,204	5,467	6,810	6,866	.....	.....	115	188	303

\* Class hours and student hours for Schools of Fine Arts are average number per week. Day and evening enrollments for Quebec School of Fine Arts are approximations. Totals only were reported.

## ONTARIO

## REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

F. P. Gavin

## SUMMARY OF PROGRESS

The vocational schools in Ontario continue to make satisfactory progress. New schools, giving full-time day instruction in one or more of the vocational departments, were opened during the school year 1923-24 in Guelph, Kitchener, Renfrew, Stamford, St Catharines, Toronto (Riverdale Branch), and Weston.

The total number of full-time day schools operating throughout the school year is now twenty-one. In addition to these there are day schools operating during the months of January, February, and March, giving instruction in navigation and marine engineering, in Kingston, Collingwood and Midland.

The total number of evening schools in 1923-24 was sixty. Evening schools were conducted in every city in Ontario, with one exception, and in thirty-five towns or villages. New evening class centres were opened or re-established during the year in Burlington, Elmira, Haileybury, Renfrew, Smiths Falls, South Porcupine, Wallaceburg, Weston, and Vellore.

The following table shows the progress of the vocational schools:—

## SUMMARY OF ATTENDANCE—DAY VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23	1923-24
Number of full-time teachers.....	191	212	288-0	379
Number of part-time teachers.....		60	49-0	82
Number of full-time pupils on roll.....	2,600	5,344	6,958-0	9,153
Average attendance of full-time pupils.....	2,123	4,260	5,454-8	
Number of part-time pupils on roll.....	907	574	988-0	1,319
Aggregate student-hours of part-time pupils.....	40,997	37,776	60,972-5	176,673
Number of special pupils on roll.....	1,019	1,604	1,456-0	2,347
Aggregate student-hours of special pupils.....	223,570	351,214	247,439-5	314,427

## SUMMARY OF ATTENDANCE—EVENING VOCATIONAL SCHOOLS

	1920-21	1921-22	1922-23	1923-24
Number of teachers.....	900	1,075	1,097	1,194
Total number of pupils.....	27,297	32,545	33,581	36,452
Aggregate student-hours.....	1,119,287	1,176,039	1,510,310	1,423,816

## SUMMARY OF EXPENDITURES BY MUNICIPALITIES

	1919		1920		1921		1922	
	\$	cts.	\$	cts.	\$	cts.	\$	cts.
Total expenditures.....	659,072	82	1,347,903	04	1,585,086	36	1,871,614	21
Legislative grants.....	140,294	14	511,021	04	670,758	56	638,217	28

## LEGISLATION AND REGULATIONS

An amendment to the Vocational Education Act was passed in 1924, whereby vocational instruction may be provided for such pupils in attendance at auxiliary training classes as may be able to meet certain requirements for admission.

No changes have been made in the regulations.



## SESSIONAL PAPER No. 26

## NEW DEVELOPMENTS AND BUILDING OPERATIONS

A notable feature of the progress in vocational education for the year 1923-24 was the completion of a number of school buildings to provide accommodation for carrying on the work. The building programme enabled several new centres to establish technical schools or departments. During the year there was a greater extension of the work, not only in new centres, but also in old centres, than in any previous year in the development of vocational education.

The fine new Windsor-Walkerville Technical School was officially opened by the Lieutenant-Governor on August 30, 1923, and was occupied by the pupils and teachers on the regular date for reopening schools in September. The excellent accommodation provided, and the carefully selected but, nevertheless, adequate equipment furnished, met with the most general approval of the people of Windsor and Walkerville. The wisdom of holding the official opening and inspection of the building just before the beginning of the term was shown by the large number of pupils who applied for admission immediately after the public opening.

The enrolment in the school for the autumn term was gratifying to the members of the board and to the staff. The day enrolment was as follows: industrial department, 68; technical department, 188; homemaking department, 8; commercial department, 403; part-time pupils, 2; making a total of 669. The evening class enrolment was approximately 2,500, nearly twice as many as in the previous year. Interesting features of the evening class programme were classes for stationary engineers held five nights a week, and a class for machine shop supervisors and advanced machinists held Saturday afternoons.

The new Riverdale Branch Technical School, Toronto, opened its doors for the first time in September, 1923. The opportunities for vocational education here offered, with adequate accommodation and equipment, received a most satisfactory response. The number of pupils enrolled during the year was 626 in the day school and 1,800 in the evening school. Any anticipation that the opening of the Riverdale Branch would reduce the total enrolment in the Central Technical School was not realized. The enrolment in the Central School remained at approximately the same figures as last year.

The total number of pupils enrolled in the three vocational schools of Toronto—the Central Technical School, the Riverdale Branch Technical School, and the High School of Commerce—for the autumn term of 1923 was 4,755 day pupils and 10,074 evening pupils.

The new Kitchener and Waterloo Vocational School was occupied early in September. The efforts made by the local school authorities in charge of the planning, equipping, and promotion of the school, and by the management in charge of the organization of the work, to make this new school function effectively in the educational life of the communities concerned, have produced gratifying results. These efforts were directed towards creating educational opportunities that would enable, not only pupils at school, but also adults at work, to fit themselves into the industrial and commercial life of Kitchener and Waterloo as efficient members of the community.

The day school enrolment was 369, distributed as follows: industrial department, 21; technical department, 160; and commercial department, 188. The evening class enrolment was 870, double the enrolment of the previous year.

An interesting feature of the evening class programme was the special effort of the Advisory Committee to provide practical instruction directly related to the needs of employed persons. This instruction included courses

in masonry, carpentry, and plan reading for the building trades groups, with an enrolment of 30, and special technical courses in rubber manufacturing for the rubber industries group, with an enrolment of 70.

The new school building at Renfrew erected to provide accommodation for all secondary school purposes, vocational as well as academic, was formally opened early in September. Accommodation is provided in this school for agricultural, homemaking, and commercial departments. The opening of the vocational side of the school was retarded for some time, owing to delays in getting the necessary equipment installed. Even under the handicap of beginning late in the term, the enrolment in the vocational departments was 68, an enrolment which may be taken as an earnest of what may be expected when the opportunities of these classes are offered prospective students at the usual opening of the school year.

The new Guolph Collegiate-Vocational Institute was opened in September for occupancy by the classes and was formally opened on November 7, 1923. The enrolment in the vocational school was 235, made up of 65 in the industrial department and 170 in the commercial department. The enrolment in the evening classes was 929, an increase over last year of 196.

A new composite school in St. Catharines, known as the Collegiate Institute and Vocational School, was formally opened on November 5, 1923. The school had been in use by the classes from the beginning of the term in September. The enrolment in the day vocational school was 249, distributed as follows: industrial department, 69; homemaking department, 18; commercial department, 162. The evening class enrolment was 921, an increase over last year of 511. This large increase of 120 per cent was due in this case, as in others, to the greatly improved facilities for giving instruction in the practical subjects.

Wiston is an example of a relatively small community that has established a vocational school, offering instruction in industrial subjects. Although the building was not ready for use in September, 1923, the local school authorities went ahead with the organization of the vocational classes, and succeeded in enrolling 178 pupils, distributed as follows: industrial department, 54; homemaking department, 9; commercial department, 115. Although instruction was carried on for several weeks under adverse conditions, the staff was able to retain in the classes the pupils who had enrolled.

In August, 1923, the cornerstone of a large addition to the Galt Collegiate Institute was laid by a former student of the school, the Hon. Dr. Cody. This addition, which makes adequate provision for the needs of the types of vocational education related to the industrial and commercial life of Galt, will be ready for occupancy in September, 1924.

The Sarnia Technical School, which was opened in 1922 with a highly satisfactory enrolment in the different vocational departments, shows by an increased enrolment for this year that the school is meeting with the approval of its constituency. The total enrolment in October, 1923, was 331, distributed as follows: industrial department, 120; homemaking department, 17; commercial department, 190; and part-time pupils, 4.

A substantial addition has been made to the London Technical School to provide additional classroom accommodation and shop space.

In Ottawa an extra story is being added to the shop building to provide much-needed additional accommodation.

In Chatham the local school authorities are negotiating for the purchase of the Sanita hotel property and propose to make such changes in the building that it can be used for technical school purposes.

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In Owen Sound a large addition has been made to the Collegiate Institute for the purpose of providing accommodation for vocational classes. It is expected that the equipment will be in place, ready for the opening of classes, in September, 1924.

In Port Arthur a commercial department is to be established under the Vocational Education Act.

## EVENING CLASS PROGRAMME

In the earlier days of the establishment of evening industrial classes in Ontario, it may have been thought that they formed merely an incidental feature in the development of a programme of technical education, and would have but a temporary period of prosperity.

It was thought that the chief function of evening classes was to repair the defects in the education of those who in their youth had been deprived of the privileges of an education, or had not availed themselves of such opportunities as were afforded them. The number of such persons who would realize defects in their education and who would have the ambition and tenacity to attend evening classes to repair them would be relatively small. In a few years most of these would have taken advantage of the opportunity to attend evening classes, and the number seeking admission to the classes would begin to diminish. If during these years the day school should function more and more effectively in the life of the community, the time would come, under this view of the function of evening classes, when there would be no longer any great demand for them.

The history of evening classes in Ontario during the last decade shows that this view was an incomplete one. Instead of becoming relatively less important the evening class programme came to occupy an increasingly important place in the system of vocational education.

The evening class programme functions in a variety of ways in the education of those who have passed the compulsory school age. It affords opportunities to the following groups:—

1. Young folks and adults who have left school too early and who find that they need more education to succeed in their occupations.
2. Persons who are ambitious for promotion in their vocations and who find it necessary to become adept in the more difficult processes of their trades, or to become acquainted with the increasingly important volume of technical knowledge related to their trades. Effort must be made to keep pace with the developments of industry. In spite of the tendency towards large volume methods of production, the place of the skilled and informed workman is still secure.
3. Persons who find that on account of the changing conditions of industry under which some occupations are disappearing and new ones coming into existence, it is desirable to fit themselves for employment in a new field.

Evening class groups, since they are attending school voluntarily and with a definite and strong motive, are very much in earnest. From this point of view they are highly selected. The difficulties in teaching evening classes are not those of discipline. In spite of a rather high mortality in attendance, a large amount of excellent work is done every season.

The enrolment in most of the places where evening classes are carried on is evidence that they are performing a useful function and meeting with the approval of the public. Statistical records of evening class activities in other countries show that an enrolment of 20 per 1,000 of population is evidence that the evening class programme is functioning properly in the community. The records for 1922-23 show that in Ontario on the average the evening class enrolment was 39 per 1,000 of population.

## TEACHER-TRAINING ACTIVITIES

The Summer School for the training of teachers of vocational subjects was carried on as usual during the summer of 1924.

The enrolment of teachers-in-training continues to increase, as shown in the following table:—

	1922	1923	1924
Men.....	30	51	70
Women.....	85	70	63
Totals.....	115	121	133

The course of study included:—

- (1) Principles of Teaching.
- (2) School and Class Management.
- (3) Special Methods of Instruction in Vocational Subjects.
- (4) Trade and Job Analyses.
- (5) Courses of Study.
- (6) Practice Teaching and Lesson Plans.
- (7) Shop Equipment.

In addition to this work the women had practical instruction in either dressmaking or in millinery.

A new feature of the work for 1923 was the study of the equipment needed for the kind of shop with which the teacher was concerned. This feature was added to the course of training to meet the needs of teachers who are called upon, often without previous experience in the selection of equipment, to give advice and leadership in the matter of shop equipment.

The present arrangement for training vocational teachers terminates in September, 1924. After this date the work will be done in the Ontario Training College for Technical Teachers, a new institution about to be established by the Department of Education in Hamilton. The new arrangement provides for a course of twenty weeks' training. Part I of the course will consist largely of lectures and theoretical work, and Part II will consist largely of observation work and practice teaching. The day and evening classes of the Hamilton Technical Institute will be used for the practice teaching.

The subjects of study will be:—

- English.
- Principles of Teaching.
- History, Principles and Problems of Vocational Education.
- School and Class Management and School Law.
- Trade Analyses and Courses of Study.
- Study of Industries.
- Methods of Teaching Industrial Subjects.
- Practice Teaching.
- Vocational Guidance.
- Shop Plans and Equipment.
- Mechanical Drawing.
- Costume Design.

## SPECIAL DEVELOPMENTS

A substantial step forward in the matter of co-operation between the school and industry in training of apprentices has been taken in Hamilton. Arrangements have been made by Principal Gill, of the Hamilton Technical Institute, with the Canadian Westinghouse Company, and certain other firms, whereby the apprentices will attend the school four hours a week during the day and two hours a week in the evening. These apprentices include machinists, electric machinists, moulders, carpenters, pattern-makers, and glassworkers. At the school the apprentices will receive instruction in English composition, drafting and design, shop mathematics, and shop practice.

The number of apprentices being trained under this co-operative scheme is now fifty-four. Arrangements are being made to offer the advantages of the scheme to other trades. This scheme shows the kind of co-operation that must be established between the technical school and industry. In such a scheme the young apprenticed worker is afforded an opportunity to obtain an insight into the science, mathematics, and related knowledge underlying his trade, which under modern conditions of industry he can no longer obtain on the job, and at the same time to continue to some extent his general education. On the one hand, he will become a more skilled workman, and, on the other, a more intelligent citizen.

It should be added that the Hamilton Technical Institute has had for some time a similar arrangement with the local branch of the International Typographical Union, whereby printing apprentices receive instruction in their art at the school during certain specified hours for which they are paid by the employers. The number of apprentices in the printing trade is twenty-eight.

In Ottawa a co-operative scheme for making use of the facilities of the Technical School for the training of plumbers and steamfitters has been arranged between the master plumbers, the local union, and the school. Under the scheme apprentices and helpers attend evening classes for such instruction as they do not receive on the job. The City Inspection Department make use of the equipment of the school shop in conducting the examinations for civic licenses.

The printing department of the Ottawa Technical School provides for the part-time training of apprentices. By agreement between the Typographical Union and the two daily newspapers of the city, all apprentices are required to attend the Technical School as follows: "Beginning with the second year each apprentice shall be required to attend at least one session each week during the school term of the Ottawa Technical School, time being allowed for the same by his employer."

Still another co-operative relation between the school and industry has been established in Ottawa. The local Machinists' Trades Union asked that the school should organize special evening classes for the instruction of apprentices and helpers in the machine tool trades. The union requires all apprentices in the trade to attend these classes, and furnishes the management of the school with a list of the names of the men who should enroll. As this list contains only the names of persons actually in the trade, it is used as a preferred list in organizing the classes. This list is so large that not all who wish to come can be accommodated, and so there is a waiting list. The existence of this waiting list has a very good effect on the attendance of those who have been admitted to a class.



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Sarnia.....	Industrial, Technical and Home-making.....	146	115-32	5	321	53	1,100	88	147	196	343	13	7	11	9	20
St. Catharines.....	Commercial.....	192	172-26													
	Industrial, Technical and Home-making.....	107	83													
Sault Ste. Marie...	Commercial.....	170	136													
	Industrial, Technical and Home-making.....	81	54-7													
St. Catharines.....	Commercial.....	106	79-9													
St. Catharines.....	Commercial.....	60	44													
Stouffville.....	Industrial, Technical and Home-making.....	40	32-8													
Stouffville.....	Commercial.....	50	41-2	17	976	1	385	55	55	53	108	7	5	6	6	12
Toronto—	Industrial, Technical and Home-making.....	1,570	1,207													
Central Technical	Commercial.....															
Hwydale Br. Tec.	Industrial, Technical and Home-making.....															
High School Commerce	Commercial.....	574	432													
Weston.....	Commercial.....	1,743	1,408													
	Industrial, Technical and Home-making.....	67	55													
Windsor-Walkerville.....	Commercial.....	122	101	2	462	18	1,386	84	125	209	6	4	2	8	10	
	Industrial, Technical and Home-making.....	279	233													
	Commercial.....	430	379													
		9,153		1,319	1,6173	2,347	314,427	5,875	6,024	12,799	379	82	281	180	401	

## ONTARIO—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Name of School (1)	Total Number of Subjects (2)	Total Number of Classes (3)	Total Enrolment of all Classes (4)	Total Student-Hours (5)	Number of Pupils Enrolled			Teachers		
					Male (6)	Female (7)	Total (8)	Male (9)	Female (10)	Total (11)
Amherstburg.....	4	5	59	1,482	18	31	49	2	2	4
Barrie.....	8	10	153	11,172	32	82	114	4	3	6
Beamsville.....	5	5	51	2,180	15	36	51	3	3	6
Belleville.....	14	17	428	12,122	122	260	382	9	9	18
Brantford.....	13	27	1,153	17,964	386	712	1,098	13	6	19
Brockville.....	27	30	561	12,537	115	212	327	10	7	17
Burlington.....	4	5	73	3,846	10	63	73	2	3	5
Chatham.....	23	31	1,106	17,624	174	272	446	7	12	19
Cobourg.....	11	13	150	2,726	31	119	150	4	9	13
Collingwood.....	11	12	141	5,512	8	116	124	3	4	7
Dundas.....	14	13	308	7,588	47	83	130	4	5	9
Elmira.....	10	14	304	7,936	72	71	143	4	3	7
Espanola.....	4	4	91	2,944	36	30	66	1	3	4
Fairbank.....	8	9	543	9,376	95	91	186	6	3	9
Fort William.....	24	26	783	14,680	186	222	408	15	7	22
Galt.....	8	16	255	9,140	66	189	255	3	7	10
Godfrich.....	7	15	258	6,072	14	244	258	4	3	7
Guelph.....	24	46	1,562	39,748	405	629	1,034	12	18	30
Haileybury.....	6	6	65	1,696	12	18	30	1	1	2
Hamilton.....	44	88	2,005	64,685	1,063	550	1,613	51	27	78
Hespeler.....	9	12	428	5,840	34	115	149	4	3	7
Ingersoll.....	8	8	114	3,120	59	37	96	5	2	7
Iroquois Falls.....	8	8	136	3,278	39	53	92	6	1	7
Kenora.....	8	7	109	3,886	57	52	109	4	3	7
Kitchener-Waterloo.....	26	40	1,041	33,827	435	421	856	32	8	40
Lindsay.....	10	10	154	4,134	60	49	109	5	4	9
London.....	32	60	1,319	41,628	592	483	1,075	33	8	41
Midland.....	3	7	136	4,199	14	122	136	2	3	5
Niagara Falls.....	20	23	859	11,440	348	202	550	10	6	16
North Bay.....	16	26	548	12,130	130	130	260	7	7	14
Oshawa.....	10	13	252	10,232	127	125	252	5	6	11
Ottawa.....	37	209	6,592	147,583	1,306	3,251	4,557	31	56	87
Owen Sound.....	9	18	654	10,972	128	424	552	6	14	20
Pembroke.....	16	25	627	9,658	136	155	291	5	10	15
Perth.....	13	15	183	7,320	54	129	183	7	8	15
Peterborough.....	16	29	475	12,819	229	246	475	11	7	18
Port Arthur.....	17	20	288	11,760	121	135	256	10	6	16
Port Hope.....	8	8	95	5,266	32	63	95	4	6	10
Preston.....	16	17	457	11,646	53	134	187	4	6	10
Renfrew.....	7	9	172	6,880	30	142	172	2	7	9
Sarnia.....	24	29	634	22,488	307	263	570	14	6	20
St. Catharines.....	12	33	929	20,012	353	460	813	8	7	15
St. Thomas.....	14	19	482	19,028	173	309	482	7	7	14
Sault Ste. Marie.....	14	20	452	8,808	143	309	452	9	9	18
Smith's Falls.....	17	17	411	10,438	101	133	234	8	6	14
South Porcupine.....	4	4	81	1,324	45	1	46	2	0	2
Stratford.....	12	14	589	20,579	195	273	468	8	7	15
Sudbury.....	25	25	517	11,548	150	203	353	9	7	16
Swansea.....	4	4	77	1,560	19	23	42	1	2	3
Timmins.....	15	15	171	4,358	129	42	171	6	4	10
Toronto—Central Tech.....	66	288	8,266	306,108	3,084	3,213	6,297	114	57	171
Toronto—Riverdale.....	39	74	3,324	114,050	1,056	1,064	2,120	43	20	63
Toronto—H.S. Com- merce.....	15	98	8,688	121,155	1,351	1,603	2,954	53	9	62
Vellore.....	1	1	36	1,130	36	0	36	1	0	1
Wallaceburg.....	6	7	129	4,872	40	78	118	3	2	5
Welland.....	18	19	350	9,088	127	110	237	8	3	11
Weston.....	11	18	339	10,774	100	184	284	6	5	11
Whitby.....	4	4	69	2,888	8	61	69	1	4	5
Windsor-Walkerville.....	29	85	2,999	104,688	2,008	991	2,999	46	19	65
Woodstock.....	15	20	430	9,758	152	166	318	8	9	17
		1,760	53,661	1,423,816	16,468	19,984	36,452	712	488	1,194



## SESSIONAL PAPER No. 26

## ONTARIO COLLEGE OF ART

The following statistical report from the Ontario College of Art indicates the extent of the work being done in that institution. The college is operated by the Provincial Government through a council of twenty-three members appointed by the Lieutenant-Governor in Council, by art societies and by other bodies including the University of Toronto, Canadian Manufacturers' Association, Toronto Typothetae and the Toronto District Labour Council. The work of the school includes all branches of fine and applied art, instruction being given in such subjects as drawing, composition of pictures, architectural design and ornamentation, commercial design, painting, sculpture and clay modelling, interior decorating, applied design for jewellery, etc.

In addition to the four-year diploma course, special courses are given for graduates, school teachers, and public school pupils who show special ability in art. Evening classes are held each evening of the week except Saturday. An "Outdoor School" is conducted at Port Hope during the summer months for the study of landscape drawing and painting.

## SUMMARIZED STATEMENTS OF ATTENDANCE AND TEACHERS IN ONTARIO COLLEGE OF ART FOR PERIOD OCTOBER, 1923, TO MAY, 1924

## DAY CLASSES

Enrolment and Attendance							Teachers				
Full-time Classes		Part-time Classes		All Classes			Full-time	Part-time	Male	Female	Total
Total enrolment	Student Hours	Total enrolment	Student Hours	Male	Female	Total					
125	121,375	116	17,565	69	172	241	2	12	10	4	14

## EVENING CLASSES

Total Number of Subjects	Total Number of Classes	Total Enrolment all Classes	Total Student Hours	Number of Pupils			Number of Teachers		
				Male	Female	Total	Male	Female	Total
9	11	232	30,270	155	77	232	12	4	16

## MANITOBA

## REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

*R. B. Vaughan*

The year ending June 30, 1924, has shown very little change in the progress of vocational education in Manitoba. Courses in commercial work, practical arts for girls and engineering have been given in Winnipeg. A commercial course has been carried on in St. James and the home economics work has been continued in Tuelon, Stonewall, Virden, and St. Laurent.

It is to be regretted that the home economics classes so well begun in Portage la Prairie have been discontinued, due to an endeavour to reduce expenditure. The part-time classes in printing held at the Kelvin Technical High School, Winnipeg, have also been temporarily discontinued; with these exceptions the work has been much the same as during the previous year.

The commercial and home economics courses continue to enjoy the most popularity in vocational work both in the day and evening classes. In the evening school the classes in electrical work have made a very favorable showing and the auto mechanics classes have maintained good attendance and enthusiasm. Other courses given include machine shop work, machine drawing, the steel square, industrial chemistry, etc. In the vocational evening classes a total enrolment of 1,539 was reached requiring the services of 43 teachers.

The following figures give a comparison of work for the year ending June, 1923, and June, 1924:—

	1923	1924
Number of day schools.....	11	11
Number of evening schools.....	3	3
Number of teachers in day schools.....	97	3 full time 98 part time
Number of teachers in evening schools.....	40	43
Total attendance, day schools.....	1,535	1,183
Total attendance, evening schools.....	1,950	1,539

The teacher-training classes had an enrolment of twenty-five and the work was carried on with enthusiasm and success. A number of those attending the previous year had already covered the work prescribed and were not required to attend the courses given during the past year.

The six weeks' course in home economics for girls was held at the Manitoba Agricultural College during July and August and was attended by sixteen girls. Provision has been made for a similar course next year during July and August, 1924, and also an advanced six weeks' course for those having completed the previous courses. Application for admission has been received for both these classes for the 1924 session.

During the year the Daniel McIntyre Collegiate Institute has been equipped to accommodate vocational classes for practical arts courses for girls and for commercial courses. In the home economics work one kitchen has been equipped with gas and the other with electricity. Very expensive and efficient equipment has been installed for millinery, dressmaking and laundering. No equipment has yet been installed for industrial classes and this seems somewhat indicative of the tendency in vocational education. The work in home economics and commercial work seems to be the most popular among students and also receives more general support from the public.

No legislation respecting vocational education has been passed during the year.

SESSIONAL PAPER No. 26

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, to JUNE, 1924

Municipality and School	Department	Enrollment and Attendance						Total Enrollment all Classes			Teachers				
		Full-time Classes		Part-time Classes		Short-term and Special Classes		Total	Male	Female	Full-time	Part-time	Male	Female	Total
		Total Enrollment	Average Attendance	Total Enrollment	Student Hours	Total Enrollment	Student Hours								
Virden.....	Homemaking	.....	.....	68	6,173	.....	68	.....	.....	1	.....	.....	.....	1	
St. Laurent.....	"	.....	.....	31	3,219	.....	31	.....	.....	2	.....	.....	.....	2	
Telon.....	"	.....	.....	22	2,857	.....	22	.....	.....	1	.....	.....	.....	1	
Stonewall.....	"	.....	.....	45	1,643	.....	45	.....	.....	1	.....	.....	.....	1	
St. James.....	Commercial	41	22	.....	.....	.....	14	27	41	2	.....	.....	.....	2	
Winnipeg Schools—		.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
St. Johns.....	Commercial	64	55	.....	.....	.....	16	48	.....	.....	.....	.....	.....	.....	
"	Homemaking	109	95	.....	.....	.....	122	109	.....	.....	.....	.....	.....	.....	
"	Engineering	122	116	.....	.....	.....	.....	.....	.....	20	9	12	.....	21	
"	Commercial	67	63	.....	.....	.....	18	49	.....	.....	.....	.....	.....	.....	
"	Homemaking	91	90	.....	.....	.....	70	91	.....	.....	17	4	14	18	
Daniel McIntyre	Commercial	190	156	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
"	Homemaking	82	75	.....	.....	.....	34	53	89	1	20	6	10	21	
Isaac Newton	Commercial	89	73	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
Lord Roberts	Homemaking	75	75	.....	.....	.....	8	.....	.....	.....	.....	.....	.....	.....	
"	Homemaking	10	11	.....	.....	.....	4	12	24	.....	.....	.....	.....	.....	
Maclay	Commercial	88	80	.....	.....	.....	29	59	88	5	1	9	.....	10	
Lord Selkirk	Commercial	47	30	.....	.....	.....	15	20	.....	.....	.....	.....	.....	.....	
"	Commercial	15	14	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
Provincial Short Course for Girls	Homemaking	.....	.....	.....	.....	.....	16	2,400	.....	.....	.....	.....	.....	.....	
Totals.....		1,017	.....	166	13,822	16	877	1,199	322	99	28	74	.....	102	

Teacher-training Classes—Enrollment, 25; Teachers, 1.

MANITOBA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN  
EVENING VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO  
JUNE, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of Individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Winnipeg—										
Kelvin.....	34	67	1,285	30,910	763	522	1,285	16	9	25
St. John's.....			766	27,267	469	297	766	14	4	18
Totals.....	34	67	2,051	58,177	1,232	819	2,051	30	13	43

## SASKATCHEWAN

### REPORT ON VOCATIONAL EDUCATION

*J. H. McKeehnis, Chief Inspector*

The cities of Moose Jaw, Regina, and Saskatoon continued their efforts in the field of vocational education along lines similar to those undertaken during the previous year. There was some slight expansion. In Saskatoon, vocational courses in day classes were undertaken in industrial work and in homemaking in both the Nutana and the Bedford Road Collegiates, with reasonable success. In Regina, short winter courses were given in motor mechanics and gas traction.

In Yorkton, all the girls in the Collegiate Institute spent from one and a half to three hours a week on general home economics (cooking, sewing, etc.), while in the third year, fifteen girls selected the household science option for their examinations for second class diplomas. The board was of the opinion that this work might not meet the requirements for grants under The Vocational Education Act and no request was therefore made.

Evening class work was not marked by any new developments. In Saskatoon, the work in motor mechanics and machine shop was temporarily suspended. The facilities provided at the University by joint arrangement with the city were not available during the year just closed.

Many in attendance at evening classes have no definite industrial pursuits in mind. Every centre of instruction throughout Canada reports a similar type of student. There seems to be a general tendency to tighten up the regulations in respect to those taking so-called "hobby" courses or who attend a winter term merely to make a hat or a dress. In Saskatchewan, those in charge of evening class work are being continually urged to meet the needs of the industrial worker or homemaker with definite and progressive courses of instruction. Up to the present, however, there seems to be no demand for any type of instruction not already provided.

## SESSIONAL PAPER No. 26

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS  
IN VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO JUNE 30, 1924.

## DAY SCHOOLS

Municipality and School	Department	Enrolment and Attendance				Total Enrolment all Classes			Teachers				
		Full-time Classes		Short term and Special Classes		Male	Female	Total	Full-time	Part-time	Male	Female	Total
		Total enrol- ment	Average attend- ance	Total enrol- ment	Stud- ent hours								
Moose Jaw— Central C. I. ....	Commercial.....	63	47.62			10	366	376	2	10	6	6	12
	*Home Economics	313	252.46										
Regina— Central C. I. ....	Commercial.....	262	189										
	Home Economics.	40	33.1										
	Industrial.....	27	22.3	18	9,450	141	206	347	13		9	4	13
Saskatoon— Nutana C. I. ....	Industrial.....	10	8.6										
	Home Economics.	15	10.6										
Bedford Road C.I.	Commercial.....	109	99.91										
	Home Economics.	8	7.2										
	Industrial.....	16	14.4			51	107	158	1	21	15	7	22
Totals.....		863		18	9,450	202	679	881	16	31	30	17	47

\* General Course in Home Economics.

SASKATCHEWAN—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS  
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD SEPTEMBER, 1923, TO JUNE 30,  
1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of Individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Moose Jaw— Vocational Building and Central C.I. ....	5	9	214	6,428	72	142	214	2	7	9
Regina— Central C.I. ....	16	14	378	8,933	198	180	378	17	5	22
Saskatoon— Nutana C.I. ....	5	6	100	3,036	21	79	100	2	6	8
Bedford Rd. C.I. ....	6	6	133	3,433	46	87	133	4	3	7
Totals.....		35	825	21,830	337	488	825	25	21	46

## ALBERTA

## REPORT OF THE DIRECTOR OF TECHNICAL EDUCATION

W. G. Carpenter

The year 1923-24 has not been one of very marked progress in technical education in Alberta. Outside the cities there has been a falling off in the teaching of practical subjects both in the day and evening classes. Even in the cities there has been a tendency to reduce. Manual training and household science have been brought to the irreducible minimum. The only two centres in which these subjects are being taught are Calgary and Edmonton. These two

cities, with Lethbridge, are the only centres attempting anything in the line of commercial education. Again, they are the only two places in which any attempt is being made to give technical training in day classes. Drumbeller, Nordegg, Camrose, and Hillcrest Mines may be added to the three centres named above giving any evening instruction during the year. This has been a falling-off which is regrettable. Notwithstanding the drop in the number of centres actually giving instruction, the total number of persons reached in these classes, both in the day and in the evening, has been increased.

In Edmonton, the Technical School has maintained itself very well, an additional teacher having been added to the staff during the year. In Calgary, amidst all the clamour for curtailment, no outcry was made against the Pre-vocational School. Attendance has been well maintained in the commercial classes both in Edmonton and in Calgary, and commercial graduates in good standing have had little difficulty in getting appointments. The Provincial School of Technology and Art has had a good year. An increasing interest has been evidenced towards the work being done there, and one of the classes has been so popular that attendance had to be refused quite a large number of applicants. This particularly applied to the course in industrial electricity.

Probably the reason for the falling-off in evening schools has been the attitude of the ratepayer towards taxation and the necessity for curtailment on the part of tax-levying bodies. The building industries have been stagnant for several years and there has been little or no demand for instruction in the various phases of these activities. In fact, because of the difficulty in getting employment at home, many workmen have migrated, leaving, in many cases, the families in the province while they went where steady occupation was to be found. This condition does not make it encouraging for the young people to prepare for a vocation that is so precarious. The situation in the mines during the past year has been unsatisfactory. The market for Alberta coal is causing operators and miners much concern. Wage disputes finally resulted in closing down the majority of the mines in the province and, as a result, both the attitude of the operators and the miners themselves is not very favourable towards educational work. With the fall and winter drawing near, there is no settlement of difficulties, and the prospect for improvement in mental attitude is none too bright. Since mining is the largest industrial pursuit and since the mining centres were the chief centres for evening instruction outside the cities in Alberta, this condition has seriously affected educational work in its technical aspect.

No changes were made in the regulations or in legislation affecting technical or vocational education. Provincial grants have not been paid to support those classes carried on in the evening that might be known as hobby classes. Such classes were basketry, woodworking, as a hobby or distinguished from a vocation, music, fine art, etc. With the knowledge that there would be no grant paid, some of these classes continued, those getting the service being willing to pay increased tuition fees to make up for the loss of grant.

There have been no new developments or building operations begun during the year. It has not been a year of expansion. It has rather been one of holding ground.

During the year a new Provincial Director of Technical Education was appointed in the person of W. G. Carpenter, of Edmonton. This official entered his dual position as Principal of the Provincial Institute of Technology and Art in Calgary and as Director of Technical Education for the Province, on January 1. During the balance of the year he has been studying the situation in the province with the view to making technical education effective and helpful to the citizens of Alberta. The office of the director has been moved from Edmonton to Calgary from which place the provincial organization will function in the future.

## SESSIONAL PAPER No. 26

For a period during the year, a wave of depression passed over the province which was not characteristic of Alberta or of Albertans. With the improvement in crop conditions and with a good price in prospect for grain, there has been a revival in spirits and the prospect for the future appears fairly bright. There are many inquiries for courses in the Technical Institute from all points in the province, and, while nothing startling is anticipated, it is expected that probably there will be a revival of interest in evening classes, and that next year Alberta will be able to give a better account of herself.

The attached tables give the details of attendance and expenditure for salaries for the two past years, both in day classes and in evening.

ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1922, TO JUNE 30, 1924

Municipality and School	Department	Enrollment and Attendance				Total Enrollment all Classes			Teachers					
		Full-time Classes		Part-time Classes		Total	Full-time	Part-time	Male	Female	Total			
		Total Enrollment	Average Attendance	Total Enrollment	Student Hours									
						Male	Female							
Calgary S. D. No. 19	Prevocational.....	220	165.37	1	8	112	108	220	11	0	5	6	11	
	Commercial.....	239	186.92			39	200	239	7		4	3	7	
	Edmonton S. D. No. 7													
	King Edward Com. H. S.		65			14	61	75	2	1	1	2	3	
	McDougal Com. H. S.		197	170.2		45	152	197	6	0	2	4	6	
	Technical School.....		109	61.4		1	80	30	110	13	0	12	1	13
	English Matriculation.....		121	97		8	1,520	38	132					
	Industrial.....		24	10.5		4	743	28	28					
	Woodwork.....		21	15.2		8	1,271	29	29					
	Machine.....		18	15.1		4	623	22	22					
	Auto Mechanics.....		16	6.2		4	815	20	20					
	Forging and Smithing.....		14	7.8		1	26	15	15					
	Printing.....													
	Draughting—													
Arch.....														
Machine.....														
Honemaking.....		27	11.0		2	1,922	3	3						
Dressmaking.....		27	22.4		5	658	35	35						
App. Art.....														
App. Art.....														
Cooking.....														
Nurses in training.....														
Leithbridge S. D. No. 51—														
Com. H. S.		81	60.9			19	62	81	2	2	3	1	4	
Calgary Institute.....		34				33	31	34	1	1	1	1	1	
Automobile Electricity.....		17				1	12	12	2	2	2	2	2	
Drafting.....		30				1	30	30	1	1	1	1	1	
Dressmaking.....		85				85	85	85	2	2	4	4	4	
Electrical Engineering.....														
Mining.....														
Motor Mechanics.....		82				7	1,746	7	7	7	2	2	2	
Steam.....		38				38	38	38	1	1	3	3	3	
Tractor.....		4				102	14,100	106	1	1	1	1	2	
Totals.....		1,482	1,068.80		201	27,983	889	854	1,743	49	13	44	18	62

Correspondence Department—Enrollment, 285; Teachers, 4.



## SESSIONAL PAPER No. 26

## ALBERTA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN EVENING VOCATIONAL SCHOOLS, FOR PERIOD JULY 1, 1923 TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of individuals enrolled			Teachers		
					Male	Female	Total	Male	Female	Total
<i>Calgary No. 19—</i>										
Central H.S.....	7	6	111	9,911	74	37	111	7		7
Commercial H.S....	3	5	193	9,994	52	141	193	4	1	5
Public Sch.....	2	3	70	4,500	50	20	70	3		3
McDougall P.S.....	3	3	133	2,606		133	133		4	4
Edmonton No. 7....	33	157	2,270	43,129	584	913	1,497	20	9	29
Lethbridge No. 51..	4	6	156	5,009	60	96	156	3	1	4
Provincial Institute										
Calgary.....	9	9	255	8,414	233	22	255	9		9
Canmore No. 168... Drumheller No. 2472.....	3	2	29	806	20		20	2		2
Millerest Mines No. 1916..... Nordegg No. 3211..	6	3	50	3,103	50		50	3		3
	1	1	13	244	13		13	1		1
	3	2	25	629.5	25		25	2		2
Totals.....		197	3,305	88,405.5	1,170	1,362	2,532	54	15	69

## BRITISH COLUMBIA

## REPORT OF THE PROVINCIAL ORGANIZER OF TECHNICAL EDUCATION

John Kyle

I have the honour to submit a brief report for the year from July 1, 1923, to June 30, 1924, on the work of technical education in the province of British Columbia.

## TECHNICAL OR DAY VOCATIONAL SCHOOLS

Technical schools are organized in the cities of New Westminster, Trail, Vancouver, and Victoria.

The three-year courses of study in these schools embrace the following subjects:—

*Technical Course for Boys*

English, citizenship and economics, history, French or Latin, mathematics, applied mechanics, physics, chemistry, drawing and design, shopwork in wood, metal, and electricity, physical culture.

*Household Science Course for Girls*

English, citizenship and economics, history, French or Latin, mathematics, chemistry, physics, physiology, dietetics and cookery, needlework (dress-making and millinery), drawing, design and household art, vocal music, physical culture.

## COMMERCIAL COURSE

- (a) Secretarial.  
(b) Accounting.

English, business correspondence and filing, arithmetic, book-keeping and accounting, commercial geography, shorthand, typewriting.

At the conclusion of the courses, examinations are held for the Technical Leaving Certificate, the Matriculation Certificate to the University, and the Commercial Certificate, all issued by the Department of Education.

The following table gives the number of students attending these technical courses:—

New Westminster.....	170 (Technical, Commercial, Home Economics)
Trail.....	24 (Technical only)
Vancouver.....	987 (Technical, Commercial, Home Economics)
Victoria.....	242 (Technical, Commercial)

*Commercial Courses only*

Kamloops.....	23
North Vancouver.....	67
Point Grey.....	42
Revelstoke.....	18
South Vancouver.....	80

Making a total of 1,653 students in day vocational classes.

NIGHT SCHOOLS OR EVENING VOCATIONAL SCHOOLS

Night schools are conducted in thirty-six cities and rural municipalities in the province and 5,044 students are attending. Two hundred and five individual teachers are engaged in the work of instruction.

TEACHER-TRAINING CLASSES IN TECHNICAL AND COMMERCIAL SUBJECTS

In order that efficient teaching may be conducted in day and evening vocational schools, training classes are organized with an attendance of eighty student-teachers and a staff of seven instructors. These classes meet either at night schools or on Saturdays, and at summer schools.

The standard of skill has been increased perceptibly through attendance at these classes and the various technical problems connected with classes for both boys and girls are usually thoroughly discussed.

CORRESPONDENCE CLASSES

Opportunities for study are given to coal-mine workers who wish to prepare for promotion. There is in this section a membership of one hundred and fifty-two students and a staff of two teachers.

The province is still handicapped by the financial situation, but the eyes of the school trustees are undoubtedly fixed on the work of technical education. The educational value of the studies is being better understood and freely recognized, so that the prospects of future growth is becoming well assured.

SESSIONAL PAPER No. 26

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS IN DAY VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality and School	Department	Enrolment and Attendance		Total Enrolment all Classes		Teachers		
		Full-time Classes		Male	Female	Full-time	Part-time	Total
		Total Enrolment	Average Attendance					
Kamloops.....	Commercial..	23	22.5	..	23	1	3	4
New Westminster.	Technical....	90	83.6	..	..	..	..	..
	Home Economics..	33	28.6	..	170	8	1	9
	Commercial....	47	42.2	..	..	..	..	..
North Vancouver.....	Commercial..	67	61.3	..	67	2	..	2
Point Grey.....	Commercial..	42	41.5	..	42	1	5	6
Revelstoke.....	Commercial..	18	16.25	..	18	1	..	1
S. Vancouver.....	Commercial..	80	74.5	..	80	2	3	5
Trail .....	Technical....	24	23.4	..	24	1	3	4
Vancouver.....	Technical....	383	321	..	..	18	..	18
	Commercial..	403	373	..	987	13	4	17
	Home Economics..	90	85.5	..	..	1	10	11
Victoria.....	Junior High....	111	100	..	..	6	4	10
	Technical....	85	78.3	..	242	4	1	5
	Commercial..	157	151	..	..	2	11	13
Totals.....		1,653	1,502.05	..	1,653	60	41	101

Teacher Training classes. . . . . Enrolment 80 Teachers 7  
 Correspondence Department.....Enrolment 152 Teachers 2

BRITISH COLUMBIA—SUMMARIZED STATEMENT OF ATTENDANCE AND TEACHERS  
IN EVENING VOCATIONAL SCHOOLS FOR PERIOD JULY 1, 1923, TO JUNE 30, 1924

Municipality or School	Total number of subjects	Total number of classes	Total enrolment all classes	Total student hours (By clock)	Number of individuals enrolled			Teachers		
					Male	Fe- male	Total	Male	Fe- male	Total
Britannia Mines.....	9	12	218	3,825.5				9	1	10
Burnaby, Mun.....	10	16	275	13,669				9	5	14
Chilliwack, Mun.....	1	1	14	534				1		1
Crescent Valley.....	1	1	15	854				1		1
Cumberland, C.....	3	4	56	633				3		3
Esquimalt, Mun.....	1	1	13	300					1	1
Fernie, C.....	1	1	30	342					1	1
Fruitvale.....	1	1	17	219					1	1
Granby Bay.....	7	7	83	3,180.5				7	1	8
Grindrod.....	1	1	15	76				1		1
Kelowna, C.....	5	6	131	4,299				4	2	6
Kermeos.....	1	1	36	510					1	1
Langley, Mun.....	1	1	24	574						
Langford.....	1	1	19	202						1
Metchosin.....	1	1	22	346					1	1
Michel.....	1	1	25	1,200					1	1
Nanaimo, C.....	4	4	64					3	1	4
Naramata.....	1	1	17	2,061.7					1	1
Nelson, C.....	1	1	32	2,947.5				1		1
New Michel.....	1	1	13	978					1	1
New Westminster, C.	18	24	369	9,392				18	4	22
Ocean Falls.....	4	4	42	731.5				4		4
Oyama.....	1	1	39	373					1	1
Pentieton, Mun.....	9	11	168	5,683				7	6	13
Point Grey, Mun.....	2	3	35	743				1	2	3
Port Coquitlam, M..	1	1	20	774				1		1
Powell River.....	2	2	18	1,026				1		1
Robson.....	1	1	34	902					1	1
Saanich, Mun.....	4	8	254	1,964					7	7
Sidney.....	1	1	16	334					1	1
Summerland, Mun.....	4	4	53	1,930.6				1	3	4
Surrey, Mun.....	4	2	57	1,348				2		2
Trail, C.....	4	9	236	8,911				3	2	5
Vancouver, C.....	30	46	1,506	70,290				28	10	38
So. Vancouver, M.....	7	20	356	9,636				6	11	17
Victoria, C.....	21	30	722	24,122				15	12	27
Totals.....		230	5,044	172,911.3				126	79	205

## IX. DOMINION GOVERNMENT ANNUITIES

During the early years of the 20th century, there took place throughout the civilized world a distinct movement in favour of ameliorating the living conditions of the less well-off members of society. One form which this movement took in the United Kingdom was that of old age pensions granted by the State as a free gift to its poorer citizens, whose earnings were very generally insufficient to permit of a margin of saving. In Canada, where wages were higher and a margin of saving consequently existed, the movement took the form of providing, through the establishment of Government annuities, an absolutely safe investment for such savings, which had only too often been lost through the inexperience of their owners, leaving the latter a burden upon the charity of relatives or of the public.

Under the Government Annuities Act, 1908 (7-8 Edw. VII, c. 5), as amended by the Act of 1920, His Majesty the King, represented by the minister (at present the Minister of Labour), may sell to persons over the age of five years, domiciled or resident in Canada, immediate or deferred annuities of not less than \$50 nor more than \$5,000 (1) for the life of the annuitant; (2) for a term of years certain, not exceeding twenty years, or for the life of the annuitant, whichever period shall be the longer; and (3) an immediate or deferred annuity to any two persons domiciled in Canada during their joint lives, and with or without continuation to the survivor. The property and interest of any annuitant in any contract for an annuity is neither transferable nor attachable. The purchaser may contract that, in the event of the death of the annuitant before the date fixed for the annuity to begin, all money paid shall be refunded to the purchaser or his legal representatives with interest at the rate of 4 per cent compounded yearly.

## FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1924, the total number of annuity contracts issued was 6,056. Of the purchasers of these contracts 591 have been removed by death, leaving in force on March 31, 1924, 5,465 contracts. The total amount of purchase money received during the same period was \$8,147,634.39. The following statement gives the details:—

Sept. 1, 1908, to	Mar. 31, 1909,	66 contracts	\$ 50,391 31
Mar. 31, 1909,	" 31, 1910,	566 "	434,490 89
" 31, 1910,	" 31, 1911,	1,069 "	893,441 40
" 31, 1911,	" 31, 1912,	1,032 "	441,600 60
" 31, 1912,	" 31, 1913,	373 "	417,125 50
" 31, 1913,	" 31, 1914,	318 "	390,886 72
" 31, 1914,	" 31, 1915,	264 "	314,765 29
" 31, 1915,	" 31, 1916,	325 "	441,696 09
" 31, 1916,	" 31, 1917,	285 "	432,272 40
" 31, 1917,	" 31, 1918,	187 "	362,792 01
" 31, 1918,	" 31, 1919,	147 "	322,154 23
" 31, 1919,	" 31, 1920,	204 "	408,718 78
" 31, 1920,	" 31, 1921,	195 "	531,800 45
" 31, 1921,	" 31, 1922,	277 "	748,159 73
" 31, 1922,	" 31, 1923,	339 "	1,028,353 07
" 31, 1923,	" 31, 1924,	409 "	1,458,975 92
Total.....	6,056	"	\$ 8,147,634 39

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During the fiscal year ending March 31, 1924, 217 immediate annuities and 192 deferred annuities, a total of 409, were purchased, amounting in the aggregate to \$174,574.35.

The amount of purchase money received during the same period was \$1,458,975.92.

The number of annuities in force on March 31, 1924, were as follows: Immediate, 1,588; deferred, 3,877, or a total of 5,465, and the amount of such annuities was \$1,545,401.07. The amount received on account of the purchase of annuities from September 1, 1908, to March 31, 1924, exclusive of amounts returned to purchasers, was \$8,147,634.39.

### GOVERNMENT ANNUITIES FUND STATEMENT MARCH 31, 1924

#### ASSETS

Fund on March 31, 1923.....	\$ 5,892,604 63
Receipts 1923-4, less payments.....	1,270,367 01
Fund on March 31, 1924.....	\$ 7,162,971 64

#### LIABILITIES

Net present value of all outstanding contracts.....	\$ 7,162,971 64
---	-----------------

#### RECEIPTS

For immediate annuities.....	\$ 1,156,890 75
For deferred annuities.....	302,151 66
Interest on fund at 4 per cent.....	249,633 44
Amount transferred by Government to maintain reserve.....	61,573 45
	\$ 1,770,249 30

#### PAYMENTS

Annuities paid under immediate contracts.....	\$ 476,256 00
Return of premiums with interest.....	23,402 80
Return of premiums without interest.....	223 49
Balance, March 31, 1924.....	1,270,367 01
	\$ 1,770,249 30

### VALUATION ON MARCH 31, 1924, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT

	Number	Amount of Annuities		Total value on Mar. 31, 1924 of Annuities purchased
		\$	cts.	\$ cts.
1. Immediate annuities.....	1,017	382,294	54	3,052,397 00
2. Immediate, guaranteed.....	408	91,463	44	829,666 00
3. Immediate, last survivor.....	163	77,718	97	787,450 00
4. Deferred "A".....	1,215	281,106	41	700,099 28
5. Deferred "A", guaranteed.....	2,041	486,890	30	1,001,553 12
6. Deferred "A", last survivor.....	74	33,916	88	141,658 29
7. Deferred "B", last survivor.....	34	17,892	01	54,922 57
8. Deferred "B".....	513	174,118	52	593,225 38
Totals.....	5,465	1,545,401	07	7,162,971 64

## X. LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

Mention has been made in previous annual reports of the Department of Labour of the establishment of the International Labour Organization of the League of Nations under the authority of the Treaties of Peace and of its objects, plan of organization, etc.; also of the matters which received attention at the first, second, third and fourth sessions of the conference held in Washington, D.C., October-November, 1919; Genoa, Italy, June-July, 1920; Geneva, Switzerland, October-November, 1921; and Geneva, October, 1922, respectively.

Following is a list of Draft Conventions and Recommendations which have been adopted at the successive annual sessions of the International Labour Conference, 1919-1924.

The Draft Conventions and Recommendations adopted at the first session (1919) are as follows:—

Draft Conventions (1) limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week; (2) concerning unemployment; (3) concerning the employment of women before and after childbirth; (4) concerning employment of women during the night; (5) fixing the minimum age for admission of children to industrial employment; (6) concerning the night work of young persons employed in industry.

Recommendations concerning (1) unemployment; (2) reciprocity of treatment of foreign workers; (3) the prevention of anthrax; (4) the protection of women and children against lead poisoning; (5) the establishment of government health services; (6) the application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The agenda of the second session (1920) related exclusively to matters affecting seamen and the Draft Conventions and Recommendations adopted are as follows:—

Draft Conventions (a) fixing the minimum age for admission of children to employment at sea; (b) concerning unemployment indemnity in case of loss or foundering of the ship; (c) for establishing facilities for finding employment for seamen.

Recommendations concerning (a) the limitation of hours of work in the fishing industry; (b) the limitation of hours of work in inland navigation; (c) the establishment of national seamen's codes; (d) unemployment insurance for seamen.

The third session (1921) resulted in the adoption of the following Draft Conventions and Recommendations:—

Draft Conventions concerning (1) the age for admission of children to employment in agriculture; (2) the rights of association and combination of agricultural workers; (3) workmen's compensation in agriculture; (4) the use of white lead in painting; (5) the application of the weekly rest in industrial undertakings; (6) fixing the minimum age for the admission of young persons to employment as trimmers and stokers; (7) concerning the compulsory medical examination of children and young persons employed at sea.

Recommendations concerning (a) the prevention of unemployment in agriculture; (b) the protection, before and after childbirth, of women wage-earners in agriculture; (c) night work of women in agriculture; (d) night work of children and young persons in agriculture; (e) the development of technical agricultural education; (f) living-in conditions of agricultural workers; (g) social insurance in agriculture; (h) the application of the weekly rest in commercial establishments.

The fourth session (1922) resulted in the adoption of a Recommendation regarding the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of emigrants. A proposed amendment to the Peace Treaties was also adopted by the conference providing for an increase in the membership of the Governing Body of the International Labour Office from 24 persons to 32. Of the 32 persons, 16 will be Government representatives, whilst the employers'

and workers' groups in the International Labour Conference will each be represented by 8 persons, chosen by the respective groups. Both the original article and the proposed amendment set forth that, of the persons representing governments, eight shall be chosen by the member states of chief industrial importance; other persons representing governments, numbering four under the original article and eight under the proposed amendment, shall be appointed by the members selected for that purpose by the Government delegates to the conference, excluding the delegates of the eight principal states mentioned above. The amendment further requires that, of the 16 Government representatives, 6 shall be drawn from non-European States. The question as to which are the members of chief industrial importance was left to the Council of the League of Nations, which, having adopted a classification placing Canada amongst the first eight member states of chief industrial importance, assures the Dominion Government of representation on the Governing Body similar to that which it has had since the inception of the International Labour Organization. Under the terms of article 422 of the Treaty of Peace, the proposed amendment of article 393, before going into force, will require to be ratified by the states represented on the Council of the League of Nations and by three-fourths of the members of the League of Nations.

The agenda of the fifth session (1923) comprised only one subject, namely, general principles for the organization of factory inspection. A Recommendation on this subject was adopted by the conference "Concerning the General Principles for the Organization of Systems of Inspection to Secure the Enforcement of the Laws and Regulations for the Protection of the Workers."

The sixth session (1924) resulted in the adoption of a Recommendation concerning the development of facilities for the utilization of workers' spare time. The conference approved also of the adoption of the following additional measures, which will, however, come up for final adoption at the 1925 session:—

Proposed Draft Convention concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Proposed Recommendation concerning equality of treatment for national and foreign workers as regards workmen's compensation for accidents.

Proposed Draft Convention concerning the weekly suspension of work for twenty-four hours in glass-manufacturing processes where tank furnaces are used.

Proposed Draft Convention on night work in bakeries.

#### CANADIAN DELEGATION, 1923

The Canadian delegation in attendance at the 1923 conference was as follows:—

*Government Delegates.*—Mr. Philippe Roy, Commissioner General for Canada in France; Miss Caroline Carmichael, President, National Council of Women of Canada.

*Advisers.*—Mrs. James Carruthers (Violet Markham) London, England; Mr. William C. Noxon, Agent-General for the Province of Ontario in London; Mr. Edward McGrath, Secretary of the Labour Office of the Province of Manitoba.

*Employers' Delegate.*—Mr. J. H. Sherrard, Chairman of the Board of Directors of Simmons, Limited, Montreal.

*Workers' Delegate.*—Mr. Tom Moore, President of the Trades and Labour Congress of Canada.

Of the 122 delegates to the conference, drawn from 42 countries, 74 were appointed on behalf of Governments, 24 on behalf of employers and 24 on behalf of workers. There were, besides, 70 technical advisers in attendance, of whom 38 were appointed on behalf of the Governments, 14 on behalf of the employers and 18 on behalf of the workers.



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The conference elected as President, His Excellency Dr. Mineichiro Adatchi, Japanese Government delegate on the Governing Body of the International Labour Office. Messrs. H. Pfister (delegate of the Swiss Government), G. Olivetti (Italy, delegate of the employers), Leon Jouhaux (France, delegate of the workers), were elected Vice-Presidents. Monsieur Albert Thomas, Director of the International Labour Office, acted as Secretary-General of the conference.

## CANADIAN DELEGATION, 1924

The Canadian delegation in attendance at the 1924 conference was as follows:—

*Delegates representing the Government of Canada.*—Mr. F. A. Acland, of Ottawa, King's Printer for Canada; Mrs. Charles H. Thorburn, of Ottawa, Vice-President of the National Council of Women.

*Technical Advisers to the Government Delegates.*—The Hon. R. W. Craig, K.C., of Winnipeg, Attorney General for Manitoba; Mr. W. C. Noxon, Agent General for the Province of Ontario in London, England; Mr. Pierre Beaulé, of Quebec, President of the Confederation of Catholic Workers of Canada.

*Delegate representing the Employers of Canada.*—Mr. Melville P. White, of the Canadian General Electric Company, Limited, Toronto, Ontario.

*Technical Adviser to the Employers' Delegate.*—Mr. H. W. Macdonnell, of the Canadian Manufacturers' Association, Toronto, Ontario.

*Delegate representing the Workpeople of Canada.*—Mr. Tom Moore, of Ottawa, President of the Trades and Labour Congress of Canada.

*Technical Adviser to the Workpeople's Delegate.*—Mr. W. L. Best, of Ottawa, Legislative Representative of the Brotherhood of Locomotive Firemen and Enginemen.

The conference consisted of 127 delegates with 155 advisers, making a total in attendance of 282. Sixty-nine of these were delegates appointed on behalf of Governments, 30 on behalf of employers and 28 on behalf of workers. There were besides 53 Government advisers, 44 employers' advisers and 5 substitute advisers and 53 workers' advisers.

The conference elected as President Mr. Hjalmar Branting, former Prime Minister of Sweden. Messrs. Aguero y Bethancourt (delegate of the Cuban Government), Robert Pinot (France, delegate of the employers), and Corneille Mertens (Belgium, delegate of the workers), were elected Vice-Presidents. Mr. Albert Thomas, Director of the International Labour Office, acted as Secretary-General of the conference.

The proposals emanating from the successive International Labour Conferences were received in due course by the Canadian Government and have been brought to the attention of the competent legislative authorities, as required by the treaty terms. It should be noted that certain of the proposals were regarded by the federal law officers as coming within Dominion jurisdiction, whilst others were deemed to be within provincial authority and were accordingly referred to the several Provincial Governments for attention.

Under the terms of the Treaties of Peace, each state adhering thereto is entitled to four delegates in the International Labour Conference, two of whom shall be Government delegates, and the two others shall be delegates representing respectively the employers and workpeople of the country, chosen in agreement with the industrial organizations, if such organizations exist, which are most representative of employers or workpeople, as the case may be, in the respective countries. Each delegate may be accompanied by advisers not exceeding two in number for each item on the agenda. It is also provided in the Treaties of Peace that the decisions of the conference may take the form of (a) a recom-

mendation to be submitted to the member states for consideration with a view to effect being given to it by national legislation or otherwise, or (b) a draft international convention for ratification by the member states. A two-thirds majority of the votes cast by the delegates is required for adoption of any recommendation or draft convention by the conference. The recommendations and draft conventions are afterwards transmitted through the Secretariat of the League of Nations to the different countries represented on the International Labour Organization for acceptance or otherwise. Each country is obliged under the treaties, within a period of one year at most from the closing of the conference, or, if it is impossible owing to exceptional circumstances to do so within one year, then at the earliest practicable moment and in no case later than eighteen months from the closing of the conference, to bring the respective recommendations or draft conventions "before the authority or authorities within whose competence the matter lies for the enactment of legislation or other action."

#### FEDERAL-PROVINCIAL CONFERENCE RELATIVE TO OBLIGATIONS OF CANADA UNDER LABOUR SECTIONS OF PEACE TREATIES

A conference of representatives of the Dominion Government and of the Provincial Governments was held in the Parliament Buildings, Ottawa, on September 24-26, 1923, for the consideration of the obligations of Canada arising out of the labour sections of the Treaties of Peace.

The meeting grew out of a resolution which was adopted at a Federal-Provincial conference which was held in September, 1922, and was called by the Prime Minister of Canada in conformity with the expressed wishes of the Provincial Governments. The object in view was to secure an exchange of views regarding the principles enunciated in the Treaties of Peace for the avoidance of labour unrest and also for consultation relative to various proposals for legislative action which have been adopted by the International Labour Conference (League of Nations) in the form of Draft Conventions and Recommendations and which have been deemed by the law officers of the Crown in Canada to deal with subjects within provincial legislative control. The Dominion Government was represented by Hon. James Murdock, Minister of Labour, who acted as chairman, and Hon. Ernest Lapointe, Minister of Marine and Fisheries. The following representatives were in attendance on behalf of the Provincial Governments:—

*Nova Scotia.*—Hon. E. H. Armstrong, Premier; Hon. D. A. Cameron, Provincial Secretary; Hon. James C. Tory, Minister without portfolio; Mr. W. B. MacCoy, K.C., Secretary, Industries and Immigration, Halifax.

*New Brunswick.*—Hon. C. W. Robinson, Minister of Lands and Mines; Mr. J. S. Martin, M.L.A., Chatham.

*Quebec.*—Mr. Louis Guyon, Deputy Minister of Labour.

*Ontario.*—Mr. J. H. H. Ballantyne, Deputy Minister of Labour.

*Manitoba.*—Mr. Edward McGrath, Secretary of the Bureau of Labour.

*Saskatchewan.*—Hon. J. G. Gardiner, Minister in charge of the Bureau of Labour and Industries.

*Alberta.*—Hon. Alex. Ross, Minister of Public Works and Labour; Mr. Walter Snitten, Commissioner of Labour.

The Governments of Prince Edward Island and British Columbia were not represented.

Since recognition is given in the Labour Sections of the Peace Treaties to the most representative organizations of employers and workpeople in the different countries represented in the International Labour Organization, it

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was agreed that an invitation should be extended to the Canadian Manufacturers' Association and to the Trades and Labour Congress of Canada, which have been recognized as the most representative organizations of employers and workpeople in Canada, to be represented in the present conference without power. Mr. Tom Moore, President of the Trades and Labour Congress, Mr. E. Blake Robertson, Ottawa, representative of the Canadian Manufacturers' Association, and Mr. H. W. Macdonnell, Secretary of the Industrial Relations Department of the Canadian Manufacturers' Association, Toronto, availed themselves of this invitation and participated in the discussion of the conference. An opportunity was also given, on request, to Mr. J. Clark Reilly, Secretary of the Association of Canadian Building and Construction Industries, to present, for the information of the conference, a plan which has been proposed by this association for the training of apprentices in the building trades.

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, attended the conference for the purpose of explaining the labour provisions of the Peace Treaties, and the proposals which have emanated from the International Labour Conference.

A memorandum of information was submitted showing the existing legislation of the provinces on these respective subjects, also indicating the action taken on these matters to date in other countries. A separate memorandum was also submitted to the conference dealing with the present position of the eight-hour day movement in Canada and other countries.

The conference opened with a discussion of the labour features of the Peace Treaties and of the respective jurisdiction of the Federal Parliament and of the provincial legislatures in relation to these matters. The formal agenda comprised twenty-one items in all. Unanimous resolutions were adopted on most of the items of the agenda, which were transmitted to the respective Provincial Governments for their attention.

#### CONFERENCE AGENDA AND RESOLUTIONS ADOPTED

Following is the agenda of the conference, together with the resolutions adopted on the respective items:—

##### PROPOSALS EMANATING FROM THE FIRST INTERNATIONAL LABOUR CONFERENCE

1. *Draft Convention limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week.*

The object of this Draft Convention is to secure the adoption of a maximum working day of eight hours and week of forty-eight hours for persons employed in public or private industrial undertakings.

No resolution was adopted on the subject, but it was agreed that the federal Department of Labour should proceed as promptly as possible to bring about an up-to-date survey, in order to ascertain the present position of the eight-hour day movement in industrial undertakings in Canada, the information obtained by the inquiry to be submitted to all the Provincial Governments for their consideration.

2. *Recommendation concerning unemployment.*

This Recommendation contains provisions prohibiting the operation of private employment offices, permitting the recruiting of bodies of workers in foreign countries by mutual agreement, providing for the introduction of a system of unemployment insurance and for the co-ordination of public works with a view to the avoidance of unemployment.

The following resolution was adopted on this subject:—

Resolved, that this conference concur in Article 1 of the Draft Recommendation concerning unemployment and notify the proper authorities accordingly, it appearing that all the Provincial Governments have adopted legislation to give effect to this Recommendation, except New Brunswick, which province has given assurance that, in view of the premises, similar legislation by that province will be considered at the next session of the legislature.

Article 2. Resolved that this conference is of the opinion that consistent recognition should be given to the intent of this Recommendation.

Article 3. No action taken.

Article 4. The conference concurs in this Recommendation.

3. *Draft Convention concerning the employment of women before and after childbirth.*

This Draft Convention makes special provision for the protection of women employed in industrial or commercial undertakings before and after childbirth.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference this matter is not a live question in Canada, and appears to be satisfactorily taken care of by local regulations.

4. *Draft Convention concerning the employment of women during the night.*

This Draft Convention forbids the employment of women at night in industrial undertakings. The term night signifies in this case a period of at least eleven consecutive hours, including the interval between 10 p.m. and 5 a.m.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference the provisions of the Draft Convention concerning the employment of women during the night be accepted as a basis for securing uniform legislation within each province.

5. *Recommendation concerning the protection of women and children against lead poisoning.*

This Recommendation proposes the exclusion of women and young persons under eighteen from employment from certain industrial processes.

The following resolution was adopted on this subject:—

Resolved, that we approve of the principle of the Draft Convention concerning the protection of women and children against lead poisoning, and suggest that the law officers of the Crown embody the same in the federal laws regarding white phosphorus; but if in their opinion this is not competent to the federal authority, the various provinces be requested to enact the necessary legislation.

6. *Draft Convention fixing the age for admission of children to industrial employment.*

This Draft Convention forbids the employment of children under fourteen in industrial undertakings.

The following resolution was adopted on this subject:—

Resolved, that the conference express concurrence in the subject matter of this Draft Convention, Hon. Mr. Robinson intimating on behalf of the Government of New Brunswick that the matter will be brought to their attention.

7. *Draft Convention concerning night work of young persons employed in industry.*

This Draft Convention forbids the employment of young persons under eighteen years of age at night in industrial undertakings. The term night signifies in this case a period of at least eleven consecutive hours, including the interval between 10 p.m. and 5 a.m.

The following resolution was adopted on this subject:—

Resolved, that a general survey be made by each of the provinces in co-operation with the federal Department of Labour regarding the scope of this Convention, and particularly the effect of Article 4 thereof, and that the result of this survey be submitted to a further conference and to the various provinces.

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## PROPOSAL EMANATING FROM THE SECOND INTERNATIONAL LABOUR CONFERENCE

8. *Recommendation concerning the limitation of hours of work in the fishing industry.*

This Recommendation favours the adoption of legislation limiting the hours of work in the fishing industry in the direction of the eight-hour day and forty-eight hour week.

The following resolution was adopted on this subject:—

Resolved, that consideration of the Recommendation for limiting the hours of work in the fishing industry be deferred by this conference pending action that may be taken in regard to the eight-hour day in industry and commerce.

## PROPOSALS EMANATING FROM THE THIRD INTERNATIONAL LABOUR CONFERENCE

9. *Recommendation concerning the prevention of unemployment in agriculture.*

This Recommendation recommends the consideration of various measures for the prevention of unemployment amongst agricultural workers.

The following resolution was adopted on this subject:—

Resolved, that the conference adopt this Recommendation and take such steps as may be necessary to secure a proper survey of the conditions existing in the several provinces in relation to these various specified items for the purpose of preparing a periodical report to the International Labour Office, showing the steps that have been taken in the various provinces to give effect to this Recommendation.

10. *Recommendation concerning the protection before and after childbirth of women wage-earners in agriculture.*

This Recommendation contains various proposals for the protection of women wage-earners employed in agricultural undertakings before and after childbirth.

The following resolution was adopted on this subject:—

Resolved, that this Recommendation is not one which has application to conditions in Canada.

11. *Recommendation concerning night work of women in agriculture.*

This Recommendation favours the adoption of measures to secure to women wage-earners employed in agriculture not less than nine consecutive hours' night rest.

The following resolution was adopted on this subject:—

Resolved, that the motion with respect to Recommendation No. 10 applies also to this Recommendation.

12. *Draft Convention concerning the age for admission of children to employment in agriculture.*

This Draft Convention forbids the employment of children under fourteen in agriculture, excepting outside school hours.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of this conference this Draft Convention has but slight application to Canada as there is relatively little employment of children in agriculture, and the subject-matter of this Convention in so far as it is competent for the provincial legislatures to deal with it is covered by provincial law in most of the provinces.

13. *Recommendation concerning night work of children and young persons in agriculture.*

This Recommendation advises the adoption of measures to secure to children under fourteen employed in agriculture not less than ten consecutive hours' night rest, and to young persons between the ages of fourteen and eighteen years not less than nine consecutive hours' night rest.

The following resolution was adopted on this subject:—

Resolved, that this Recommendation is not one which has application to conditions in Canada.

14. *Recommendation concerning the development of technical agricultural education.*

This Recommendation advises the development of vocational agricultural education.

The following resolution was adopted on this subject:—

Resolved, that the conference is of opinion that the requirements of this Recommendation, as to the first article, are met by the existing legislation in Canada and that the provinces on their part express their willingness to furnish reports for transmission to Geneva in accordance with the suggestion contained in the second article of the Recommendation.

15. *Recommendation concerning living-in conditions of agricultural workers.*

This Recommendation advises the adoption of measures to secure proper housing and accommodation for agricultural workers.

The following resolution was adopted on this subject:—

Resolved, that this conference place itself on record as approving of the principle of this Recommendation and agrees to bring to the attention of the respective governments any appropriate legislation to give effect to the same where practicable and possible.

16. *Draft Convention concerning the rights of association and combination of agricultural workers.*

This Draft Convention proposes that the same rights of association and combination should be granted to agricultural workers as to industrial workers.

The following resolution was adopted on this subject:—

Resolved, that the Draft Convention concerning the rights of association and combination of agricultural workers is met in Canada since no statute in this country forbids their association and combination for lawful purposes.

17. *Draft Convention concerning workmen's compensation in agriculture.*

This Draft Convention proposes that workmen's compensation laws should be made applicable to those employed in agriculture.

The following resolution was adopted on this subject:—

Resolved, that this Draft Convention be referred to the Federal Government to the different provinces for further consideration and a survey, with the understanding that the Federal Government will transmit to the several provinces the results of the survey.

18. *Recommendation concerning social insurance in agriculture.*

This Recommendation advises that agricultural workers should enjoy the same benefits as workers in industry and commerce under any laws which are passed providing for insurance against sickness, invalidity, old age and other similar social risks.

The following resolution was adopted on this subject:—

Resolved, that in the opinion of the conference action on this Recommendation be deferred until such time as the conditions referred to are made applicable to workers in industry and commerce.

19. *Draft Convention concerning the use of white lead in painting.*

This Draft Convention contemplates the prohibition of the use of white lead in the external painting of buildings, subject to certain enumerated exceptions.

The following resolution was adopted on this subject:—

Resolved, that the provinces take steps to make a survey concerning the use of white lead in painting.

## MINIMUM WAGE LAWS

Certain proposals relative to the desirability of uniformity and co-ordination among the several provincial minimum wage laws had been included in the conference agenda, at the request of the Minimum Wage Board of Ontario. A resolution was adopted on this subject in the terms following:—

That this conference commends to the earnest and early consideration of the various provinces the matter of the adoption of uniform minimum wage laws for female workers.

## WEEKLY REST IN INDUSTRY AND COMMERCE

The conference also considered the proposals contained in a Draft Convention of the International Labour Conference (1921) providing for a weekly rest in industry and a Recommendation to the same effect applicable to work in commercial establishments. It was explained that both these proposals related to matters which were regarded as within Dominion jurisdiction.

Following a discussion of these subjects a resolution was adopted by the conference in the terms following:—

Resolved, that this conference approves of the principle of the Draft Convention and suggests that the Federal Government take such steps as may be necessary to ensure ratification after consultation with the attorneys general of the various provinces.

## GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

Four meetings of the Governing Body of the International Labour Office were held during the past fiscal year as follows: April 10-13, 1923; June 12-13, 1923; October 15-18, 1923; and January 29-31, 1924. These meetings were held in Geneva, Switzerland. The Governing Body is charged with the general oversight of the International Labour Conference and also prepares the agenda of the annual conference. The Governing Body is composed of twenty-four members, of whom twelve are Government representatives, six employers' representatives, and six workers' representatives. Of the twelve Government seats, one is held by the Government of Canada. Hon. James Murdock, Minister of Labour, who is the Canadian Government representative on the Governing Body, was unable to attend any of the meetings which were held during the past year, but Mrs. James Carruthers (Violet Markham) acted as substitute at the meetings in April, June, and October, and Mr. Philippe Roy substituted at the meeting in January. Mr. Tom Moore, President of the Trades and Labour Congress of Canada, is one of the six labour representatives on the Governing Body. These six representatives were chosen from among the labour group in attendance at the International Labour Conference in 1922.

The Department of Labour is entrusted with the duties arising out of the relations of Canada with the International Labour Organization. These have entailed much correspondence, not only with the International Labour Office, but also with other departments of the Dominion Government, with the provinces and with employers' and workers' organizations. Replies have also been prepared in the Department of Labour to various questionnaires which were circulated on behalf of the International Labour Office. The performance of these duties has necessarily entailed a close study on the part of officers of the department of the various technical questions which have figured on the various conference agenda and meetings of the Governing Body and of questionnaires received from the International Labour Office.

A bulletin entitled "Canada and the International Labour Conference" was issued by the Department of Labour in February, 1922, for the purpose of furnishing information in reference to the International Labour Organization and the subjects which have received attention at the hands of this body.

## ACTION TAKEN IN VARIOUS COUNTRIES

The following figures summarize the results attained in the execution of the Draft Conventions and Recommendations adopted by the International Labour Conference:—

<i>I. Ratifications</i>	
Number of ratifications communicated .....	136
Number of cases in which ratification has been authorized by the competent authority but has not yet been communicated.....	23
Number of cases in which ratification has been recommended to the competent authority .....	135
<i>II. Application</i>	
Legislative measures adopted, introduced or prepared with a view to the application of Conventions or Recommendations.....	181
<i>III. Legislative Activity</i>	
General total of measures for ratification and application.....	475



