

REPORT  
OF THE  
DEPARTMENT OF LABOUR

FOR THE

Fiscal Year ending March 31, 1920

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PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1921



*To His Excellency the Duke of Devonshire, K.G., P.C., G.C.M.G., G.C.V.O., etc., etc.,  
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, 1920, all of which is respectfully submitted.

G. D. ROBERTSON,

*Minister of Labour.*

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REPORT  
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DEPUTY MINISTER OF LABOUR  
FOR THE  
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To the Hon. Senator G. D. ROBERTSON, LL.D.,  
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ended March 31, 1920, including statements of proceedings under the following statutes and ordinances administered under the authority of the Minister of Labour, viz.: (1) Conciliation and Labour Act; (2) Industrial Disputes Investigation Act, 1907; (3) Fair Wages Resolution; (4) Employment Offices Co-ordination Act; (5) Technical Education Act.

The fiscal year 1919-20 marked much development on the part of the Department of Labour on the lines of earlier years, and confronted the department also with many problems and duties, frequently of a pressing and arduous nature and growing in a measure out of conditions created by the great war. The artificial industrial conditions produced by a prolonged war of gigantic dimensions could obviously be maintained only at heavy sacrifices and but for a time. The armistice of November, 1918, abruptly ended those conditions, and it was inevitable that the industrial dislocation following should have many painful consequences.

Many had looked forward with considerable apprehension to the period of reconstruction. The problems in sight in all the numerous nations which had taken part in the war, and in most of those which had not, were prodigious, and there were bound to be also problems not easily foreseen. Most notable in many ways among the outcomes of the war, in so far as concerns the world of industry, was an increasing disposition everywhere to use the forces of organized labour to control governmental policies by means of what has become known as "direct action." This policy obtained the widest degree of support in continental Europe, but in the rest of the world, not excluding Canada, there was for a time much fervid advocacy of the theory of direct action. Such views were undoubtedly in large measure reflections of the Soviet regime in Russia and were the consequences in part of the propaganda which that regime was undisguisedly making in other countries. Canada and the United States suffered less than the nations of Europe, but none the less suffered severely, though Canada again was greatly more fortunate than the United States. In Canada the unrest reached its highest point and most acute situation in the case of the general strike declared in Winnipeg in May, 1919, but continued serious throughout the year, the coal mining industry being particularly affected.

CANADA'S FAVOURABLE RECORD IN INDUSTRIAL UNREST

The record of working days lost by strikes, so far as these can be reflected in figures, is perhaps the most effective way of measuring the degree of disaster resulting from industrial unrest. Looking at the situation from this point of view, it is found

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that during the calendar year 1919 time losses as a result of strikes reached in Canada a total of somewhat less than 4,000,000 days; the figure is almost precisely twice that of any previous year, the highest previous total being that of 1911, when the time losses in working days numbered 2,046,650. Time losses of nearly 4,000,000 working days during one calendar year reflect a sufficiently serious situation, yet the figures become less alarming when contrasted with the returns from other countries for which statistics in these matters are available. The population of the state of New York is somewhat larger than that of Canada, but its industrial conditions are not dissimilar from those of the Dominion; the time losses reported by that state for the year ended June 30, 1920, are 10,608,483 working days, more than two and a half times those of the Dominion for the calendar year 1919. It should not be overlooked that the figures for the calendar year 1919 in the case of Canada were greatly swollen by reason of the heavy time losses growing out of the Winnipeg general strike, an incident creating an altogether unprecedented and abnormal situation in Canadian industrial history. If, therefore, we take the figures for Canada for the year ended June 30, 1920, as in the case of the New York year, the comparison is still greatly more favourable to Canada, the time losses in the Dominion for the period in question being 2,347,336 working days, still abnormally high, but less than one-fourth of those reported for New York state. The figures for the United States as a whole for the calendar year 1919 are roughly on about the same scale as those for the state of New York, proportioned to population, and are computed at approximately 140,000,000 working days, or about thirty-five times the time losses sustained in Canada from the same cause; the ratio of population is perhaps twelve to one.

If we turn to the United Kingdom, comparison is still to the advantage of Canada. Time losses for the United Kingdom for the calendar year 1919 were 34,483,000 working days, more than nine times the time losses in working days of Canada, the losses being again far out of proportion to the difference in population.

Reports received from Australia are to the same effect, the public men of that country frequently holding up the legislation of Canada as to industrial disputes as something to be envied. One disastrous strike in particular, that in the Broken Hill Coal Mines of Victoria, continuing for two years and reported as settled about the time these remarks are being written, is estimated to have alone entailed money losses of £12,000,000, or \$60,000,000. This is of course greatly in excess of the financial losses in Canada on account of all strikes and extending over many years. It is, however, difficult to compute even approximately the financial losses of strikes in any country. The most obvious loss is that of wages earned, but there is much besides, though sometimes hardly of a calculable character, such as damage to machinery, loss on invested capital, derangement of business, etc. The records of the Department of Labour as to strikes, time losses, etc., began in the year 1901, and an examination of the yearly returns shows a loss during the nineteen years in question of approximately 18,000,000 working days on account of strikes, or an average of slightly less than one million working days annually. Wages have increased greatly during the period covered by these figures and it would be perhaps not unfair to average the day wage for all industries and all years at \$3.50, which would bring us a total of \$63,000,000 as the loss in wages alone for Canada during the nineteen years 1901 to 1919. This is a prodigious loss, which, however, exceeds but slightly the estimated financial losses in Australia caused by the single strike in the coal mines of Victoria. The losses in the case of Australia are specially high because they are found in a calling in which the wages, always relatively high, are at the highest level, and it is possible the Australian figure is intended to cover other losses than those of wages; on this point details are not at present to hand. The instance cited serves to show how fortunate by comparison have been the experiences of Canada. Legislation on industrial disputes in Australia changes from year to year, and it is to be noted

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that the general trend of recent statutes appears to be away from the compulsory arbitration legislation which prevailed during many years and under which have occurred strike troubles of far larger dimensions than those prevailing in Canada where, as readers of these reports will be aware, legislation has not gone further than, in the case of certain industries, to require investigation before a strike or lockout can be lawfully declared.

Precise figures from continental Europe for 1919 are not available, but general reports received indicate that crisis after crisis in the industrial world in Western Europe, as also in South America, with resulting losses on a vast and devastating scale, have been the rule rather than the exception and have reflected conditions by comparison with which the situation in Canada has been one of comparative calm.

Detailed figures to hand from numerous countries for the first six months of 1920 do not show any improvement in industrial conditions as reflected by time losses on account of strikes and lockouts, but, fortunately, a comparison with Canada is even as a rule more favourable than in the case of the calendar year 1919. The following list shows for the countries named the estimated numbers of persons affected and of working days lost, and it will be agreed on all hands that Canada will be more than content to remain at the bottom of the somewhat terrifying statement:—

Country	Persons affected	Days lost	Population
Italy . . . . .	1,781,250	21,650,200	36,740,000
France . . . . .	1,186,670	19,358,400	39,601,509
Germany . . . . .	1,866,358	18,201,660	63,051,979
Spain . . . . .	724,700	11,630,100	20,719,598
United States . . . . .	958,700	11,287,400	91,972,266
Australia . . . . .	303,400	7,602,000	4,455,005
Great Britain . . . . .	769,200	7,337,000	45,267,100
Sweden . . . . .	180,070	4,779,170	5,813,850
Switzerland . . . . .	73,380	2,753,160	3,937,000
Belgium . . . . .	176,940	2,096,340	7,555,576
South Africa . . . . .	41,000	809,000	5,973,394
Holland . . . . .	63,000	795,300	6,778,699
Canada . . . . .	35,005	523,526	7,206,643

It will be noted that, in the case of the countries included in the above list, the comparison is always in favour of Canada, and in most cases overwhelmingly so, when the relative populations are taken into account. The figures printed regarding population represent the last official returns available, and in many cases, notably, the United States, the United Kingdom, Germany, and Australia, are nearly ten years old, a new census being taken in many countries in the first year of the new decade, 1921.

## ONE BIG UNION AGITATION

The agitation for direct action which was at the bottom of much of this unrest assumed its most definite and permanent aspect in Canada in the form of the organization known as the One Big Union. Other publications of the department have dealt somewhat fully with the origin and objects of the One Big Union, but since the work of the department was throughout the year affected in somewhat marked degree by the new theories put forward by the One Big Union it will be desirable to give some space here to the circumstances surrounding its foundation. Briefly, the One Big Union was established at a meeting held at Calgary in March, 1919. Western delegates to the Quebec (1918) convention of the Trades and Labour Congress of Canada, meeting as a group and apart from congress proceedings proper, considered the question of formulating a policy for the congress which in the view of the western delegates was more aggressive than that which had hitherto prevailed and would also, as it was suggested, secure support from the delegates to the Trades and Labour Congress from Eastern Canada at its 1919 convention. Five leading western delegates were named by the western group as a committee of arrangements. The proposition for a western conference was taken in hand by the British Columbia Federation of

Labour, and the convention duly opened at Calgary on March 31, 1919, there being 237 delegates present from western labour bodies; each of the four western provinces was liberally represented.

The conference proceeded swiftly to its object. The first resolution, which was unanimously adopted, submitted that "Realizing that the aims and objects of the labour movement should be the improving of the social and economic condition of society in general, and the working class in particular; and whereas the present system of production for profit and the institutions resulting therefrom prevent this being achieved; be it resolved that the aims of labour as represented by this convention are the abolition of the present system of production for profit and the substituting therefor of production for use, and that a system of propaganda to this end be carried on."

A second resolution condemned the present system of trades unionism and urged immediate reorganization of workers along industrial lines, also placed the conference "on record as favouring the immediate reorganization of the workers along industrial lines, so that by virtue of their industrial strength the workers may be better prepared to enforce any demand they consider essential to their maintenance and well-being; and be it further resolved that, in view of the foregoing, we place ourselves also on record as being opposed to the innocuity of labour leaders lobbying parliament for palliatives which do not palliate."

A further resolution favoured the submission to the entire trades union membership of the question of severing affiliations with the international organizations and urged that "steps be taken to form an industrial organization of all workers."

A committee on policy was then appointed and reported definitely in favour of an organization to be known as the One Big Union, the report indicating also the main lines of procedure which should be followed. A central committee was appointed, as also were provincial committees for each of the four western provinces. The central committee organized and proceeded to its work of propaganda, also to the task of securing an expression of opinion on the part of the trades unions as to the adoption of the principle of the One Big Union. Coupled with the ballot which it was proposed to submit on this question was another ballot asking for a vote on the question of a general strike to take place on June 1 to force the establishment of a six-hour working day. The question of the six-hour working day had already, it may be noted, been approved at an annual convention of the British Columbia Federation of Labour held not long previously. Propaganda bulletins were in the meantime prepared and distributed. The first Trades and Labour Council to adopt the One Big Union proposal is believed to have been that of Vancouver, which took action on April 10, 1919. Somewhat rapid progress was made from this time and there appears to have been little difficulty at this time in securing adequate funds, the organizing activities being chiefly confined to Western Canada. While, however, several trades councils or local unions expressed approval of the One Big Union principle and sometimes voted funds in assistance, no One Big Union unit was formally launched until June 16, when a branch with a reported membership of 1,700, including machinists, boilermakers and blacksmiths, was established in Vancouver.

One of the most ardent journalistic exponents of the principles of the One Big Union was the *Western Labour News*, which, since August, 1918, had become the Winnipeg organ of trades unionists, having at that time taken over the plant, etc., of the journal *The Voice*, for some years a well-known labour publication. The files of the *Western Labour News* from the beginning of its career show a policy tending generally to a radical socialism rather than to craft unionism as practised by the international unions and as prevailing generally in Canada, the articles of the *Western Labour News* laying stress upon the necessity of workers developing class consciousness and arraying themselves along class lines against the so-called capitalistic element of the communities. The *Western Labour News* printed a very full report of the



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proceedings of the Calgary convention, and copies of this report were widely circulated all over Canada. On April 18 the same journal printed on its front page the form of organization of the One Big Union adopted by the Queensland, Australia, Trades Union Congress, and a week later printed prominently the plan of the Russian Soviet system, printed, so the journal alleged, from the only blue print form extant on the American continent. Frankly revolutionary doctrines were thus perhaps more freely spread in the Winnipeg area than at any other point, and it is not surprising that the unrest came to a crisis here.

## INDUSTRIAL UNREST IN WINNIPEG

During this development of the One Big Union system of propaganda there had been in existence in Winnipeg two important industrial disputes, one in the building trades, and another among the metal workers. In the case of the building trades the issue related chiefly to wages, and in the case of the metal trades to collective bargaining. Negotiations fell through in each case and strikes were declared. The building trades strike did not differ in its essential features from numerous other industrial disputes. The metal workers' difficulty presented unusual features. Several employers were concerned and their workers were distributed among different unions united into a group union known as the Metal Trades Council. The workers insisted on recognition and ultimate negotiation if necessary through the representatives of all the men in all the contract shops in Winnipeg. The owners refused this on the ground that they themselves were not an association and would deal only each for himself with his own men in any collective capacity the latter might choose to adopt.

The actual strike was for a time confined to the trades actually concerned, but statements soon began to appear in the press indicating a likelihood of the difficulty assuming something of the character of a general strike. Efforts at settlement were made by the Mayor of Winnipeg and by the Prime Minister of Manitoba, but without avail. At a meeting of the Trades and Labour Council of Winnipeg on May 13, it was reported that a strike vote taken of members of affiliated unions had been overwhelmingly in favour of a general strike and a general strike was thereupon ordered by the council as from May 15, the specific stated cause of the strike being the refusal of the employers in the iron contract shops to recognize the demands of the workers for agreement with those employers on the method of collective bargaining indicated by the Metal Trades Council on behalf of the employees.

In a finding in the whole matter made subsequently by former Judge Robson, who, as a Royal Commissioner appointed by the Manitoba Government, made a searching investigation into the causes and effects of the general strike, the commissioner comments as follows on the demands of the workers: "The general concurrence of labour therein and the determination upon a general strike was due to the mood in which workers of all classes were at that particular time. Labour considered the refusal of the demand for collective bargaining as claimed by the Metal Trades Council to be a blow struck at labour organization. The strike was an attempt by direct action to secure the demand of labour. The general labour leadership in Winnipeg was dominant even to the extent of producing independent action by men whose union heads were elsewhere, in fact, international, and whose executives were not only not consulted at the beginning but their views in opposition to sympathetic strikes were ignored. The extent of the strike exceeded expectations."

Of the general course of the strike it is unnecessary here to speak in detail. Much suffering was caused and efforts at general settlement were for some time unavailing. The Minister of Labour and the Hon. Arthur Meighen, then Solicitor General in the Dominion Government, spent some time in Winnipeg aiding in the attempts to procure a settlement. Voluntary organizations of citizens, and in particular a body known as the Citizens' Committee of One Thousand, combined to supply the necessities of the community so far as the strike caused suffering and incon-

venience. The strikers were confronted by the paradox that the greater their success the more certain their failure. As the commissioner above quoted remarks: "Original causes were lost sight of in the thought of the drastic measures taken by labour to accomplish its purpose. A limited strike would probably have attained the end for labour without antagonizing the community, but the general community resented the idea that they should be made to suffer on account of a dispute with which they were in no way concerned. Large numbers looked upon the general labour movement as an overt act of the tendency such as has been witnessed in Russia, and on this account, and on account of the unnecessary suffering that was imposed upon them, most willingly entered into any movement to encounter the strike or to provide for the carrying on of the life of the community while it lasted."

Gradually the strikers realized that public sentiment was against them. The intensity of the strike slackened, and on June 26 it was formally called off by the Trades and Labour Council. The question of collective bargaining remained without a definite settlement, the concessions made by the employers in the metal trades being considerably less than those demanded by the workers. Eight of the strike leaders were arrested on the charge of sedition and were subsequently released on bail; several were convicted and sentenced to terms of imprisonment.

#### PROGRESS OF THE ONE BIG UNION

It is to be observed that while the general strike in Winnipeg was closely associated in the public mind with the One Big Union organization, the strike was called before the local unions involved in the disturbance had in most cases formally passed upon the question of substituting the principles of the One Big Union for those of trades unionism as commonly practised in Canada. The strike was called on May 15. The One Big Union campaign was at the time in full swing and a general strike was undoubtedly in line with the plan of direct action advocated by One Big Union speakers. On May 30 the general secretary of the One Big Union gave out a statement to the effect that returns had been received from 258 unions west of Port Arthur and which had voted on the question of joining the One Big Union, these branches representing a total membership of 41,365; of this number, 24,239, comprised in 188 unions, voted in favour of the One Big Union proposal, and 5,975, comprised in 70 unions, voted against. A call was issued for a conference giving effect to the formation of the One Big Union, and the conference was held in Calgary on June 11 to 16. At this conference the One Big Union was formally established and provided with constitution and by-laws.

It is unnecessary here to set forth the details of the constitution, but it will be of interest to examine the terms of the preamble, which reads as follows:—

"Modern industrial society is divided into two classes, those who possess and do not produce, and those who produce and do not possess. Alongside this main division all other classifications fade into insignificance. Between these two classes a continual struggle takes place. As with buyers and sellers of any commodity, there exists a struggle on the one hand of the buyer to buy as cheaply as possible, and, on the other, of a seller to sell for as much as possible, so with the buyers and sellers of labour power. In the struggle over the purchase and sale of labour power the buyers are always masters—the sellers always workers. From this fact arises the inevitable class struggle.

"As industry develops and ownership becomes concentrated more and more into fewer hands; as the control of the economic forces of society become more and more the sole property of imperialistic finance, it becomes apparent that the workers, in order to sell their labour power with any degree of success, must extend their forms of organization in accordance with changing industrial methods. Compelled to organize for self defence, they are further compelled

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to educate themselves in preparation for the social change which economic developments will produce whether they seek it or not.

"The One Big Union, therefore, seeks to organize the wage worker, not according to craft, but according to industry; according to class and class needs; and calls upon all workers to organize irrespective of nationality, sex, or craft into a workers' organization, so that they may be enabled to more successfully carry on the everyday fight over wages, hours of work, etc., and prepare ourselves for the day when production for profit shall be replaced by production for use."

The principles of the new organization as here set forth are undoubtedly revolutionary in so far as respects established principles and practices of trades unionism, and go far to being subversive of existing industrial conditions generally. The conference adjourned to meet again in October, 1919, but when October arrived, several of the officers of the One Big Union being needed in attendance at court in connection with the trial of persons involved in the Winnipeg general strike, this meeting was postponed until January 26, 1920, to be held in Winnipeg. This gathering, when, in due course, it was held, concerned itself chiefly with matters of finance and organization, making some minor amendments to the constitution. The committee which had undertaken the defence of the strike leaders under trial at Winnipeg urged that a vote be taken on the question of calling a general strike to secure the release of the parties in question. This suggestion was not adopted, but the executive was instructed to arrange for the establishment of a fund for the maintenance of the families of workers of the One Big Union who might become subject to jail sentences, the fund in question not to be diverted to any other use.

Meantime the work of One Big Union propaganda and organization had been developing rapidly. The Vancouver Trades and Labour Council severed its connection with the Trades and Labour Congress, approved of the general principles of the One Big Union constitution and became identified with that body, holding its first meeting under the new conditions on August 7. In October, 1919, it was reported that twenty-five local unions, with an approximate membership of 5,000, were in affiliation with the newly formed body.

The metalliferous miners of British Columbia, who had been affiliated with the International Union of Mine, Mill and Smelter Workers, met in Nelson, B.C., in July, declared in favour of One Big Union principles and formed a mining department of the One Big Union organization. Also coal miners of the Crow's Nest Pass and southern Alberta region, who had been members of District 18 of the United Mine Workers of America, accepted the new organization. It was in these regions and industries that the One Big Union secured perhaps its greatest successes. Needless to say, many difficulties, jurisdictional and otherwise, arose out of these changes in trades union allegiance. Charters of the lodges seceding from the Trades and Labour Congress were immediately cancelled, and new charters were in many cases granted to remnants of the membership of the former body, a remnant which was sometimes of a very substantial character.

The One Big Union advocates naturally made special efforts in the large industrial centre of Winnipeg, where, however, the formal trial of strength between the new organization and its trades union opponents did not take place until July, some weeks after the general strike commencing on May 15 had been called off. It was at a meeting of the Winnipeg Trades Council held on July 15 that it was reported that the vote in Winnipeg on the question of accepting One Big Union principles, as recorded from 51 branch unions (out of a total of 91 unions existing at that date in Winnipeg), showed 8,841 in favour of withdrawing from the international unions and 705 against withdrawal. At the same meeting the Trades Council adopted the constitution of the One Big Union and called upon affiliated members of the council

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to cancel their connection with the former organization. There being a large membership which disapproved of these proceedings, the old Trades Council continued in existence; there were thus for a time two Trades Council bodies in Winnipeg and there was good ground for regarding that which opposed One Big Unionism as representing the majority of organized workers of the city.

In Eastern Canada One Big Unionism made progress but here and there, slightly more in Ontario than in Quebec and the Maritime Provinces.

#### DISTRICT 18, U.M.W. OF A., AND THE DIRECTORSHIP OF COAL OPERATIONS

It is not necessary here to deal with the struggle that ensued between the forces behind the Trades and Labour Congress of Canada and those which followed the One Big Union banner, save in so far as the struggle bore somewhat intimately on the work of the department. From this point of view perhaps the situation in District 18 of the United Mine Workers of America, i.e., covering the coal areas of southeastern British Columbia and southern Alberta, presented the most acute difficulty. As stated, the miners had gone over to the One Big Union. This important mining district continued under the control of the Minister of Labour through Mr. W. H. Armstrong, the Director of Coal Operations, and Mr. Armstrong's efforts were devoted to endeavouring to secure a continuous and steady and, if possible, increased production of coal. The new conditions of trades unionism gravely hampered these efforts. The International Executive of the United Mine Workers of America, the union to which the miners had formerly belonged, sent international representatives into the region and many of the men soon returned to their old allegiance. The struggle between the two bodies continued, however, throughout the year and did not end until some months after the close of the financial year, when members of the Western Coal Operators' Association made a working agreement with the officers of the United Mine Workers' organization and excluded members of the One Big Union from the mines; members of the One Big Union continued, however, to find a following in mines in the district which were controlled by owners outside the membership of the Western Coal Operators' Association. Probably in no other area did the struggle between the One Big Union and the international unions touch the public interests more closely or call for more careful inquiry, and at times energetic and discriminating action, on the part of the department. It is in the widest measure due to the wise policy and untiring zeal of Mr. W. H. Armstrong, the Director of Coal Operations, and of his chief assistant, Mr. F. E. Harrison, that the production of coal was not during this period greatly interfered with and bids at the time of writing to be far the largest in the history of the mines concerned.

The authority of the Director of Coal Operations was, however, drawn from the War Measures Act, and lapsed, therefore, on the signing of peace. It had not been the expectation that conditions would require Government control of District 18 to a later date, but, as indicated above, the situation remained difficult, and no working agreement yet existed. It is specially satisfactory to note that despite the differences between the various coal operators and the miners, they agreed in pressing on the minister the desirability of continuing Government control for the present, and, as a result of the existing conditions and the joint request of operators and miners, it was decided to continue control for a while longer. Legislation was accordingly enacted at the 1920 session of Parliament extending Government control of District 18 until the end of the next session of Parliament.

#### INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

The work accomplished during the year under the Industrial Disputes Investigation Act was not less important than in the past. There were 72 applications for Boards of Conciliation and Investigation and 51 boards were established, bringing to

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446 the number of Boards of Conciliation and Investigation established since the enactment of the statute on March 22, 1907.

The fact that the Canadian Railway Board of Adjustment No. 1, established in the summer of 1918 to deal with disputes between Canadian railways and their employees, members of the six leading railway trades unions, continued to function during the year made the machinery of the statute unnecessary for such disputes, all of which were referred to the board in question and were definitely settled in accordance with the undertakings of the railways and the brotherhoods concerned. The agreement, it will be recalled, affected practically all railways in Canada and members of the following railway trades unions, namely: (1) Brotherhood of Locomotive Engineers; (2) Brotherhood of Locomotive Firemen and Enginemen; (3) Order of Railway Conductors; (4) Brotherhood of Railroad Trainmen; (5) Order of Railroad Telegraphers; (6) United Brotherhood of Maintenance-of-Way Employees and Railway Shop Labourers. There are, however, a number of railway trades unions outside the agreement in question, and, although disputes affecting such bodies might have been brought by joint agreement before the Canadian Railway Board of Adjustment No. 1, this joint consent was not always secured and many railway disputes of this class were during the year dealt with under the terms of the Industrial Disputes Investigation Act. It should be noted that the effectiveness of the Industrial Disputes Investigation Act is in no wise impaired by the reference of numerous railway disputes to the Canadian Railway Board of Adjustment No. 1, but the settlement of many disputes under the terms of the agreement between Canadian railways and several important trades unions has accomplished by independent effort the end sought by the statute.

Of the 71 disputes in connection with which applications for Boards of Conciliation and Investigation were received, strikes were prevented save in three cases, none of them of a serious nature. One, a street railway strike at Windsor, Ont., was of short duration before settlement was effected; a second, concerning the Canadian National Railways and certain cartage employees, became merged in the general strike in Winnipeg, but was itself of slight public importance; a third involved the coal mines of Minto, N.B. The coal-field is not large, but the situation was difficult and the strike protracted, being unsettled at the close of the fiscal year.

In the administration of the statute it has occasionally happened that a particular dispute has affected several employers carrying on the same industry in the same locality, who are not, however, in any way associated for industrial purposes. The object of the statute would as a rule be best served by having any necessary inquiry conducted before a Board of Conciliation, which would have regard to the case of each employer affected, yet would deal with the dispute generally. It was, however, found difficult sometimes to induce the different employers to take joint action and nominate one person to represent their interests on the board. On the other hand, the appointment of several boards would be a costly and cumbersome procedure. An amendment to the statute at the 1920 session of Parliament permits more effective procedure on this point.

## THE CASE OF MUNICIPAL EMPLOYEES

Reference was made in these pages last year to the difficult situation of employees of municipalities with regard to the settlement of industrial disputes. In the early years of the operations of the statute there was no disposition on the part of the minister or department to differentiate in any way as between a dispute affecting municipal employees and a dispute affecting any other class of workers. Boards were established sometimes on application of a municipality and sometimes on application of the workers. Where the application had reached the department from municipal

employees, the municipality had sometimes protested the establishment of a board but had not pressed the protest. As time passed the municipalities became more inclined to challenge the jurisdiction of the minister, and on a careful examination of the situation some doubt was felt if the minister had authority to establish a Board of Conciliation in the case of disputes affecting municipal workers, save, of course, by consent of both parties. In several cases the municipality positively refused acquiescence and no board was established; it should be added that here and there a municipality which had in a former dispute itself refused concurrence with the employees in referring a dispute to a Conciliation Board under the terms of the Industrial Disputes Investigation Act, became in turn a suppliant for a Board of Conciliation and Investigation, and the employees, following the example of the municipality, refused concurrence.

During the last few years grave disputes have arisen in connection with practically each of the larger municipalities of Canada. The disputes have concerned sometimes the clerical workers, but in several cases have extended to water works employees and to policemen and firemen. It was the case of the last three classes of municipal employees which was specially considered in these introductory pages of the departmental report for the fiscal year ended March 31, 1919.

The situation may be briefly stated again. Ordinary clerical workers who are employed by a municipality would not fall within the list of public utilities, and a Conciliation Board could be in any case established only by mutual consent. Nor is there apparent reason why clerical workers of a municipality should be brought within the scope of the Industrial Disputes Investigation Act while clerical workers of other non-public utility establishments are outside it. The employees of the water works department of a municipality would, however, represent a public utility industry and one which is specially named in the statute; this class would therefore be regarded as falling within the direct scope of the statute. Municipalities have frequently contended that, inasmuch as a municipality is created by and controlled by provincial laws, its relations with its employees are not affected by a Dominion statute. The question of the applicability of the Dominion statute to such cases was at length taken up with the Department of Justice, and as a result of the discussion it was decided that, where in the case of an industrial dispute the employer is a province or municipality and an application is made for a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, a board would be established only by mutual consent of the employer and the workers concerned. For several years past therefore the department has proceeded on these lines and Boards of Conciliation have been established as between municipalities and any class of their employees only by mutual consent of the corporation and the workmen concerned. It should be noted that this view and practice apply equally in the case of electric railway workers controlled by a municipality.

#### POLICE AND FIREMEN

A further phase of the question of jurisdiction which has been the subject of much discussion in the press and of correspondence between the department and municipalities and representatives of organized labour is that of the position of police and firemen with respect to the matter of industrial disputes. These two classes of public servants are not, technically speaking, part of the industrial world, and their work, vital as it is to the welfare of the community, is not a public utility in the sense in which that term is usually employed and is used in the statute. In a double sense, therefore, these classes are barred from utilizing the provisions of the Industrial Disputes Investigation Act, first, because the occupations concerned are not public utilities, and, secondly, because even public utilities, where the employer is a municipality, are not regarded as within the direct scope of the statute; it is of

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course always understood that Boards of Conciliation may be established by mutual consent of both parties, but this understanding gives but little force to an application for a Board of Conciliation emanating from one party only. Several disputes affecting these and other classes of civic employees occurred during the year, and the view was widely expressed that the scope of the Industrial Disputes Investigation Act should be, if possible, extended to include at least municipal employees in the police and fire departments, also those in the water works department. Several trades councils passed resolutions favouring this course, and the Trades and Labour Congress of Canada urged the necessary amendment of the statute. The matter is not, however, disposed of easily. No municipalities are found among those who have expressed views in favour of enlarging the scope of the Act in the manner proposed, and many municipalities have shown themselves decidedly adverse to the employment of the federal law to deal with disputes affecting municipal employees. Difficult constitutional points also arise with respect to some aspects of the matter. Involved in these matters, more or less, is the question of the desirability of municipal employees of the two classes named, police and firemen, being trades unionized. As was pointed out last year, the subject has been one of acute discussion in many of the larger municipalities of Canada, as also of the great municipalities of other countries, the situation being in fact much the same the world over with regard to the employment conditions of firemen and policemen. The feeling of municipalities and of commissions which have investigated the subject has been as a rule against the trades unionizing of these services, it being held that obedience to trades union regulations might prevent loyal service to the municipality. No satisfactory solution of the problem appears to have been anywhere found.

It was strongly urged in these pages last year and is now again suggested that if, because of the nature of the services rendered by police and firemen and because of the fact that they are public servants, these classes of workers be denied the right exercised by other workers of joining a trades union, then in common fairness it would seem that some special machinery should be devised for dealing with the industrial differences which are bound from time to time to arise as between these workers and the authorities of the municipalities, just as differences arise between other workers and their employers. The subject is one the more deserving of attention at the hands of the provincial or municipal authorities, or both, because of the view now held that the machinery of the Industrial Disputes Investigation Act is inapplicable to a dispute affecting any class of provincial or municipal workers, save that of course a Board of Conciliation and Investigation, or, for that matter, a private board of arbitration, may always be secured by the joint consent of both parties.

## THE EMPLOYMENT SERVICE

The Employment Service, established in 1918 under the terms of the Employment Offices Co-ordination Act, has continued to extend during the year and is believed to have proved of the highest value in the task of finding suitable employment for all classes of workers. At the beginning of the fiscal year there were 66 employment offices operating under the statute; at the close of the year the number had increased to 95, the offices being distributed among the provinces as follows: Nova Scotia, 5; New Brunswick, 6; Prince Edward Island, 1; Quebec, 7; Ontario, 36; Manitoba, 10; Saskatchewan, 9; Alberta, 8; British Columbia, 13.

An agreement was made with all provinces other than the Maritime Provinces, the terms varying but slightly from the agreement of the previous year. Provincial Clearing Houses were established at Montreal, Toronto, Winnipeg, Regina, Calgary and Vancouver, and Interprovincial Clearing Houses at Moncton, Ottawa, Winnipeg and Vancouver. The Governments of the Maritime Provinces did not, in the fiscal year 1918-19, when the work of the Employment Service began, see their way to under-

taking the necessary co-operation with the Dominion Government, and, the demobilization problem being a pressing one, employment offices were opened by the Dominion Government at various points in Nova Scotia and New Brunswick, and in addition so-called one-man offices were, in co-operation with the Department of Soldiers' Civil Re-establishment, opened at various points in these provinces. The period for which special authority for this work had been secured by the department under the War Measures Act expired on April 30, 1920, a month after the close of the fiscal year. Looking somewhat beyond this date it may be stated that negotiations had been already entered upon with the Governments of the Maritime Provinces looking to co-operative action on the lines of the statute, and there was at the time at which this is written every prospect that a system would be shortly devised whereby each province would itself establish a system of employment offices, or certain individual municipalities of the province with the approval of the Provincial Government would establish such offices, subventions being in either case payable by the Dominion Government; subventions to individual municipalities not being, however, payable under the terms of the original statute, the statute was amended at the parliamentary session of 1920 to permit this new procedure. The total number of persons placed in employment through the Employment Service down to the end of the fiscal year ended March 31, 1920, was 501,363, of which 52,341 are to be credited to the small portion of the preceding fiscal year during which the Employment Service operated.

The total amount distributed between the various provinces during the fiscal year was \$169,207.61.

#### TECHNICAL EDUCATION

The "Act for the promotion of Technical Education in Canada" was enacted during the parliamentary session of 1919, and became law therefore early in the present fiscal year. The statute defines technical education as meaning and including "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." The statute provides for the distribution of money grants as follows:—

"(1) For the purpose of promoting and assisting technical education in Canada, the following sums, aggregating ten million dollars, shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year for the period of ten years beginning with the year ending the thirty-first day of March, one thousand nine hundred and twenty, namely,—

"(a) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty, the sum of seven hundred thousand dollars;

"(b) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-one, the sum of eight hundred thousand dollars;

"(c) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-two, the sum of nine hundred thousand dollars;

"(d) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-three, the sum of one million dollars;

"(e) During the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-four, the sum of one million one hundred thousand dollars;



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and the like sum of one million one hundred thousand dollars during each of the succeeding fiscal years until the expiration of the fiscal year ending the thirty-first day of March, one thousand nine hundred and twenty-nine.

“(2) Such sums, subject to the conditions of this Act, shall be allotted and shall be paid quarterly as grants to the Governments of the several provinces as follows:—

“(a) The sum of ten thousand dollars shall be paid in each year to the Government of each province;

“(b) The remainder of the appropriation for each year shall be allotted and paid to the Governments of the respective provinces in proportion to the population of the said provinces respectively as determined by the last federal decennial census.”

Section 6 lays down the precise terms and conditions under which the monies in question shall become payable, an important feature of these conditions being that requiring that an agreement approved by the Governor in Council shall be made with each province.

The first appointment under the Act was made in November, 1919, when Dr. L. W. Gill, formerly head of the Engineering Faculty at Queen's University, and possessing a distinguished war record, was appointed by the Civil Service Commission to be Director of Technical Education. Dr. Gill took up his duties immediately and the work of the branch was well under way at the close of the financial year.

During the parliamentary session of 1920 the Technical Education Act was amended by repealing subsection 2 of section 5, which read as follows:—

“In determining the grant payable to any province annually, no account shall be taken of any liability or expenditure incurred by the province for the acquiring of land, the erection or improvement of any buildings, or the supplying of furnishings or equipment for any technical education institution established in the province prior to the first day of April, one thousand nine hundred and nineteen.”

The report presented by Dr. Gill brings the statement of operations down to June 30, 1920, three months beyond the close of the fiscal year, this having been considered desirable to meet the exigencies of the ordinary school year. As indicated, the Act was in operation for but a small portion of the fiscal year proper. The amount available for distribution among the provinces for the complete year was \$700,000; the amount actually distributed to the close of the fiscal year was \$273,787.99. Taking the longer period, and including operations under the statute down to June 30, the report shows expenditures by provinces totalling \$763,557.56, and amounts paid from federal grant totalling \$337,498.03.

Progress made is effectively indicated in the figures contained in the report showing the situation obtaining on June 30, 1920, with respect to number of schools, teachers and pupils, viz., number of schools, 139; number of teachers, 1,810; number of pupils, 60,546.

## CONCILIATION WORK

The conciliation work of the Department of Labour increases in importance from year to year. The section of the present report devoted to this matter shows a remarkable list of disputes in which the good offices of the department were extended to the disputants in reaching an agreement. In the early years of this branch of departmental work there was a disposition on the part of the parties concerned in a dispute to resent any approach on the part of the department as an intrusion or interference. This feeling is now rarely manifested, and on the contrary the department is not always able to meet the demands of employers or workmen to send its officers personally to assist in the task of smoothing away difficulties which have

arisen. Every effort possible is, however, made to render assistance in a serious dispute. With respect to work of this nature, as also in the case of the Industrial Disputes Investigation Act, the past year saw the largest degree of activity in the history of the department. The general strike at Winnipeg and smaller outbursts of the same kind occurring at other points in the spring and early summer of 1919 are dealt with elsewhere, but such altogether abnormal situations necessarily entailed severe and strenuous action on the part of many officers of the department and particularly of those in the sections specially affected. It is but fair to those officers of the department specially concerned in these duties to remark that their best work is frequently accomplished in connection with matters which become little known to the general public. In the case of a strike which may directly or indirectly involve the earnings of large numbers of workers, and, if a public utility, may cause the gravest inconvenience or suffering to the public, the event naturally finds its way quickly into the columns of the press. It is in all probability a case where the impatience or obstinacy of one side or the other in the dispute has prevented the exercise of the conciliatory influences of the department. With the utmost efforts on the part of the department, especially in times of industrial stress such as the year through which we have passed, it is impossible for the department to hear of all the industrial disputes which are brewing, not at least until the brewing stage is past and industrial war is either declared or cannot be averted. There are, however, many cases where peculiar difficulties develop in the making of a working agreement or appear during the life of an agreement, and in other cases where unusual and unforeseen industrial situations are brought about, the outcome largely of changing conditions and even changing thought in these matters. Such difficulties come to the knowledge of the department in various ways, often are brought to the department by one or both of the parties concerned, and the department is usually able by correspondence or by personal intervention through an officer to heal the threatened breach and prevent an interruption of work. Experience in such matters is of the highest value in industrial conciliation. An ability to appreciate and weigh the arguments on each side, an intimate knowledge of union matters generally, and patience and tact and a practical mind are qualities which some conciliators possess in larger degree than others, and the success of conciliators increases in proportion to the degree to which these qualities have been developed. The best illustration, however, of the value of the work of these officers and of the department generally in connection with industrial disputes and their prevention and settlement by means of the Industrial Disputes Investigation Act, of conciliation and otherwise, is the relatively advantageous position of Canada in these matters as compared with the rest of the world, a situation strikingly shown by the figures quoted above. No more responsible or important work, and none more severe and arduous in its nature, falls to any officer of the department than that performed by those who are concerned in conciliation work. Where so much good service has been performed it is perhaps invidious to mention names, but it would be unfair not in passing to mention the specially valuable work done in this direction during the year by Mr. E. N. Compton and Mr. D. T. Bulger, departmental officers at Toronto and Vancouver respectively, also that of Mr. E. McG. Quirk, of Montreal, who, though not actually an officer of the department, has lent his services when called upon and has in this way aided the department in situations of peculiar difficulty.

#### "LABOUR GAZETTE" AND STATISTICAL WORK

The *Labour Gazette* and the statistical work of the department have proceeded on the usual lines, save that it has broadened generally in character. The value of the *Labour Gazette* is not to be measured precisely by its circulation, but it may be noted that its paid circulation is higher to-day than at any previous time since its establishment in the year 1900, and this condition is owing chiefly to the unsolicited subscriptions received from the public. It is of course true that the subscription to

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the *Labour Gazette* is nominal only, and does not meet or nearly meet the cost of publication. In the meantime the maintenance of the small subscription of twenty cents per annum checks the building up of a free list which might include names of many who are not specially interested in receiving the *Labour Gazette* but would continue their names on the list if the periodical were sent without charge. The *Labour Gazette* is furnished, however, without subscription to the secretary of each trades union organization whose name becomes known to the department, a list which now comprises nearly three thousand names. The complimentary mailing list of the *Labour Gazette* also includes the names of Members of Parliament, of leading public libraries, and of certain selected educational institutions. Special articles have been during the year printed in the *Labour Gazette* on various aspects of industrial questions, and, the demand for information on such topics being continually on the increase, pamphlet reprints of these sections of the *Labour Gazette* have been frequently made, thus permitting an ample distribution to inquirers without printing an excessive number of a particular issue of the *Labour Gazette*.

The activities of the Statistical Branch of the department with regard both to prices and wages have been continued. Demands from newspapers, employers, trades unions, and economic students reach the department in ever-increasing numbers for information on these matters. Numerous industrial establishments have contracted the habit of basing their working agreements on the figures printed in the *Labour Gazette* budget, that is to say that the wage scale may be determined by the fluctuations in the budget, and the department is continually in receipt of requests for information which may assist in the illustration of certain points arising out of this practice. This method of framing a working agreement has been, it should be added, reached as a rule without effort or suggestion on the part of the department, save that on some occasions during the war and while food prices were rising rapidly and gave rise to many industrial disputes, it was found a convenient mode of adjusting wage rates. This might indeed continue to be the case in emergencies, but generally speaking it would seem that a sounder basis than that of mere cost of living must be finally reached if the industrial equilibrium is to be maintained. It is hoped that during the coming year or two it will be found possible to issue bulletins showing wage rates in different industries, with comparative figures covering many years past.

The two reports issued annually by the department on Labour Organization in Canada and Labour Legislation in Canada continue to receive public approval, as best evidenced by the demand for the same and by letters of appreciation from correspondents of the department. Copies of earlier volumes of these publications are now, however, scarce, and, since it is undesirable to print an excessive number of copies, it has been found necessary to exercise discrimination in the distribution list.

## NATIONAL INDUSTRIAL CONFERENCE

Several new lines of activity arose during the year, all of them the outcome directly or indirectly of the war. It will be known to many that the necessities of the war caused the creation by the Government of a committee of the Privy Council known as the Reconstruction Committee, which included the Minister of Labour, and a subcommittee, which was known as the Labour Subcommittee, presided over by Senator Robertson when minister without portfolio and including in its membership the Minister of Labour. The Labour Subcommittee, observing the increasing industrial disquiet, recommended the appointment by the Government of a Commission of Inquiry into industrial conditions, and a commission of seven was accordingly appointed under the chairmanship of the Hon. Mr. Chief Justice Mathers, of Manitoba. The commission, which was appointed in May, made a rapid and effective survey of the Dominion, and presented a report under date of June 28. A fuller note of the proceedings and of the report and recommendations of the commission

appears elsewhere in these pages, but it may be here stated that the commission among other things recommended that the Government call an industrial conference for the discussion of the problems which were the cause of much agitation in the country. This recommendation was adopted and a conference was called and held at Ottawa in the month of September, 1919. A summary of the doings of the conference appears in the present volume. It was the first National Industrial Conference held in Canada. The conference lasted a week, the Minister of Labour presiding. Several hundred delegates were in attendance, including not only leading representatives of employers and workers, but the Prime Minister or other ministers of most of the provinces and a liberal representation of the public generally. The proceedings and conclusions of the conference were followed with much interest by the press and public, and are believed to have contributed materially to the creation of a better feeling between employers and workmen. The hope was freely expressed that the first National Industrial Conference would be the forerunner of other such conferences, and some even urged that such a conference should be held annually.

The report of the proceedings of the conference was printed and widely distributed, together with other documents of particular interest and value in industrial matters specially prominent at the time. The doings respectively of the Royal Commission on Industrial Relations and the National Industrial Conference, though outside the actual work of the department, have much increased its duties at many points, there being numerous documents to prepare and much clerical work to direct and arrange.

#### THE INTERNATIONAL LABOUR OFFICE

More directly arising out of the war has been certain work falling to the department in connection with the International Labour Office. The International Labour Office and International Labour Conference were created by what may be termed the Labour Section of the Peace Treaty extending from Clause 387 to Clause 426. Briefly, the section in question is designed to secure among the peoples of the nations signing the treaty improved conditions among the workers. The treaty provides for an annual International Labour Conference which will have the power of making conventions or recommendations which each member of the conference undertakes to submit to the competent authority on such matter in the country concerned. The first conference was, under the terms of the treaty, held at Washington, D.C., in November, 1919. The delegation from each country comprised four persons, two representing the Government and two representing respectively the employer and workman classes. Under the scheme of the treaty advisers may be appointed and, many of the questions raised being highly technical, the different countries availed themselves freely of this privilege. In the selection of the Canadian delegation, advantage was taken of the clause permitting the appointment of advisers to secure the participation in the conference of the Governments of the provinces within whose scope lay the jurisdiction as to many of the matters coming up for discussion at the conference and possible legislative action later. A chapter in the present report dealing with this matter shows how sympathetically the provinces responded. The Washington conference lasted a month. The Minister of Labour, being detained by public business at Ottawa, was unable to be present at the earlier portion of the conference, and the Deputy Minister of Labour acted in the meantime as the minister's substitute.

The International Labour Office is of course the central office of the International Labour Organization, and the headquarters of the office were some time after the close of the fiscal year definitely established at Geneva, Switzerland.

A third organization growing out of the International Labour Organization and framed on lines precisely laid down in the Peace Treaty is the Governing Body, which may be regarded in a sense as the board of directors of the International Labour Office and International Labour Conference. The Governing Body comprises twenty-four

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members, one-half being composed of representatives named by Governments, the other half being equally divided between representatives of employers and representatives of workmen. The personnel of the Governing Body was selected at the close of the Washington conference, the members being selected for three years. Canada was given a place in the list of Government representatives and secured a place also among the workers. The Honourable Senator Robertson, Minister of Labour, was appointed as the representative of the Dominion Government. The Governing Body thus elected held its first meeting at Washington, its proceedings being, however, mainly for organization purposes. Two meetings were held subsequently during the fiscal year, one at Paris at the end of January and a second at London in March. The Minister of Labour being prevented by public business from attending these gatherings, the deputy minister was appointed as the minister's substitute and attended the two meetings of the Governing Body as the Canadian representative. The deputy minister's report on these matters has been already printed and the subject generally is more fully discussed elsewhere in the present volume.

This is not the place to enlarge upon the possibilities involved in the International Labour Office. As an attempt to grapple on a gigantic scale with the evils of the industrial system, it compels the attention of the world, and is indeed in a very real sense a world effort. The reality of industrial evils is equally indisputable, and the future of humanity would be dark if it did not afford hope of betterment. To those whose duties have brought them into contact with the International Labour Organization in these, its earliest, stages, it would seem impossible that, as the organization develops and is fitted to perform efficiently the numerous and difficult tasks placed upon it, it should fail to bring benefit of high value to the industrial world and a large amelioration of many of its present evils.

## THE PRESENT REPORT

In previous reports of the department the statement of proceedings under the Industrial Disputes Investigation Act, 1907, has been printed as a separate volume or as an appendix to the ordinary departmental report. In the case of the present report the statement of proceedings under this statute constitutes the second chapter of the volume. The keen public interest in legislation with regard to industrial disputes has always caused an active inquiry for the fullest information as to the operation of this statute. The inquiries are by no means limited to Canada, but come in great numbers from the United States and in some degree from more distant countries. Inquirers as a rule become interested in aspects of industrial disputes likely to be discussed in the general departmental report rather than in the statement of proceedings under the Industrial Disputes Investigation Act, 1907, and it has been thought therefore that it will be convenient to make that statement a part of the ordinary report.

I have the honour to be, sir,

Your obedient servant,

F. A. ACLAND,

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

Department of Labour, Ottawa.

## I. CONCILIATION WORK

Apart from the operations of the Industrial Disputes Investigation Act, 1907, the assistance of the Department of Labour was invoked during the year in connection with many individual labour disputes, including the general strike which occurred during the month of May in Winnipeg, to which more extended reference is made later. In a number of cases the Minister of Labour personally intervened at the instance of either of the parties directly concerned in the dispute, or at the request of the local public authorities. The fair wages officers of the Department of Labour were also utilized largely in conciliation work. The fair wages officers in question are: Messrs. E. N. Compton and W. D. Killins, who are stationed at Toronto and Ottawa respectively, and who are sent to such places as may require their presence; Mr. F. E. Harrison, who is stationed at Calgary, and who keeps in touch with conditions in the Prairie Provinces and who also acts as assistant to the Director of Coal Operations, whose headquarters are at Calgary; Mr. D. T. Bulger, who is stationed at Vancouver, and whose territory embraces the province of British Columbia, and Mr. T. Bertrand, whose headquarters are in Montreal, and who works chiefly in the province of Quebec, although occasionally called upon to visit the Maritime Provinces.

Mr. W. H. Armstrong, the Director of Coal Operations, has jurisdiction over the coal-fields in the southeast portion of the province of British Columbia and southern Alberta, being the territory within District 18 of the United Mine Workers of America. Mr. Armstrong has to do with the adjustment of all disputes in the mines in the coal-fields of this district. Fuller reference to his work appears in another chapter.

Following certain negotiations between the shipbuilders of British Columbia and employees of various trades, an agreement was made through the assistance of Senator Robertson in the year 1918 whereby Mr. W. L. MacDonald, of Vancouver, was, on joint recommendation of the employers and workmen, appointed an adjuster to give special attention to any disputes which might arise in the shipbuilding industry. Mr. MacDonald continued to be engaged in this capacity during the early part of the past fiscal year and also at the mutual request of the parties concerned in certain other disputes acted as adjuster in such disputes.

Mr. E. McG. Quirk, of Montreal, rendered most efficient service in conciliation work, as a special representative of the Department of Labour, in connection with several important disputes in Eastern Canada during the past year.

Mr. Harry Hereford, who was acting as General Superintendent of Employment Service for the Maritime Employment Offices, intervened by request in connection with several disputes which occurred during the year in the Maritime Provinces, and rendered very valuable assistance.

The correspondents of the *Labour Gazette* at several points were also utilized as conciliators in several instances.

Apart from the disputes listed in the present chapter the Department of Labour was enabled by correspondence to relieve difficult situations which had arisen in a number of cases between employers and workmen before the same developed to the point of a strike.

### ROYAL COMMISSIONS

Royal Commissions under the Inquiries Act were appointed on the recommendation of the Minister of Labour in connection with three disputes as follows:--

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- (1) Concerning a strike of four hours on the Toronto Street Railway; Commissioner: His Honour Judge J. A. Barron, Toronto, Ont.
- (2) Concerning a strike in the firm of Guillet & Son, Marieville, Quebec; Commissioner: Mr. Joseph Perrault, architect, Montreal, Que.
- (3) Concerning a dispute between various firms, members of the General Cartage and Warehousemen's Association of British Columbia, Vancouver, and certain of their employees; Commissioner: Rev. W. H. Vance, Vancouver, B.C.

Reference was made in the last annual report to the appointment in the fall of 1918 of a Royal Commission composed of Mr. D. T. Bulger, resident fair wages officer of the Department of Labour in Vancouver, as chairman, Mr. Tully Boyce, of Nanaimo, on behalf of the coal operators of Vancouver Island, and Mr. J. McAllister, of Cumberland, on behalf of the coal miners of Vancouver Island, to deal with wages matters connected with the coal mining industry on Vancouver Island. The arrangement made in connection with this matter was that wages readjustments should be made every three months, based on an inquiry into any changes occurring in the cost of living, the inquiry to be conducted by the Royal Commission. This arrangement was continued throughout the past year. The successive awards made by the board were as follows: Effective May 1, 1919, an increase of  $2\frac{1}{2}$  cents per day; effective August 1, an increase of  $14\frac{1}{2}$  cents; effective November 1, a decrease of  $3\frac{1}{2}$  cents; effective February 1, 1920, an increase of 14 cents.

## THE WINNIPEG STRIKE AND ITS AFTERMATH

The Winnipeg general strike, commencing on May 15, 1919, rivalled in its intensity the similar occurrence in Seattle during February, 1919. The industrial disturbance caused by this strike was the most serious in the history of Canada. For over one month, a large city suffered complete business paralysis, and the insurgency spread, in milder form, to other Western Canada cities. But Winnipeg, so far as commerce with the outside world was concerned, was, for a time, practically isolated.

It began as a sympathetic strike, called, primarily, to support the striking members of the metal trades, which struck on May 1, for a new schedule of wage increases and a forty-four-hour week. From this, it developed into a fight for the enforcement of the principle of collective bargaining; and finally passed into a factional war between labour, represented by the Winnipeg Trades and Labour Council, and the business and public interests, as represented by the Citizens' Committee of One Thousand. The whole was alleged to have been aided and abetted by One Big Union strategy in the field of labour.

The strike vote, taken by the unions affiliated with the Trades and Labour Council, resulted in about 27,000 workers, in almost every trade and occupation, including municipal, street railway, and other public utility employees, quitting their posts.

Telegraphic, telephonic and postal communication was practically suspended. Newspapers were forced to cease publication. Barely sufficient water works employees were left on duty to maintain thirty pounds pressure, reckoned to be enough to supply one storey houses in which, it was assumed, the workers mostly dwelt. The police, recently unionized and dissatisfied, were also among the ranks of the strikers, after being discharged for adhering to the Union and the sympathetic strike principle. Hospitals lacked milk. There were no ice deliveries and the weather was hot. Bread and other foods threatened to run short. As a concession to safety, a limited supply of bread and milk was delivered and placarded as "By permission of the Strike Committee."

Meanwhile, there had arisen a contending force in the emergency-born Citizens' Committee of One Thousand. It took hold of the public services first and manned with volunteers, the post office, the water works department, the fire department, the telephone system and other public utilities.

Parades were forbidden by civic proclamation but these continued until the Royal Northwest Mounted Police were called out. Rioting resulted and one man was killed and thirty people injured.

Municipal or other form of constituted government ceased to properly function. The Minister of Labour was in constant touch with the situation, following the failure of negotiations from other sources. For some time, the atmosphere was so surcharged with conflicting elements that attempts at mediation were ineffective.

Meanwhile the situation was debated by the Dominion Parliament, and an amendment was made to the Immigration Act providing for the deportation of British and foreign born agitators. During the fifth week of the strike several of the labour leaders were arrested. These included R. E. Bray, R. B. Russell, Rev. W. Ivens, Alderman M. Queen, Alderman A. A. Heaps, W. A. Pritchard and F. A. Dixon, M.L.A. In most of these arrests, the charge was conspiracy against the constituted government of the country, or sedition.

Towards the end of June, the strikers in many trades showed an inclination to return to work. On June 26, the Strike Committee announced that the strike was declared off and made formal application to the Provincial Government for the appointment of a Royal Commission with widest powers of inquiry. This was granted.

General strikes, in sympathy with the Winnipeg disturbance, but of a less effective type, occurred in Brandon, Regina, Saskatoon, Edmonton, Calgary, New Westminster, Vancouver and Victoria. These were of varying duration and terminated simultaneously with the Winnipeg strike. In Toronto, also, a general strike occurred in sympathy with the metal trades, but after it had been in effect for a few days, it was called off.

The state trial of the strike leaders commenced during November in the Winnipeg Court House with Mr. Justice Metcalfe, as the presiding judge. Rev. W. Ivens, A. A. Heaps, G. Armstrong, R. J. Johns, R. B. Russell, W. A. Pritchard, M. Queen and R. E. Bray were indicted on seven counts ranging from seditious conspiracy, in a general form, to committing a common nuisance. F. A. Dixon and J. S. Woodsworth were arraigned on charges of seditious libel.

The trial of R. B. Russell preceded that of the others. It resulted in a verdict of guilty on each of the seven counts, and he was sentenced to two years' penal servitude. His case was appealed before the Manitoba Court of Appeals, but the judgment of this court dismissed the appeal.

On January 28, 1920, the trial of the seven of the other leaders commenced before Mr. Justice Metcalfe. The trial of F. A. Dixon, was conducted before Mr. Justice Galt, the accused being his own counsel. Mr. Dixon was found not guilty and acquitted of the charge of seditious libel. As Mr. Woodsworth was also arraigned on the same charge, the Crown dropped this charge against him.

Of the remaining seven leaders, five—Rev. W. Ivens, R. J. Johns, W. A. Pritchard, M. Queen and G. Armstrong—were found guilty on all the counts preferred against them and sentenced to one year terms in the provincial jail; R. E. Bray was sentenced to six months on a charge of common nuisance; and A. A. Heaps was acquitted entirely on all counts.

The case did not stop within Canadian courts. A test was made of it by the Defence Committee who brought the case of R. B. Russell before the Judicial Committee of the Privy Council in London. The application to appeal against the ruling was heard before the Privy Council in July and was dismissed.



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The report of the Royal Commission, appointed by the Manitoba Legislature, to investigate the causes of the industrial upheaval in Winnipeg, was not made public until after the trial and convictions. This was done so as not to prejudice opinion. Commissioner the Hon. H. A. Robson (a former judge) in summarizing the findings of the investigation, attributed the specific and immediate cause of the general strike to the refusal of the employers in the metal industry to recognize the demands for a system of collective bargaining as outlined by the workers in the Metal Trades Council. This refusal, Commissioner Robson reported, was regarded as a blow struck at the labour organizations. Hence the strike, followed by an industrial upheaval.

This industrial upheaval in Winnipeg and other western cities, involved approximately 40,000 employees and an estimated time loss of 1,154,692 working days.

## OTHER MEDIATION WORK

The following is a list of the more important cases in connection with which mediation work was performed during the year by personal intervention on the part of the Minister of Labour, various members of the departmental staff and by correspondence:—

- Montreal, Que., April, 1919, strike of railway clerks and freight-handlers received attention of a departmental officer, and it is understood a settlement was effected in accordance with the men's demands.
- Three Rivers, Que., April, 1919, strike of shipyard employees was satisfactorily adjusted through the mediation of a departmental officer.
- Toronto, Ont., April, 1919, dispute existing in the various packing industries received the special attention of the departmental officer in the locality, but it was found impossible to avert the threatened strike. The dispute was later referred to a Board of Conciliation and Investigation and an agreement effected on the basis of the Board's findings. Several disputes arose during the following months, threatening to result in strikes, but these were averted through the intervention of the departmental officer.
- Midland, Ont., April, 1919, advice was received of the alleged lockout of employees of the Georgian Bay Shoak Mills. An officer of the department visited the locality and interviewed both parties, looking towards an adjustment of the dispute, which was eventually effected.
- Trenton, N.S., April, 1919, strike of employees of Eastern Car Co., received the attention of two officers of the department, who visited the locality, interviews being arranged with the different parties involved.
- Calgary, Alta., April, 1919, the assistance of the department was requested in the settlement of a dispute between the city of Calgary and its civic employees. An officer of the department in the locality gave attention to this matter and a settlement was effected as a result of renewed negotiations.
- Collingwood, Ont., April, 1919, strike of certain shipyard employees, *re* union discrimination; an officer of the department visited the locality and succeeded in bringing about a settlement.
- Toronto, Ont., April, 1919, dispute in Canada Foundry Co., *re* laying off of certain employees, was given attention by a departmental officer in the locality, who succeeded in arranging an adjustment.
- Wentworth, Hants Co., N.S., April, 1919, strike of employees in gypsum mines, was settled through the mediation of a special officer of the department, who visited the locality.
- Sherbrooke, Que., April, 1919, assistance of the department was requested in averting a threatened strike in the Ingersoll Rand plant. An officer of the department visited the locality, and it is understood was successful in bringing about renewed negotiations, which resulted in a settlement.
- Winnipeg, Man., April, 1919, dispute between Great Northwestern Telegraph Co. and its telegraphers received attention by the department through correspondence and also by a representative of the department in the locality and an adjustment effected of matters in dispute.
- Victoria, B.C., April, 1919, threatened strike of carpenters in the shipyards was deferred through the intervention of a departmental officer in the locality.
- St. John, N.B., April, 1919, threatened strike of employees of the Sugar Refinery was averted through a special officer of the department visiting the locality and lending assistance in the adjustment of matters in dispute.

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- Regina, Sask., April, 1919, dispute in the building trades received attention of a departmental officer in the locality and a threatened strike averted.
- Vancouver, B.C., April, 1919, dispute between Vancouver Gas Company and employees received the attention of an adjuster appointed by the Minister and a satisfactory settlement reached without cessation of work.
- Toronto, Ont., April, 1919, strike of painters given attention by an officer of the department in the locality and several conferences arranged between the disputants, the strike being finally adjusted by the employers meeting the men's demands.
- Toronto, Ont., May, 1919, strike of a few hours in the Cowan Chocolate Co. received the attention of a departmental officer in the locality, and through his efforts conferences were arranged which brought about a settlement of the dispute.
- Toronto, Ont., May, 1919, threatened strike of civic firemen received attention of the department through correspondence and a departmental officer in the locality and an adjustment was effected of matters in dispute, the threatened strike being averted.
- Toronto, Ont., May, 1919, dispute between the Canadian Northern Railway and certain of their employees, members of the Union of Freight Handlers, Railway Clerks and Station Employees, *re* wages, received attention of an officer of the department and a satisfactory adjustment was effected.
- Montreal, Que., May, 1919, advice was received of a strike in various trades including glove makers, waist makers, stone cutters, brass workers and barbers. A departmental officer gave attention to all of these disputes and eventually settlements were effected.
- Rossland, B.C., May, 1919, alleged lockout of employees of the Consolidated Mining and Smelting Co., owing to refusal of men to accept reduction in wages, received attention of an officer of the department, who visited the locality. An adjustment of the dispute was effected.
- Sault Ste. Marie, Ont., May, 1919, advice received of a dispute on the construction work at the Algoma Steel plant. An officer of the department investigated this dispute and lent assistance towards adjustment. No strike occurred.
- Port Arthur, Ont., May, 1919, strike in the shipyards received attention of the department through various officers and correspondence. Matters were finally adjusted through renewed negotiations.
- Welland, Ont., May, 1919, strike of employees of British American Shipbuilding Company received the attention of the Minister of Labour through correspondence.
- Calgary, Alta., May, 1919, request was received in the department for assistance in the adjustment of a dispute in the Robinhood and Western Canada Flour Mills. An officer of the department gave attention to this matter in the locality. No strike occurred.
- Moosejaw, Sask., May, 1919, the assistance of the department was requested in the settlement of a dispute between the city of Moosejaw and its civic firemen. This matter was given attention through correspondence.
- Montreal, Que., May, 1919, strike of milk drivers *re* union recognition received the attention of the departmental officer in the locality. Direct negotiations were renewed and resulted in a settlement.
- Kingston, Ont., May, 1919, strike of employees of Kingston Locomotive Works; an officer of the department visited the locality and it is understood that direct negotiations were renewed and a settlement effected.
- Montreal, Que., May, 1919, strike of employees of Canada Car Foundry Co.; an officer of the department in the locality gave attention to this dispute and advised that a satisfactory agreement had been reached between the disputants.
- Edmonton, Alta., May, 1919, dispute between machinists and their employers, the Alliance Power Company of Edmonton, received the attention of a departmental officer in the locality. A strike was averted.
- Toronto, Ont., June, 1919, strike of carpenters *re* wages received attention of a departmental officer and conferences were arranged between the disputants, which resulted in a settlement of the strike.
- Toronto, Ont., June, 1919, threatened strike of employees of Toronto and Guelph Suburban Railway Co., averted through efforts of a departmental officer, conferences between the disputants being arranged and direct negotiations renewed.
- Toronto, Ont., June, 1919, dispute between the bread drivers and their employers received special attention of a departmental officer in the locality, and although the threatened strike was not averted it was finally arranged that the matter be referred to a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act. An adjustment was reached on the basis of the board's recommendations.

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- Toronto, Ont., June, 1919, strike of employees of various transport companies was settled through intervention of a departmental officer, and as a result of conferences arranged a signed agreement was effected between the disputants.
- Montreal, Que., June, 1919, dispute *re* wages and working conditions between cloak and suit makers and their employers was adjusted through the mediation of a departmental officer in the locality.
- Toronto, Ont., June, 1919, advice was received of a dispute *re* wages and conditions between the Toronto Street Railway Company and its motormen and conductors. This dispute was given special attention by the officer of the department in the locality, and also through correspondence. A strike, however, occurred, and the dispute was referred to a Board of Conciliation and Investigation. Direct negotiations were later renewed and a settlement effected.
- Toronto, Ont., June, 1919, through the intervention of a departmental officer a strike of the machinists in the employ of the Crocker Wheeler Company was averted.
- Montreal, Que., June, 1919, advice was received by a strike of the meat packers. This matter was given attention by a departmental officer, who succeeded in bringing about a settlement, a signed agreement being entered into between the disputants. Later it was alleged that the companies concerned were not fulfilling this agreement and the matter was given further attention by the officer of the department in the locality, and a threatened strike averted.
- Montreal, Que., June, 1919, a strike occurred of the employees of various rubber firms, regarding their demand for a new wages agreement. Attention was given this dispute by an officer of the department in the locality and eventually negotiations were renewed which resulted in a settlement.
- Amherstburg, Ont., June, 1919, strike of the employees of Brunner Mond Canada, Limited, *re* demand for increased wages, was given attention by an officer of the department, who visited the locality. The adjustment of the dispute was, however, arranged through direct negotiations being renewed.
- Montreal, Que., June, 1919, strike in the Canadian Vickers plant regarding wages received the attention of two officers of the department, and eventually negotiations between the disputants resulted in a settlement.
- Lauzon, Que., July, 1919, strike of employees of Davie Shipbuilding Co., *re* wages and other matters; two officers of the department visited the locality and endeavoured to effect a settlement. This was finally arranged as a result of renewed negotiations.
- Cobalt, Ont., July, 1919, strike occurred of employees of certain mines, members of Cobalt Miners' Union, *re* union recognition. This matter was given attention by the Minister of Labour, also by a special officer of the department, who visited the locality, and by correspondence. Direct negotiations were eventually renewed and an adjustment reached.
- Halifax, N.S., July, 1919, strike of various marine trades in Halifax Shipyard Company, *re* demand for increased wages; an officer of the department visited the locality and was successful in bringing about a satisfactory adjustment of the dispute.
- Toronto, Ont., July, 1919, strike of coopers received the attention of the officer of the department in the locality, and as a result renewed negotiations were brought about and a settlement effected.
- Toronto, Ont., July, 1919, strike of the employees of the Polson Iron Works and Shipbuilding Company, members of Marine Trades Federation; an officer of the department interviewed both parties to this dispute, with a view towards bringing about an adjustment. Direct negotiations were renewed and a settlement effected.
- Toronto, Ont., July, 1919, the department was requested to assist in the adjustment of a strike of members of the International Ladies Garment Workers' Association. An officer of the department in the locality lent assistance in this connection and a settlement was brought about through renewed negotiations.
- Moncton, N.B., July, 1919, strike of employees of Moncton Tramways received attention of an officer of the department, who visited the locality. A satisfactory adjustment was reached through his mediation.
- Toronto, Ont., August, 1919, brief strike occurred of longshoremens, but through the intervention of an officer of the department the men returned to work and a settlement was effected through renewed negotiations.
- Toronto, Ont., August, 1919, threatened strike of wireless telegraph operators was averted through the efforts of an officer of the department in the locality.
- Toronto, Ont., August, 1919, threatened strike of bread makers was averted through the intervention of an officer of the department.
- Toronto, Ont., August, 1919, strike of silversmiths received the attention of the officer of the department in the locality. Negotiations between the disputants were renewed and a settlement effected, increased wages being granted.

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- Guelph, Ont., August, 1919, through the intervention of a departmental officer who visited the locality, it was arranged to refer a dispute between the Guelph Street Railway and its employees to a Board of Conciliation and Investigation. A settlement of the dispute was effected and a strike averted.
- New Glasgow, N.S., August, 1919, advice was received of labour unrest in the Nova Scotia Steel and Coal Company plant, *re* wages, hours and union recognition. An officer of the department visited the locality and gave special attention to this matter. A strike later occurred but through the efforts of the officer of the department, who remained in the locality, renewed negotiations were brought about and a settlement finally effected.
- Kingston, Ont., August, 1919, a request was received for the assistance of the department in the settlement of a dispute between the Metal Trades Council and the Canadian Locomotive Company, *re* wages. This matter was dealt with through correspondence and a settlement of the dispute was effected.
- St. Thomas, Ont., August, 1919, dispute *re* wages of meat cutters in the firm of the St. Thomas Packing Company; an officer of the department visited the locality and succeeded in bringing about a settlement of the dispute, increased wages being granted.
- Three Rivers, Que., August, 1919, dispute between certain pulp, sulphite and paper mill workers and their employers was adjusted through the efforts of a departmental officer, increased wages being granted. Later advice was received that the agreement *re* wages was not being carried out by the employers and this matter was also given attention by the departmental officer.
- Montreal, Que., August, 1919, dispute in the works of the Steel Company of Canada was given attention by two officers of the department, and renewed negotiations between the disputants resulted in a settlement, a strike being averted.
- Toronto, Ont., August, 1919, a dispute, threatening to result in a strike, occurred between the Bell Telephone Company of Canada and certain of its employees. This matter received the attention of a departmental officer and it was arranged to refer the question to a Board of Conciliation and Investigation. It is understood a settlement was effected on the basis of the Board's findings. No strike occurred.
- Montreal, Que., and vicinity, September, 1919, strike occurred of the employees of various rubber firms. Two officers of the department lent assistance in the adjustment of this dispute.
- Kimberley, B.C., September, 1919, strike of miners in the employ of the Consolidated Mining and Smelting Company of Canada, Limited, for increased wages and union recognition received the attention of a departmental officer, but an adjustment was not finally effected until towards the close of the fiscal year.
- Toronto, Ont., September, 1919, strike of bakers received attention of two officers of the department, and adjustment finally effected through negotiations between the disputants being renewed.
- Toronto, Ont., September, 1919, advice was received of a threatened strike in the rubber industry. This matter was given attention by a departmental officer in the locality, who succeeded in bringing about renewed negotiations between the disputants, a settlement being effected.
- Toronto, Ont., September, 1919, a dispute, threatening to result in a strike, occurred between the Canadian Press Association and their telegraphers. Attention was given to this dispute by the officer of the department in the locality, and it was arranged to refer the matter to a Board of Conciliation and Investigation. A settlement was effected and the threatened strike averted.
- St. Catharines and Thorold, Ont., September, 1919, a strike of certain of the employees engaged on the Welland Ship Canal contract, *re* the eight-hour day, received the attention of the department through correspondence and an officer who visited the locality. An adjustment was effected.
- Hamilton, Ont., September, 1919, a threatened strike of the steam and operating engineers in the employ of the Steel Company of Canada was averted through the intervention of a departmental officer.
- Toronto, Ont., October, 1919, a settlement was effected of a dispute between the Toronto City Dairy Company and its teamsters, through the mediation of a departmental officer in the locality.
- Toronto, Ont., October, 1919, advice was received of a threatened strike of longshoremen and coal drivers. This matter was given attention by two officers of the department in the locality, and a settlement effected, the threatened strike being averted.
- St. John, N.B., October, 1919, advice was received of a dispute in the Atlantic Sugar Refineries. An officer of the department visited the locality, but although a strike was not averted, through his mediation direct negotiations were renewed and an adjustment of the dispute effected.

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- Winnipeg, Man., October, 1919, the assistance of the department was requested in the settlement of a dispute between various meat packing firms and their employees *re* wages. This matter was given attention by correspondence, and also by a special officer of the department in the locality, and an adjustment of the dispute reached.
- Hamilton, Ont., October, 1919, assistance of the department was requested in a dispute *re* the demand for increased wages of members of the Steam and Operating Engineers Local Union, working on the Hamilton General Hospital. This dispute received the attention of two officers of the department and through their mediation a settlement was effected, increased wages being granted.
- Chase, B.C., November, 1919, advice received of a strike of the employees of certain mines. This matter was given attention by correspondence.
- Kitchener, Ont., November, 1919, strike of upholsterers in various firms; an officer of the department visited the locality, but found that a settlement had already been reached by direct negotiations in the majority of the firms concerned.
- Kitchener, Ont., November, 1919, strike of the carpenters employed by the Atlas Construction Company of Montreal received the attention of a departmental officer, who visited the locality. The dispute was adjusted as a result of renewed negotiations.
- Chatham, Ont., December, 1919, advice was received of an alleged lockout of certain of the employees of the Canada des Moines Steel Company. This matter was given attention by an officer of the department, who visited the locality. Final adjustment was effected through the added mediation of the Chatham Chamber of Commerce.
- Port Colborne, Ont., December, 1919, the assistance of the department was requested in connection with a dispute between the Maple Leaf Milling Company and its employees. This matter was dealt with by correspondence and advice was latter received that an adjustment had been effected and a threatened strike averted.
- Montreal, Que., December, 1919, advice received of alleged lockout of members of News-writers' Union by the *Montreal Star*. This matter received the attention of the department through correspondence, also by a departmental officer in the locality. An adjustment of the dispute was effected.
- Kitchener, Ont., December, 1919, advice was received of a strike of bakers, and assistance in the adjustment of the dispute was requested of the department. The matter received attention through correspondence and it is understood a satisfactory settlement was reached.
- Montreal, Que., January, 1920, advice was received of a strike of the waterworks employees. Two officers of the department gave attention to this matter and conferences were arranged between the disputants, which brought about a settlement.
- St. John, N.B., February, 1920, a strike of the machinists in various firms received the attention of two officers of the department. Adjustment was finally effected through renewed negotiations.
- Halifax, N.S., March, 1920, advice received of a dispute between the fish handlers and certain firms. An officer of the department visited the locality and succeeded in averting a threatened strike in this connection.
- Montreal, Que., March, 1920, a strike occurred in various building trades. This matter received special attention by the departmental officer in the locality, who aided in the negotiations which brought about an adjustment of the dispute.
- Thetford, Que., March, 1920, advice was received of a threatened strike of the miners in certain mines, but investigation by a departmental officer showed that the dispute had evidently been satisfactorily adjusted.

## II. INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907

### THIRTEENTH ANNUAL REPORT OF PROCEEDINGS, LEADING UP TO THE FISCAL YEAR ENDING MARCH 31, 1920

#### INTRODUCTORY NOTE

In the following pages will be found the tables usually presented with this report. The disputes dealt with during the year numbered 77, five of these, however, being disputes which were carried over from the preceding year. Boards were granted in 51 cases, leaving a large proportion of disputes settled by other agencies than those of Boards of Conciliation and Investigation. It may be noted that while the figures for the fiscal year 1919-20 show but 77 disputes dealt with, as compared with 100 in 1918-19, during the former period there were included 24 disputes in industries performing war work, which industries, under the War Measures Act, fell directly within the scope of the Industrial Disputes Investigation Act. Upon the signing of the Armistice in November, 1918, no further proceedings under the Industrial Disputes Investigation Act took place in these industries. The statute, it will be recalled, was enacted in March, 1907. The total number of disputes dealt with since that date number 446, which would indicate that the marked development in the use of the Act continued during the fiscal year 1919-20.

As is explained in the introductory pages, the tribunal known as the Canadian Railway Board of Adjustment No. 1, which was established during the summer of 1918, to deal during the war with disputes between Canadian railways and six trade unions representing railway workers, continued to operate during the year, and under the agreement all disputes affecting the workers who had membership in the unions in question went to the Canadian Railway Board of Adjustment No. 1 and were duly settled. The unions concerned are, respectively: (1) locomotive engineers; (2) firemen; (3) conductors; (4) trainmen; (5) telegraphers, and (6) maintenance-of-way men. Under the agreement, however, disputes involving other classes of railway workers might, by mutual agreement with the railway concerned, be referred to the same tribunal, and many disputes of this kind were so referred. With the disappearance of war work disputes and the exclusion for the present of many railway disputes from the machinery of the Act the record of activities under the statute for the year is surprising.

#### 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, 1919, to March 31, 1920; (ii) showing proceedings by industries concerned, from March 22, 1907, to March 31, 1920; (iii) showing by fiscal years, 1907-20, number of disputes dealt with; (iv) showing by calendar years 1907-20, number of disputes dealt with; and (v) containing statistical summary of operations under the statute for the fiscal year ended March 31, 1920:—

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## I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1919, TO MARCH 31, 1920

Industries affected	No. of applications for Boards received	No. of Boards established	No. of strikes not averted or ended
<b>I. Disputes affecting mines, transportation and communication and other public utilities:—</b>			
<b>(1) Mines:—</b>			
(a) Coal.....	9	8	1
(b) Metal.....	1	1	0
Total Mines.....	10	9	1
<b>(2) Transportation and communication:—</b>			
(a) Railways.....	10	6	0
(b) Street railways.....	19	16	1*
(c) Express.....	2	2	1*
(d) Shipping.....	4	1	0
(e) Telegraphs.....	2	1	0
(f) Telephones.....	2	1	0
Total transportation and communication.....	39	27	2
<b>(3) Miscellaneous:—</b>			
Light and power.....	2	1	0
Total mines, transportation and communication and public utilities.....	51	37	3
<b>II. Disputes not falling clearly within the direct scope of the Act:—</b>			
<b>(1) Public utilities under provincial or municipal control:—</b>			
(a) Street railways.....	3	2	0
(b) Other civic employees.....	6	4	0
(c) Light and power.....	3	1	0
Total public utilities under provincial or municipal control.....	12	7	0
<b>(2) Miscellaneous.....</b>			
Total disputes not falling clearly within the direct scope of the Act.....	14	7	0
Total all classes.....	26	14	0
Total all classes.....	77	51	3

\*Reference to Board procedure in these cases appears in the report of proceedings for the fiscal year ending March 31, 1919, the industries concerned being the Sandwich, Windsor and Amherstburg Railway Company, and the Canadian Express Company, respectively.

The proceedings under the Act during the year include five cases in which certain proceedings had taken place during the preceding year, namely, dispute between (1) the Montreal Light, Heat and Power Company and certain of its employees; (2) the Canadian National Railways and certain employees in the cartage service at Winnipeg; (3) the Montreal Tramways Company and certain of its employees; (4) the Sandwich, Windsor and Amherstburg Railway Company and certain of its employees, and (5) the Dominion Power and Transmission Company, Hamilton, Ont., and certain of its employees.

At the close of March, 1920, results were still pending in connection with six applications concerning disputes between (1) the Canadian National Railway and certain of its employees at Halifax, N.S.; (2) the Grand Trunk Railway Company and its clerks, etc.; (3) the Corporation of Ottawa and its civic employees; (4) the Canadian Fish and Cold Storage Company, Prince Rupert, B.C., and its fish packers; (5) the Nova Scotia Steel and Coal Company, Limited, Sydney Mines, and certain of its employees, and (6) the Inverness Coal and Railway Company, Inverness, N.S., and certain of its employees.

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II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1920

Industries affected	No. of applications for Boards received	No. of strikes not averted or ended
<b>I. Disputes affecting mines, transportation and communication, other public utilities and war work:—</b>		
<b>(1) Mines:—</b>		
(a) Coal .....	58	7
(b) Metal .....	18	5
(c) Asbestos .....	1	0
Total mines .....	77	12
<b>(2) Transportation and communication:—</b>		
(a) Railways .....	135	7
(b) Street railways .....	71	4
(c) Express .....	9	1
(d) Shipping .....	20	0
(e) Telegraphs .....	11	1
(f) Telephones .....	6	0
Total transportation and communication .....	252	13
<b>(3) Miscellaneous:—</b>		
(a) Light and power .....	9	0
(b) Elevators .....	1	0
Total miscellaneous .....	10	0
(4) War work .....	30	1
Total mines, transportation and communication, other public utilities and war work .....	369	26
<b>II. Disputes not falling clearly within the direct scope of the Act:—</b>		
(1) Public utilities under provincial or municipal control .....	40	1
(2) Miscellaneous .....	37	0
Total disputes not falling clearly within the direct scope of the Act .....	77	1
Total all classes .....	446	27

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 statements of both classes 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.



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III. TABLE SHOWING BY FISCAL YEARS, 1907-1920, 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	Total
Number of applications. . . . .	34	21	27	24	18	21	16	16	14	36	52	95	72	446
Number of boards granted	31	19	25	19	15	17	15	17	11	20	38	60	46	333
Number of disputes where strike not averted (or ended). . . . .	1	1	4	4	4	4	0	1	1	1	1	2	3	27

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

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1920, NUMBER OF DISPUTES DEALT WITH

—	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	†1920 3 mos.	Total
Number of applications. . . . .	25	27	22	28	21	16	18	18	15	29	53	93	70	11	446
Number of boards granted. . . . .	22	25	21	23	16	16	15	18	12	16	37	59	47	6	333
Number of disputes where strike not averted (or ended). . . . .	1	1	4	4	4	3	1	1	1	1	1	2	3	0	27

\*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 at the foot of Table II applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

STATEMENT of Applications for Boards of Conciliation and Investigation and Proceedings thereunder, from April 1, 1919, to March 31, 1920

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

(a) COAL 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; (w) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 27, 1919	Dominion Coal Company, Limited, and certain of its employees, being electrical workers, members of the Canadian Amalgamated Federation of Labour.	Employees.....	Glauce Bay, N.S.....	160 dir. 7,000 indir.....	Concerning wages.....	His Honour Justice J. A. Chisholm, (c) 3; Rev. Dr. Macleod, (e) 1; Mr. A. Gilles, (w) 1	July 23, 1919	Nov. 12, 1919	After the Board had been constituted direct negotiations between the parties concerned were renewed and settlement effected without the necessity of Board procedure.
Aug. 25, 1919	The Minto Coal Company and its employees, being members of Local Union No. 4552, United Mine Workers of America.	Employees.....	So. Minto, N.B.....	225.....	Concerning wages, hours and conditions.	Hon. Mr. Justice I. A. McKeown, (c) 3; Richard B. Hanson, (e) 1; John A. Walker, (w) 1.	Sept. 27, 1919	Nov. 12, 1919	The report was signed by the chairman and Mr. Hanson and contained recommendations as to the settlement of the dispute, which the Company expressed its willingness to accept. Mr. Walker presented a minority report. A strike occurred on Dec. 6, and had not been adjusted at the close of the year.
Nov. 8, 1919	Intercolonial Coal Mining Company Limited, and certain of its employees being members of Dist. No. 26, United Mine Workers of America.	Employees.....	Westville, N.S.....	.....	Concerning wages.....	His Honour Judge G. Patterson, (c) 3; John McKeon, (e) 1; J. C. Watters, (w) 1.	Dec. 6, 1919	Feb. 23, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of rates.
Nov. 8, 1919	Dominion Coal Company, Limited, and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Employees.....	Glauce Bay, N.S.....	.....	Concerning wages.....	Dr. Clarence MacKinnon, (c) 3; Col. W. E. Thompson, (e) 1; J. C. Watters, (w) 1.	Dec. 1, 1919	Jan. 19, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of rates.
Nov. 8, 1919	American Coal Railway and Power Company and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Employees.....	Joggins, N.S.....	.....	Concerning wages.....	His Honour Judge G. Patterson, (c) 3; G. R. Hulme, (e) 1; J. C. Watters, (w) 1.	Dec. 12, 1919	Jan. 8, 1920	The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.

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Nov. 8, 1919	Acadia Coal Company, Limited, and certain members of Dist. No. 26, United Mine Workers of America, N.S.	Stellarton, N.S.	Concerning wages.	His Honour Judge G. Patterson, (c) 3; John W. Mason, (e) 1; J. C. Watters, (m) 1.	Dec. 16, 1919 Feb. 23, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of wages.
Nov. 8, 1919	National Steel and Coal Company, Limited, and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Sydney Mines, N.S.	Concerning wages.	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (e) 1; J. C. Watters, (m) 1.	Jan. 13, 1919	Proceedings unfinished at close of the fiscal year.
Nov. 8, 1919	Inverness Coal and Railway Company and certain of its employees, being members of Dist. No. 26, United Mine Workers of America.	Inverness, N.S.	Concerning wages.	His Honour Judge G. Patterson, (c) 3; Prof. Howard Murray, (e) 1; J. C. Watters, (m) 1.	Jan. 13, 1919	Proceedings unfinished at close of the fiscal year.
Jan. 31, 1920	Consolidated Mining and Smelting Company and Le Roi Number Two Mining Company and certain of their employees.	Rosslund, B.C.	60 and 1267 resp. Concerning wages.			In view of the fact that negotiations on the question of wages and working conditions were in progress in the mines, the establishment of a Board was held in abeyance and finally dropped.

(b) METAL MINES

July 1919	Dominion Iron and Steel Company, Limited, and certain of its employees being clerical workers at general and plant offices, Sydney, N.S., members of Clerical Union No. 16345, American Federation of Labour.	Sydney, N.S.	3535	The Hon. Mr. Justice J. A. Chisholm, (c) 3; Rev. Dr. Forrest, (e) 1; John Gilles, (m) 1.	July 23, 1919 Aug. 6, 1919	The report of the Board was unanimous and the recommendations contained therein as to settlement of the dispute, became the basis of a new working agreement.
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(2) TRANSPORTATION AND COMMUNICATION

(a) RAILWAYS

Jan. 31, 1919	Canadian National Railway and certain employees of the baggage service at Winnipeg.	Winnipeg	3,000	A. J. Andrews, K.C., (c) 1; C. E. Dudgeon, (e) 1; T. J. Murray, (m) 1.	Mar. 17, 1919 Sept. 23, 1919	The report, which was signed by all three members of the Board, stated that in view of the fact that the employees concerned had joined in the strike then in existence in Winnipeg, they claimed no further jurisdiction in the matter.
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## STATEMENT of Applications for Boards of Conciliation and Investigation and of 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; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 1, 1919	Grand Trunk Railway Company, Canadian National Railways and Canadian Pacific Railway Company, and certain of their employees, members of the Brotherhood of Railway Clerks, Freight Handlers and Station Employees	Employees	Montreal	800 dir. 2,500 indir.	Concerning wages.				After the application was received direct negotiations between the parties concerned were renewed, and the dispute was settled without Board procedure.
June 9, 1919	Canadian Pacific Railway Company and certain of its employees, being coal handlers, members of Coal Handlers' Union.	Employees	Fort William, Ont.	150	Concerning wages and hours				A strike occurred on June 2 and direct negotiations between the disputants were renewed. An amicable adjustment was reached and Board procedure rendered unnecessary.
June 11, 1919	Canadian Pacific Railway Company and its dining and café car employees, restaurant cooks and waiters, store-room men and linen handlers, members of the Canadian Brotherhood of Railroad Employees	Employees	C.P.R. lines, Eastern Div.	312	Concerning wages				No Board was established in this case, the disputants having decided to refer the matter to the Canadian Railway Board of Adjustment No. 1.
Dec. 1919	Canadian Pacific Railway Company and certain of its employees at St. John, N.B., being marine freight handlers, members of Local No. 538, International Longshoremen's Association.	Employees	St. John, N.B.	700 dir. 1,800 indir.	Concerning wages	The Hon. Mr. Justice W. B. Chandler, (c) (3); H. C. Schofield, (e) 1; F. A. Campbell, (m) 1.	Dec. 9, 1919	Dec. 22, 1919	A unanimous report was presented by the Board and contained recommendations as to settlement of the dispute. Advice was received in the department that the findings were acceptable to both parties concerned.
Dec. 1919	Grand Trunk Railway Company and certain of its employees being clerks, members of Canadian Brotherhood of Railroad Employees.	Employees	G. T. lines in Canada.	1,400	Concerning wages and conditions.	The Hon. Mr. Justice P. S. Maclellan, (c) 44; U. E. Gillen, (e) 1; Fred. Bancroft, (m) 1.	Mar. 22, 1919		Proceedings unfinished at close of fiscal year.

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<p>Nov. 12, 1919</p>	<p>Canadian Pacific Railway Company (Eastern Lines) and its sleeping car porters.</p>	<p>Employees.... C. P. R. Eastern Lines.</p>	<p>254 dir. 44 indir.</p>	<p>Concerning wages and conditions.</p>	<p>His Honour Judge Colton in G. Snider, (c) 3; U. E. Gillon, (e) 2; Fred. Baneroff, (m) 1.</p>	<p>7, 1920 Feb. 1, 1920 Mar. 3, 1920</p>	<p>The report was signed by the chairman and Mr. Gillon and was accompanied by a proposed schedule of rules and wages. Mr. Baneroff presented a minority report. It developed, however, that a decision on an important point of the dispute had been omitted in the report rendered by the chairman and Mr. Gillon. The Board accordingly reconvened on Feb. 25 and further reports were rendered, the majority report being signed by the chairman and Mr. Gillon and the minority report by Mr. Baneroff. No cessation of work occurred and the inquiry was, no doubt of some value in adjusting relations.</p>
<p>Mar. 15, 1920</p>	<p>Shedden Forwarding Company, Limited, and its teamsters at London, Ontario, being members of Local Union No. 663, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers.</p>	<p>Employees.... London, Ont.</p>	<p>Concerning wages.</p>	<p>Fred Baneroff, (m) 1.</p>	<p>Concerning wages.</p>	<p>In this case a strike occurred on Mar. 1, the men returning to work on Mar. 15. Pending further direct negotiations between the disputants Board procedure was stayed. Eventually it was deemed unnecessary to establish a Board.</p>	<p>Mar. 1, 1920 Mar. 15, 1920</p>
<p>Mar. 15, 1920</p>	<p>The Dominion Transport Company, Limited, and its teamsters, at London, Ontario, being members of Local Union No. 663, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers.</p>	<p>Employees.... London, Ont.</p>	<p>Concerning wages.</p>	<p>Fred Baneroff, (m) 1.</p>	<p>Concerning wages.</p>	<p>In this case a strike occurred on Mar. 1, the men returning to work on Mar. 15. Pending further direct negotiations between the disputants no Board was established.</p>	<p>Mar. 1, 1920 Mar. 15, 1920</p>
<p>Mar. 24, 1920</p>	<p>Canadian National Railways and certain of its employees, being checkers, cooperators, car seepers and porters, on the pier at Halifax, N.S., members of the Canadian Brotherhood of Railroad Employees.</p>	<p>Employees.... Halifax, N.S.</p>	<p>110</p>	<p>Concerning wages.</p>	<p>Concerning wages.</p>	<p>Proceedings unfinished at close of fiscal year.</p>	<p>Proceedings unfinished at close of fiscal year.</p>

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

## TRANSPORTATION AND COMMUNICATION—Continued.

## (b) STREET RAILWAYS

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) Employees	Date on which Board was established	Date of receipt of report of Board	Result of reference
Feb. 28, 1919	Montreal Tramways Company and certain of its employees, being members of Div. No. 790, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Montreal.....	3,002 dir. 12,400 indir.	Concerning wages.....	Joseph Perrault, (c) 4; Joseph Quinjal, (e) 1; J. T. Foster, (m) 1.	Mar. 28, 1919	May 16, July 5, 1919	The report was signed by Mr. Foster and Mr. Quinjal, and it is understood that the recommendations and schedule of rates and rules contained therein formed the basis of the working agreement which became effective July 1. Mr. Perrault presented a minority report.
Mar. 22, 1919	Sandwich, Windsor and Amherstburg Railway Company and certain of its employees, being members of Div. No. 616, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Windsor and vicinity.	85	Concerning wages and alleged unjust treatment of employees.	His Honour Judge A. T. Byles, (c) 4; F. H. McGuigan, (e) 1; A. Hooper, (m) 1.	April 10, 1919	April 26, 1919	The report was signed by all three members, although Mr. Hooper did not concur on all points and added a minority report. In this case a strike occurred on May 3, the men returning to work on May 14, the dispute being settled by direct negotiations between the parties concerned.
Mar. 28, 1919	Dominion Power and Transmission Company and certain of its employees being line-men and operators, being members of No. 105 International Brotherhood of Electrical Workers.	Employees....	Hamilton, Ont.....	26 dir. 12 indir.	Concerning wages and hours.	His Honour Judge Colin C. Sinder, (c) 4; Geo. S. Averb, R.C.; (s) 1; Fred Bancroft, (m) 1.	April 15, 1919	April 24, 1919	The report of the Board was unanimous and accompanied by an agreement signed by representatives of both parties to the dispute.
April 19, 1919	Hull Electric Company and certain of its employees being members of Division No. 591, Amalgamated Association of Street and Electric Railway Employees of America.	Employees....	Hull, Que.....	147 dir. 16 indir.	Concerning wages and conditions.	D'Arcy Scott, (c) 4; Geo. D. Kelley, (e) 1; Fred Bancroft, (m) 1.	May 6, 1919	May 28, 1919	The report was signed by the chairman and Mr. Kelley and contained recommendations as to the adjustment of the dispute, which it is understood were accepted by the Company and formed the basis of the settlement. Mr. Bancroft presented a minority report.

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<p>April 30, 1919</p>	<p>Winnipeg Electric Railway Company and certain of its employees, being conductors and motormen.</p>	<p>Employer.....</p>	<p>Winnipeg, Man.....</p>	<p>1,000 approx</p>	<p>Concerning wages, hours and conditions.</p>	<p>The Hon. Mr. Justice T. L. Metcalfe, (c) 4; J. Bowes Coyne, K.C., (s) 1; R. S. Ward, (m) 2.</p>	<p>May 7, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Winnipeg, Man.....</p>	<p>200.....</p>	<p>Concerning wages.....</p>	<p>The Hon. Mr. Justice T. L. Metcalfe, (c) 4; J. Bowes Coyne, K.C., (s) 1; R. S. Ward, (m) 2.</p>	<p>July 7, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Winnipeg, Man.....</p>	<p>1,000 approx</p>	<p>Concerning wages, hours and conditions.</p>
<p>May 5, 1919</p>	<p>Winnipeg Electric Railway Company and certain of its employees being men employed in the shops, car department and truck department of the company.</p>	<p>Employer.....</p>	<p>Winnipeg, Man.....</p>	<p>200.....</p>	<p>Concerning wages.....</p>	<p>The Hon. Mr. Justice T. L. Metcalfe, (c) 4; J. Bowes Coyne, K.C., (s) 1; R. S. Ward, (m) 2.</p>	<p>July 7, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Winnipeg, Man.....</p>	<p>200.....</p>	<p>Concerning wages.....</p>	<p>The Hon. Mr. Justice T. L. Metcalfe, (c) 4; J. Bowes Coyne, K.C., (s) 1; R. S. Ward, (m) 2.</p>	<p>July 7, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Winnipeg, Man.....</p>	<p>1,000 approx</p>	<p>Concerning wages, hours and conditions.</p>
<p>May 23, 1919</p>	<p>Dominion Power and Transmission Co. and certain of its employees, being members of Div. No. 876, Annagannated Assn. of Street and Electric Railway Employees of America.</p>	<p>Employees.....</p>	<p>Hamilton, Ont.....</p>	<p>70.....</p>	<p>Concerning wages and conditions.</p>	<p>His Honour Judge Colin G. Snider, (c) 4; S. F. Washington, K. C., (s) 1; Fred. Baneroff, (m) 1.</p>	<p>June 8, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Hamilton, Ont.....</p>	<p>70.....</p>	<p>Concerning wages and conditions.</p>	<p>His Honour Judge Colin G. Snider, (c) 4; S. F. Washington, K. C., (s) 1; Fred. Baneroff, (m) 1.</p>	<p>June 16, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Hamilton, Ont.....</p>	<p>1,000 approx</p>	<p>Concerning wages, hours and conditions.</p>
<p>June 7, 1919</p>	<p>Toronto Railway Company and certain of its employees, being motormen, conductors, shedmen, motor and truck repairmen, etc., members of Div. No. 113, Annagannated Assn. of Street and Electric Railway Employees of America.</p>	<p>Employer.....</p>	<p>Toronto, Ont.....</p>	<p>2,189 dir. 461 indir.</p>	<p>Concerning wages and hours.</p>	<p>His Honour Judge A. Barron, (c) 4; Hon. F. H. Phlippen, K.C., (s) 1; W. J. Hevey, (m) 2.</p>	<p>Interim report July 1, Final report Aug. 4, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Toronto, Ont.....</p>	<p>2,189 dir. 461 indir.</p>	<p>Concerning wages and hours.</p>	<p>His Honour Judge A. Barron, (c) 4; Hon. F. H. Phlippen, K.C., (s) 1; W. J. Hevey, (m) 2.</p>	<p>Interim report July 1, Final report Aug. 4, 1919</p>	<p>Concerning wages, hours and conditions.</p>	<p>Toronto, Ont.....</p>	<p>2,189 dir. 461 indir.</p>	<p>Concerning wages, hours and conditions.</p>

A general strike occurred in Winnipeg on May 15, and Board procedure was temporarily discontinued. After the strike had ended on June 26 the Board reconvened and rendered a report concerning the situation. The majority report was signed by the chairman and Mr. Coyne, Mr. Ward presenting a minority report. A memorandum with reference to the minority report was added by Mr. Coyne. Matters in dispute were, however, regarded as being adjusted with the termination of the strike.

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The report of the Board was unanimous and was accompanied by a proposed schedule of rates and rules, on the basis of which, it is understood, a working agreement was effected.

In this case a strike occurred on June 22, and an interim report was rendered making certain recommendations concerning the situation. The men returned to work on July 4, an agreement having been reached on the basis of the Board's recommendations. A final report was rendered on Aug. 4, signed by the chairman and Mr. Phlippen, and contained further recommendations as to changes in wages, rules, etc. Mr. Hevey did not sign the final report but advised that he still agreed with the interim report.

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

## 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; (e) Employer; (m) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
June 18, 1919	Toronto Suburban Railway Company and its employees, being linemen, winders, operators and helpers, members of Local Union No. 353, International Brotherhood of Electrical Workers.	Employees	Toronto, Ont.	15 dir. 160 indir.	Concerning wages				The establishment of a Board was rendered unnecessary in this case direct negotiations having resulted in a settlement of the dispute.
June 23, 1919	Ottawa Electric Railway Co. and its employees, being motor-men and conductors.	Employer	Ottawa, Ont.		Concerning wages	D'Arcy Scott, (c) 4; Georg D. Kelly, (e) 4; J. C. Rooney, (m) 2.	June 27, 1919		In this case a strike occurred on July 1 and Board procedure was not used. The men went to work on July 19, an amicable adjustment having been reached. Further action on the part of the Board was, therefore, unnecessary.
June 27, 1919	Toronto Railway Company and Toronto Electric Light Company, Limited, and their shop employees, being electrical workers, machinists, blacksmiths, patternmakers, brass moulders and core makers.	Employees	Toronto, Ont.	143 dir. 2,000 indir.	Concerning wages	His Honour Judge J. H. Denton, (c) 4; Wm. H. Moore, (e) 4; H. W. Harper, (m) 1.	Aug. 19, 1919	Sept. 3, Sept. 6, 1919	The report was signed by the chairman and Mr. Harper and was accompanied by a proposed schedule of wages and working conditions. A minority report was presented by Mr. Moore. A strike of a few hours duration occurred on Sept. 3, and there was a delay in the adjustment of the dispute. His Honour Judge J. A. Barron was appointed a Commissioner under the Inquiries Act to inquire and report regarding this situation. The findings of the Commissioner were received on Dec. 3, and recommended a slight amendment to the Act.
July 7, 1919	Moncton Tramway Company and certain members of local union 833 International Brotherhood of Electrical Workers.	Employees	Moncton, N.B.	13 dir. 6 indir.	Concerning wages and hours.				After the application was received direct negotiations between the parties were resumed and the dispute was settled without Board procedure.



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July 1919	23, Winnipeg Electric Railway Company and certain of its employees, being motor-men.	Winnipeg, Man.	Concerning wages.	The Hon. Mr. Chief Justice Mathers, (c) 3; John T. Haig, (f) 1; R. S. Ward, (m) 1.	Aug. 1919	18, The report of the Board was unanimous and contained recommendations concerning proposed changes in wages, conditions and rules, which the employees expressed themselves willing to accept. Mr. Ward, while signing the report, made certain reservations. Advice was later received from the company that the rates recommended would be paid.
Aug. 1919	9, Alliance Power Company of Edmonton, Alta., and certain of its employees, being motor-men.	Edmonton, Alta.	Concerning wages.	John R. McIntosh, (c) 3; H. R. Miller, (c) 1; Robt. B. McLaughlin, (m) 1.	Oct. 1919	11, The report of the Board was unanimous and was accompanied by a proposed agreement covering rates, etc., on the basis of which it is understood a settlement was reached.
Sept. 1919	9, British Columbia Electric Railway Company and certain of its employees in Vancouver, New Westminster and Victoria, members of the Amalgamated Assn. of Electric Railway Employees of America.	Vancouver, Victoria and New Westminster, B.C.	Concerning wages.	Henry A. Stone, (c) 3; Thos. W. Fletcher, (f) 1; Thos. Coughlin, (m) 1.	Oct. 1919	31, The report of the Board was unanimous and contained recommendations as to proposed revisions in the existing wage schedule and rules. It is understood an agreement was reached on the basis of these recommendations.
Oct. 1919	3, Hamilton Street Railway Company and certain of its employees, being conductors and motor-men, barn and shopmen, ticket agents, etc., members of Div. No. 4 of the Amalgamated Assn. of Electric Railway Employees of America.	Toronto, Ont.	Concerning wages.	Henry G. Foster, (m) 1.	Nov. 1919	2, The Board was not completed in this case, advice having been received that the matters in dispute had been amicably adjusted.
Nov. 1919	15, Toronto Railway Company, Toronto Electric Light Company and Toronto Power Company and the employees of the said companies respectively, being members of the International Brotherhood of Electrical Workers.	Toronto, Ont.	Concerning wages and conditions.	His Honour Judge R. D. Gunn, (c) 4; Wm. H. Moore, (k) 1; Fred. Baneroff, (m) 1.	Jan. 1920	2, The report was signed by the chairman and Mr. Baneroff, and contained recommendations as to settlement. Advice was received that these findings were acceptable to both parties to the dispute. No report was received from Mr. Moore.

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

## (2) TRANSPORTATION AND COMMUNICATION—Continued

## (b) STREET RAILWAYS—Concluded

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) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Nov. 26, 1919	Grand River and Lake Erie and Northern Railways and certain of the employees of the said railways, being 833. Amalgamated Association of Street and Electric Railway Employees of America.	Employees	Preston, Ont.	140 dir. 20 indir.	Concerning wages.				Board procedure in this case was stayed on advice of the employees' representative.
Dec. 15, 1919	Niagara, St. Catharines and Toronto Railway Company and certain of its employees, being motormen and conductors, barn and shopmen, powerhouse men, etc., members of the 84. Amalgamated Association of Street and Electric Railway Employees of America.	Employees	St. Catharines, Ont.	400 dir. 15 indir.	Concerning wages.	His Honour Judge Colin G. Snider, (c) 4; Geo. D. Kelley, (E) 1; J. A. McAninch, (m) 1.	Jan. 23, 1920	Feb. 7, 1920	The report of the Board was unanimous and was accompanied by a proposed schedule of rates and rules. Advice was later received of certain clerical errors in the report, but before the final agreement regarding the corrections was made the arbitration dispute, arrived at an amicable adjustment by direct negotiations.

## (c) Express

Aug. 13, 1919	Canadian Northern Express Company and certain of its employees, being members of the Canadian Brotherhood of Railroad Employees	Employees	Montreal, Toronto and Winnipeg	440	Concerning alleged failure of Company to comply with terms of agreement.	The Hon. Mr. Justice T. L. Metcalfe, (c) 4; Jus. F. C. Menlove, (E) 1; Fred. Bancroft, (m) 1.	Sept. 24, 1919	Oct. 13, 1919 Oct. 20, 1919	The report was signed by the Chairman and Mr. Bancroft. The recommendations contained therein were accepted by the employees, but only in part by the company. Mr. Menlove presented a minority report.
Dec. 10, 1919	Canadian Express Company and certain of its employees, being messengers, clerks, porters, etc., members of the Canadian Brotherhood of Railroad Employees.	Employees	Can. Exp. Lines in Canada.	1,500	Concerning wages and conditions.	The Hon. Mr. Justice T. Fortin, (c) 4; F. H. McGuigan, (E) 1; Fred. Bancroft, (m) 1.	Jan. 7, 1920	Feb. 9, 1920	The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.

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(d) SHIPPING

July 17, 1919	Fort William Coal Dock Co., and its employees, being coal handlers, members of the Coal Handlers' Union.	Employees...	Fort William, Ont.	Concerning wages.....	.....	.....	.....	The employees being on strike when the report was received. The Minister ruled that a Board should not be established.
Aug. 16, 1919	Port Arthur Shipbuilding Co., Ltd., and certain of its employees, being boilermakers and iron shipbuilders and helpers, members of the United Brotherhood of Boilermakers, Iron Shipbuilders and Helpers of America.	Employees...	Port Arthur, Ont.	Concerning wages and hours.	590 dir. 135 indir.	Sept. 9, 1919	Sept. 22, 1919	The report was signed by the chairman and Mr. Davies and the recommendations contained therein formed the basis of a working agreement which was later entered into between the parties concerned. Mr. Welsh presented a minority report.
Aug. 28, 1919	Shipping Federation of Canada and Montreal pilots, being members of the National Association of Masters, Mates and Pilots, Local No. 68.	Employees...	Montreal.	Concerning wages.....	50 dir. 9 indir.	.....	.....	No Board was established in this case as it did not appear that the dispute fell within the scope of the statute. No strike occurred.
Mar. 4, 1920	Harbour Commission of Montreal and certain of its employees, being plumbers, handymen, labourers, etc., members of Montreal Harbour Employees' Union.	Employees...	Montreal.	Concerning wages and union recognition.	15 dir. 450 indir.	.....	.....	After the application had reached the department direct negotiations were renewed and the dispute was adjusted without Board procedure.

(e) TELEGRAPHS

Sept. 29, 1919	Marconi Wireless Telegraph Co. of Canada, Ltd., and its employees, being Marconi Wireless Operators, members of the Commercial Telegraphers' Union of America, Local 61, Certified Operators of the Great Lakes Division only.	Employees...	Great Lakes Division.	Concerning wages and conditions.	80 dir. 400 indir.	Oct. 4, 1919	Oct. 22, 1919	The report of the Board was unanimous and the recommendations contained therein became the basis of a settlement of the dispute.
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## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

(2) TRANSPORTATION AND COMMUNICATION—Concluded.  
(c) TELEGRAPHS—Concluded.

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) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
Nov. 4, 1919	Dominion Messenger and Signal Company, and certain of its employees, being electrical workers, number of whom is 253, Incorporated by the International Brotherhood of Electrical Workers.	Employees....	Toronto, Ont.	15 dir. 25 indir.	Concerning wages.	.....	.....	.....	After the application was received direct negotiations between the parties concerned failed, and the dispute was settled without Board procedure.

## (f) TELEPHONES

Aug. 28, 1919	Bell Telephone Co. of Canada, Ltd., and certain of its employees in Toronto, being members of Local Union No. 353, International Brotherhood of Electrical Workers.	Employees....	Toronto, Ont.	275 dir. 60 indir.	Concerning wages and conditions.	His Honour Judge R. D. Gunn, (c) 4; Glen Osler, (e) 1; Fred. Bancroft, (s) 1.	Sept. 11, 1919	Sept. 26, Sept. 25, 1919	The report was signed by the chairman and Mr. Bancroft, and with some modifications became the basis of a working agreement. Mr. Osler presented a minority report.
Nov. 28, 1919	Telephone Company of Prince Edward Island and certain of its employees, being members of Local Union No. 970, International Brotherhood of Electrical Workers.	Employees....	Charlottetown vicinity.	25 dir. 70 indir.	Concerning wages.	.....	.....	.....	After the application was received direct negotiations between the parties concerned were renewed and the dispute was settled without Board procedure.

(3) MISCELLANEOUS  
LIGHT AND POWER

Dec. 5, 1918	Montreal, Light, Heat and Power Company, and certain of its employees, being members of Labour Union No. 16595.	Employees....	Montreal, Que.	250 dir. 750 indir.	Concerning wages and union recognition.	Jas. Perrault, (c) 4; Bernard Rose, (e) 2; A. Huxton, (s) 1.	Jan. 9, 1919	April 17, 1919	In this case a strike occurred on April 8, the men returning to work on April 17. The Board's report was made on April 17, but as a result of direct negotiations an agreement had been effected.
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July 2, 1919, Montreal Public Service Corporation and the Montreal Public Service Corporation Employees' Union. Montreal, Que. 90 dir. 270 indir. Concerning wages. After the application was received, direct negotiations between the parties were renewed and the dispute was settled without Board procedure.

II.—INDUSTRIES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT, 1907  
 (1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL

(a) STREET RAILWAYS

April 1, 1919	Brantford Municipal Ry. Commission and its employees, including street car and trolley. 1885 Amalgamated Association of Street and Electric Railway Employees of America.	Brantford, Ont. 40	Concerning wages.	His Honour Judge Col. H. G. Snider, (c) 3; G. Wallace, (c) 1; John McCrattan, (M) 1.	April 22, 1919.	April 29, 1919.	The report of the Board was unanimous and was accompanied by a proposed schedule of rates and rules. No cessation of work occurred.
April 12, 1919	Radial Railway Department of the City of Edmonton and its street railway employees.	Edmonton, Alta. 30					While correspondence looking to the establishment of a Board was in progress, advice was received that matters in dispute had been adjusted.
Aug. 22, 1919	Guelpah Radial Railway Co. and its employees, being motorists and conductors, members of the Amalgamated Association of Street and Electric Railway Employees of America.	Guelpah, Ont. 25	Concerning wages and hours.	His Honour Judge Col. H. G. Snider, (c) 3; Harry Mahoney, (E) 1; Thos. Hall, (M) 1.	Sept. 5, 1919	Sept. 26, 1919	The report of the Board was unanimous and contained recommendations as to settlement of the dispute.

(b) OTHER CIVIC EMPLOYEES

April 24, 1919	Corporation of Brandon and certain of its employees, being members of Civic Employees' Federal Labour Union No. 09.	Brandon, Man. ....	Concerning wages.	Geo. R. Caldwell, (E) 1;			In this case a strike occurred almost simultaneously with the appointment of the Board member on behalf of the city. Direct negotiations between the disputants were then renewed and a working agreement was reached, rendering further procedure before a Board unnecessary.
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## STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—Continued

## (1) PUBLIC UTILITIES UNDER PROVINCIAL OR MUNICIPAL CONTROL—Concluded.

## (b) OTHER CIVIC EMPLOYEES—Concluded.

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) Employees	Date on which Board was constituted	Date of receipt of report of Board	Result of reference
April 20, 1919	Corporation of the city of Hull, and certain of its employees, being firemen and members of International Fire Fighters Local Union, No. 174.	Employees....	Hull, Que.....	23	Concerning wages and hours.	D'Arcy Scott, (c) 4; Patrick Green, (m) 1; Dr. Archambault, (e) 1.	.....	.....	In this case resignation was received from Dr. Archambault before the chairman had been appointed. Before the completion of the Board direct negotiations between the disputants resulted in a settlement and Board procedure was rendered unnecessary.
May 19, 1919	Corporation of the city of Toronto and certain of its employees, being firemen.	Employees....	Toronto, Ont.....	490 dir. 32 indir.	.....	.....	.....	.....	Consent to the establishment of a Board was refused by the city.
May 23, 1919	Corporation of Lethbridge and certain of its employees, being members of the Civic Employees Federal Union No. 70.	Employees....	Lethbridge, Alta....	100 approx	Concerning wages and conditions.	C. F. Jamieson, (c) 3; E. H. Wilson, (e) 1; Donald McNabb, (m) 1.	May 29, 1919	June 23, 1919	The report was signed by the chairman and Mr. Wilson, and became the basis of an adjustment of the dispute. Mr. McNabb presented a minority report.
Dec. 10, 1919	Corporation of the City of Montreal and its Police Force, members of Local No. 62, Policemen's Federal Labour Union.	Employees....	Montreal, Que.....	1,010	Concerning wages.	.....	.....	.....	Consent to the establishment of a Board was refused by the corporation.
Mar. 8, 1920	Corporation of Ottawa and certain of its employees, being members of Civic Employees' Federal Labour Union, No. 15.	Employees....	Ottawa, Ont.....	142	Concerning wages.	His Honour Judge R. D. Gurn, (c) 4; Annie W. Greene, (e) 1; Fred Bancroft, (m) 1.	Mar. 22, 1920	.....	Proceedings unfinished at end of fiscal year.
June 10, 1919	Hydro-Electric Power Commission and the Niagara Trades Federation.	Employees....	Niagara Falls, Ont.	1,400 dir. 1,530 indir.	Concerning wages and hours	.....	.....	.....	Consent to the establishment of a Board was refused by the commission.

## (c) LIGHT AND POWER

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June 30, 1919	Toronto Hydro-Electric Commission and certain of its employees, being electrical workers, members of Local Union No. 353, International Brotherhood of Electrical Workers.	Toronto, Ont.	200 dir. 350 indir.	Concerning wages.	H. A. Harper, (M) I.	After the appointment of the Board member on behalf of the employees direct negotiations between the parties concerned were renewed and an adjustment of the dispute was effected without Board procedure.
Mar. 15, 1920	Hamilton Hydro-Electric Commission and certain of its employees, being groundmen, patrolmen and operators, members of Local Union No. 105, International Brotherhood of Electrical Workers.	Hamilton, Ont.	30	Concerning wages.		While correspondence was taking place with regard to obtaining the consent of the commission to the appointment of a representative Board member, the local unional officer visited the locality and an adjustment of the dispute was effected without Board reference.

(2) MISCELLANEOUS

May 12, 1919	Various firms constituting packing houses and abattoirs and certain of their employees, members of Amalgamated Meat Cutters and Butcher Workmen of North America.	Toronto, Ont.		Concerning wages.	His Honour Judge Colin G. Snider, (C) 4; R. J. McLaughlin, (E) 1; Fred. Bancroft, (M) 1.	The report of the Board was unanimous and was accompanied by a proposed schedule of rates and rules. It is understood a working agreement was effected on the basis of the Board's findings.
May 31, 1919	Union Stock Yards of Toronto, Limited, and certain of its employees, being cattle inspectors, members of Amalgamated Meat Cutters and Butcher Workmen of North America.	Toronto, Ont.	75	Concerning wages and conditions.	His Honour Judge Colin G. Snider, (C) 4; Gideon Grant, (E) 1; Fred. Bancroft, (M) 1.	The report of the Board was unanimous and was accompanied by an agreement, signed by both parties to the dispute.
July 7, 1919	Various Toronto firms dealing in bread, etc., and certain of their employees, respectively, being bread drivers, members of Local No. 1, Bread and Cake Salesmen's and certain of its employees, being members of Local Union No. 2003, United Textile Workers of America.	Toronto, Ont.	600 dir. 800 indir.	Concerning wages.	His Honour Judge H. Denton, (C) 4; F. H. McGuigan, (E) 1; Chas. Clay, (M) 1.	The report of the Board was unanimous and contained recommendations as to settlement of the dispute. It is understood an adjustment was effected on the basis of these recommendations.
July 10, 1919	Dominion Textile Company and certain of its employees, being members of Local Union No. 2003, United Textile Workers of America.	Montreal, Que.	3,900 indir.	Concerning wages, hours and conditions.		Consent to the establishment of a Board was refused by the employing company.

STATEMENT of Applications for Boards of Conciliation and Investigation and of Proceedings thereunder, etc.—*Concluded*  
(2) MISCELLANEOUS—*Concluded*.

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
Aug. 21, 1919	Bedford Construction Company of St. John, N. B., and certain of its employees, engaged on the Courtenay Bay Harbour contract.	Employees.....	St. John, N. B.....	175 dir..... 75 indir.....	Concerning wages, hours and conditions.	Sir Ezekiel McLeod, (c) 4; C. L. Hervey, (e) 1; Jas. E. Tighe, (m) 1.	Sept. 4, 1919	Oct. 1, 1919 Supp. report, March 22, 1920	The report of the Board was unanimous and contained recommendations as to settlement of the dispute and a working agreement was effected on the basis of these recommendations. During March 1920, it was found necessary to reconvene this Board for a further interpretation of the clause in the original findings with regard to the ten hour day. The supplementary findings supported the company in their interpretation.
Aug. 22, 1919	Canadian Locomotive Co. of Kingston, Ont., and its employees in various classes, members of unions affiliated with the Metal Trades Council.	Employees.....	Kingston, Ont.....	525 dir..... 125 indir.....	Concerning wages and conditions				Consent to the establishment of a Board was refused by the employing company.
Aug. 30, 1919	Willis & Co., Montreal, and certain other firms engaged in piano manufacture and their respective employees.	Employees.....	Montreal, Que.....		Concerning wages				Consent to the establishment of a Board was refused by the employing companies.
Sept. 8, 1919	Steel Company of Canada, Ltd., and its employees, being electrical workers and stream and operating engineers.	Employees.....	Hamilton, Ont.....		Concerning wages and hours.				While correspondence was taking place with regard to obtaining the consent of the company to the establishment of a Board direct negotiations between the disputants were renewed and the dispute adjusted without Board reference.
Sept. 20, 1919	Canadian Press, Ltd., and its employees, being members of the Commercial Photographers Union of America, Canadian Press System No. 52.	Employees.....	Toronto, Ont.....	84 dir..... 3,000 indir.....	Concerning wages, hours and conditions.	His Honour Judge Colin G. Snider, (c) 4; C. O. Knowles, (e) 1; William M. Kennedy, (m) 1.	Sept. 30, 1919	Oct. 17, 1919	The report of the Board was unanimous and was accompanied by an agreement signed by both parties to the dispute.



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<p>Oct. 1919</p>	<p>23. City Dairy Company, Ltd. and certain of its employees, being milk drivers, bottle room operators and stablemen, members of Local 191, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America.</p>	<p>Employees... Toronto, Ont.....</p>	<p>150 dir. 300 indiv.</p>	<p>Concerning wages and conditions.....</p>	<p>Consent to the establishment of a Board was refused by the company</p>
<p>Jan. 1920</p>	<p>1. Canadian General Electric Co., Peterborough, Ont., and certain of its employees, being armature winders, members of local union No. 291, International Brotherhood of Electrical Workers.</p>	<p>Employer... Peterborough, Ont.....</p>	<p>.....</p>	<p>Concerning wages.....</p>	<p>His Honour Judge E. J. S. Haycke, (C) 1; J. G. Merrick, (C) 1; Fred. Bancroft, (M) 1</p>
<p>Jan. 1920</p>	<p>21. Various Coal Dealers, members of the United Miners' Association of Edmonton, and their employees, being members of Local No. 514, Teamsters, Chauffeurs, Stablemen and Helpers' Union.</p>	<p>Employees... Edmonton, Alta ..</p>	<p>125 dir.....</p>	<p>Concerning wages.....</p>	<p>In this case, while the employers did not refuse consent to the establishment of a Board upon the advice of the employees' representative to the matter was left in abeyance pending further direct negotiations looking towards a settlement.</p>
<p>Feb. 1920</p>	<p>21. Various firms, members of the General Cartage and Warehousemen's Association of British Columbia, Vancouver, B.C., and their employees, being members of Local No. 655, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers.</p>	<p>Employees... Vancouver, B.C....</p>	<p>350 dir..... 900 indiv.</p>	<p>Concerning wages.....</p>	<p>Consent to the establishment of a Board was refused by the employers. Further negotiations, however, resulted in the appointment of the Rev. W. H. Vance, as a Commissioner, under the Inquiries Act, to investigate and advise with regard to the dispute. His report was accompanied by advice from both parties to the dispute that his findings were acceptable and adjustment would be made accordingly.</p>
<p>Feb. 1920</p>	<p>25. The Canadian Fish and Cold Storage Company, Prince Rupert, B.C., and certain of their employees, being fish packers.</p>	<p>Employer... Prince Rupert, B.C.</p>	<p>.....</p>	<p>Concerning wages.....</p>	<p>Proceedings unfinished at end of fiscal year.</p>

### III. FAIR WAGES

The Fair Wages Branch of the department has to do with the administration of the fair wages policy of the Dominion Government, which is based on a resolution of the House of Commons adopted in 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.”

Additional force was given to the fair wages resolution in the revision of the Railway Act in 1903, by the insertion in that statute of a section requiring the payment of current rates of wages to all workmen engaged in the construction of any line of railway towards which the Parliament of Canada has voted financial aid by way of subsidy or guarantee.

An Order in Council was adopted on August 30, 1907, “to more effectively further the purpose of the fair wages resolution of the House of Commons of Canada, of March, 1900,” by the insertion of the following clauses in all Government contracts to which the said resolution applies:—

“1. Contractors shall post in a conspicuous place on the public works under construction, the schedule of wages inserted in their contracts for the protection of the workmen employed.

“2. Contractors shall keep a record of payments made to workmen in their employ, the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.”

In connection with proposed works of construction a fair wages schedule setting forth the minimum wage rates and the hours of labour to be observed is prepared in advance and embodied in the contract. The practice is to prepare these schedules as they are required. For this purpose one of the fair wage officers of the department usually visits the locality in which the work is to be performed and ascertains, by inquiry from both employers and workmen, the scale of remuneration and the hours of labour generally prevailing in the district for the various classes of labour required.

In other cases a general clause is inserted in the contract, the terms of which are 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, and if there is no current rate in such district, then a fair and reasonable rate, and shall not be required to work for longer hours than those

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fixed by the custom of the trade in the district where the work is carried on, except for the protection of life or property, or in the case of other emergencies. In the event of a dispute arising as to what is the current or a fair and reasonable rate of wages or what are the current hours fixed by the custom of the trade it shall be determined by the Minister of Labour, whose decision shall be final.

These conditions shall extend and apply to moneys payable for the use or hire of horses or teams, and the persons entitled to payment for the use or hire of horses or teams shall have the like right in respect of moneys owing to them as if such moneys were payable to them in respect of wages.

In the event of default being made in payment of any money owing in respect of wages of any mechanic, labourer or other person employed on the said work, and if a claim therefor is filed in the office of the Minister of... and proof thereof satisfactory to the minister is furnished, the minister may pay such claim out of any moneys at any time payable by His Majesty under such contract and the amounts so paid shall be deemed payments to the company.

The company shall post in a conspicuous place on the works under construction the general clause above mentioned for the protection of the workmen employed.

The company shall keep a record of payments made to workmen in its employ, and the books or documents containing such record shall be open for inspection by the fair wages officers of the Government at any time it may be expedient to the Minister of Labour to have the same inspected.

Fair wage conditions are also inserted in contracts for the manufacture of certain classes of government supplies, and in contracts for all railway construction to which the Dominion Government has granted financial aid, either by way of subsidy or guarantee.

The Department of Labour is also frequently consulted by other departments of the Government regarding the wage rates to be observed in connection with work undertaken on the day labour plan.

The number of fair wages schedules prepared by the Department of Labour during the year 1919-20 for insertion in Government contracts was 131. There were divided among the different departments of the Government as follows: Public Works, 106; Railways and Canals, 16; Militia and Defence, 2; and Marine and Fisheries, 7.

Fair wages conditions were also inserted in a number of contracts connected with the manufacture of military supplies and materials to the order of the Dominion Government.

## TABLES RELATING TO FAIR WAGES SCHEDULES

The following tables relate to fair wages schedules prepared by the officers of the department during the fiscal year 1919-20, and show the different departments controlling the contracts concerned and the locality and value of the contract:—

FAIR WAGES SCHEDULES prepared for the Department of Public Works, 1919-20, showing the name of the locality concerned, etc.

Nature of work	Locality	Date schedule supplied by department	Date of contract	Amount of contract	Issue of Labour Gazette in which schedule published
Proposed reinforcing block to breakwater	Sandy Cove, Digby Co., N. S.	April 4, 1919	June 18, 1919	\$4,900 00	Vol. XIX
Proposed reconstruction of wharf	Thessalon, Algoma Dist., Ont.	April 7, 1919	Aug. 8, 1919	Unit prices	844
Proposed wharf	Connaught Station, Hurleybury Dist., Ont.	April 9, 1919	No contract	Day labour	XIX
Proposed ice-breakers	Richmond, Que.	April 14, 1919	June 24, 1919	Schedule rates	844
Reconstruction of wharf (ferriwork)	Nagouc, Stanstead Co., Que.	April 16, 1919	June 24, 1919	Schedule rates	XIX
Revetment wall	Port William, Ont.	April 19, 1919	July 2, 1919	Schedule rates	XIX
Repairs to temporary breakwater (pilework)	Port Arthur, Ont.	April 30, 1919	June 27, 1919	Schedule rates	XIX
Extension to breakwater	Partridge Island, St. John, N. B.	May 1, 1919	July 26, 1919	Unit prices	968
Protective works	Base Point, Port Arthur, Ont.	May 1, 1919	No contract	Unit prices	968
Reconstruction of wharf and approach	Nielsen Island, Fraser River, B.C.	May 1, 1919	No contract	Schedule rates	XIX
Breakwater	St. Ignace de Loyola, Nord. Co. of Berthier, Que.	May 1, 1919	July 24, 1919	Schedule rates	907
Wharf extension	Petit Rocher, Gloucester Co., N. B.	May 1, 1919	No contract	Schedule rates	XIX
Repairs to wharf	Spuy Bay (Josy), Halifax Co., N. S.	May 5, 1919	July 20, 1919	Schedule rates	1506
Repairs to wharf	Boisdale, Cape Breton Co., N. S.	May 5, 1919	Nov. 10, 1919	Schedule rates	XIX
Repairs to breakwater	St. Michael de Bellechasse, Bellechasse Co., Que.	May 9, 1919	Sept. 2, 1919	Schedule rates	XIX
Reconstruction of Parliament Buildings	Half Moon Bay, Comox-Atlin District, B.C.	May 10, 1919	July 25, 1919	Unit prices	1235
Repairs to wharf	Devil's Island, Halifax Co., N. S.	May 13, 1919	Revised schedule	Unit prices	XIX
Building trades in connection with alterations and additions to public building	Ortawa, Ont.	May 13, 1919	No contract	Day labour	967
Repairs to wharf	Moncton, N. B.	May 13, 1919	No contract	Schedule rates	XIX
Repairs to wharf	Fort Williams, Que.	May 17, 1919	July 15, 1919	Schedule rates	967
Repairs to wharf	Port Colborne, Welland Co., Ont.	May 17, 1919	July 24, 1919	Schedule rates	XIX
Renovals to Government wharves	Port Hope, Durham Co., Ont.	May 17, 1919	Aug. 6, 1919	Unit prices	1086
Repairs to south pier	Midland, Simcoe Co., Ont.	May 19, 1919	July 16, 1919	Schedule rates	XIX
Office building, Forestry Branch	Burlington Channel, Wentworth Co., Ont.	May 19, 1919	Nov. 21, 1919	Schedule rates	1506
	Indian Head, Sask.	May 19, 1919	Nov. 21, 1919	and for additional excavation per cu. yd. \$1.50, and for additional concrete, including forms, per cu. yd.,	
Proposed breakwater	Scotch Cove, White Point, N. S.	May 19, 1919	Dec. 22, 1919	Schedule rates	178
Reconstruction of east pier of eastern entrance	Toronto Harbour, Toronto, Ont.	May 23, 1919	Sept. 9, 1919	Schedule rates	1235
Stone rip-rap along LaSalle Highway	Kingston, Ont.	May 26, 1919	July 15, 1919	Schedule rates	967
Repairs to wharf	Comox, Comox-Alberni District, B.C.	May 30, 1919	Aug. 9, 1919	Unit prices	1087
Repairs to wharf	Berthier (en bas), Montserrat Co., Que.	May 30, 1919	Sept. 20, 1919	Unit prices	1235
Repairs to wharf	Sidney, Robert's Bay, and Stanichron, B.C.	June 2, 1919	Sept. 3, 1919	Schedule rates	1235
Repairs to wharf	Oak Point, King's Co., N. B.	June 2, 1919	No contract	Schedule rates	XIX
Postal station "B"	Hamilton, Ont.	June 2, 1919	Aug. 4, 1919	\$36,650 00 and unit prices for additional excavation work.	1086
Public wharf	Okeanagan Dist., Yale, B.C.	June 4, 1919	Sept. 26, 1919	Schedule rates	1344
Additions to wharf and dredging	Powell River, Comox-Alberni Dist., B.C.	June 4, 1919	Feb. 7, 1920	Schedule rates	345
Congruation of a landing float and approach	Pt. Essington, Skeena Dist., B.C.	June 5, 1919	Nov. 5, 1919	Schedule rates	1505

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Proposed wharf.....	Cornwall, Stormont Co., Ont.	June 13, 1919	No contract.		
Certain trades.....	Rimouski, Que.	June 16, 1919	No contract.		
Reconstruction of wharf.....	Ste. Anne de Beaupre, Montmorency Co., Que.	June 16, 1919	Oct. 10, 1919	XIX	1344
Proposed repairs to breakwater.....	Shipping Gully, Gloucester Co., N. B.	June 16, 1919	Sept. 27, 1919	XIX	1344
Construction of wharf.....	Anse-aux-Cassons, Bonaventure Co., Que.	June 17, 1919	No contract.		
Extension of eastern wharf.....	Grosse Isle, Quarantine Station, Montmorency Co., Que.	June 18, 1919	No contract.		
Reconstruction of portion of breakwater.....	Pt. Blain, Bruce Co., Ont.	June 19, 1919	Sept. 2, 1919	XIX	1235
Proposed wharf.....	Stewart, Skeena Dist., B.C.	June 20, 1919	No contract.		
Proposed crib wharf.....	Dauphin River, Selkirk, Man.	July 2, 1919	No contract.		
Public building.....	Toronto, Ont.	July 9, 1919	No contract.		
Public building.....	Calgary, Alta.	July 9, 1919	No contract.		
Proposed repairs to wharf.....	Pointe Pizeau (Sillery), Quebec Co., Que.	July 12, 1919	Oct. 20, 1919	XIX	1344
Bont harbour.....	North Lake, King's Co., P. E. I.	July 12, 1919	Sept. 23, 1919	XIX	1235
Repairs to wharf.....	St. Jean D'Orleans, Montmorency Co., Que.	July 21, 1919	Nov. 26, 1919	XX	75
Reconstruction of eastern breakwater.....	Quaco, St. John Co., N. B.	July 23, 1919	No contract.		
Reconstruction of breakwater.....	Petit Roehar, Gloucester Co., N. B.	July 25, 1919	Dec. 2, 1919		
Repairs to landing pier.....	Point aux Trembles, Portneuf Co., Que.	Aug. 1, 1919	No contract.		
Repairs and renewals to wharf.....	Meteglan, Digby Co., N. S.	Aug. 1, 1919	Nov. 10, 1919	XIX	1505
Proposed renewal to wharf.....	Depot Harbour, Parry Island Dist., Ont.	Aug. 1, 1919	Oct. 3, 1919	XIX	1344
Construction of wharf.....	Le Pas, Man.	Aug. 2, 1919	Nov. 1, 1919	XX	178
Extension to wharf.....	Saber Island, N. S.	Aug. 2, 1919	No contract.		
Repairs and reconstruction of wharf.....	Ste. Famille, Island of Orleans, Que.	Aug. 6, 1919	No contract.		
Proposed repairs to wharf.....	St. Laurent d'Orleans, Que.	Aug. 6, 1919	Oct. 31, 1919		
Extension to wharf.....	Notre Dame des Septs, Douleurs, Que.	Aug. 6, 1919	Nov. 6, 1919		
Proposed repairs to breakwater.....	Little Brook, Digby Co., N. S.	Aug. 14, 1919	Nov. 11, 1919	XIX	1505
Proposed wharf.....	Indian Island, Charlotte Co., N. B.	Aug. 22, 1919	No contract.		
Proposed wharf.....	Mass River, Colchester Co., N. S.	Sept. 3, 1919	No contract.		
Proposed grain conveyor.....	West St. John, N. B.	Sept. 3, 1919	Mar. 2, 1920		
Proposed repairs to wharf.....	St. Francois du Sud, I. O., Montmorency Co., Que.	Sept. 4, 1919	No contract.		
Repairs to bridge.....	Shallmouth, Man.	Sept. 4, 1919	No contract.		
Construction of pile wharf.....	Hecla, Man.	Sept. 4, 1919	No contract.		
Proposed reconstruction of breakwater.....	Collingwood, Ont.	Sept. 11, 1919	Feb. 27, 1920		
Proposed repairs to pier.....	Cobourg, Ont.	Sept. 17, 1919	No contract.		
Bridge abutments.....	River St. Louis, Que.	Sept. 18, 1919	Dec. 9, 1919	XX	75
Proposed public floating wharf.....	Parroll's Landing, Kootenay Dist., B. C.	Sept. 18, 1919	No contract.		
Flooding wharf.....	Peace River, Kootenay Dist., B. C.	Sept. 18, 1919	No contract.		
Construction of floating wharf.....	Outlet Creek, Kootenay Dist., B. C.	Sept. 18, 1919	No contract.		
Construction of wharf.....	So. Gabriola Island, B. C.	Sept. 18, 1919	No contract.		
Reconstruction and repairs to wharf.....	Sored, Richelieu Co., Que.	Sept. 19, 1919	Dec. 9, 1919	XX	76
Proposed breakwater protection.....	Toronto Island, York Co., Ont.	Sept. 19, 1919	No contract.		
Proposed grain conveyor system at Berth No. 15.....	St. John Harbour, N. B.	Sept. 22, 1919	No contract.		
Main breakwater.....	Meteglan, Digby Co., N. S.	Sept. 26, 1919	Mar. 26, 1920		
Repairs to shore protection.....	Three Fatious Harbour, Halifax Co., N. S.	Oct. 1, 1919	No contract.		
Construction of floating wharf.....	Fauquier, Kootenay Dist., B. C.	Oct. 6, 1919	No contract.		
Construction of floating wharf.....	Graham Landing, B. C.	Oct. 6, 1919	No contract.		

Schedule rates.....  
 Unit prices, approximately \$11,753.60

Schedule rates.....  
 Unit prices, approximately \$1,900.00

Schedule rates.....  
 Unit prices, approximately \$36,351.00

Schedule rates.....  
 Unit prices, approximately \$19,042.97

Schedule rates.....  
 Unit prices, approximately \$41,972.75

Schedule rates.....  
 Unit prices, approximately \$1,900.00

Schedule rates.....  
 Unit prices, approximately \$11,753.60

FAIR WAGES SCHEDULES prepared for the Department of Public Works, 1919-20, showing the name of the locality concerned, etc.—*Con.*

Nature of work	Locality	Date schedule supplied by department	Date of contract	Amount of contract	Issue of <i>Labour Gazette</i> in which schedule published
					Vol. Page
Proposed bridge over Bow River.	Banff, Alta.	Oct. 10, 1919		Agreement for structural steel, approximately \$73,886. Award of contract under way for substructure, roadways, etc., \$109,500.	
Repairs to wharf.	Cambell River, Dist. of Comox-Atlin, B.C.	Oct. 10, 1919	No contract		
Wharf and warehouse.	Kagawong, Manitoulin Island, Dist. of Algoma East, Ont.	Oct. 10, 1919	No contract		
Reconstruction of wharf.	Owen Sound, Grey Co., Ont.	Oct. 10, 1919	No contract		
Reconstruction of wharf.	Ushawia, Ont.	Oct. 18, 1919	No contract		
Reconstruction of breakwater.	No. Ingonish, N.S.	Oct. 21, 1919	No contract		
Construction of floating wharf.	Boswell, Kootenay Dist., B.C.	Oct. 22, 1919	No contract		
Proposed repairs to wharf.	Burnfield, Comox-Atlin Dist., B.C.	Oct. 25, 1919	Mar. 25, 1920	Advance of 10% on unit prices.	XX
Proposed repairs to wharf.	Uchuelot, Comox-Atlin Dist., B.C.	Oct. 25, 1919	Mar. 26, 1920	Schedule rates.	XX
Proposed new float and changing the position of the existing float.	Port Alberni, B.C.	Nov. 14, 1919	No contract	Day labour.	
Repairs to the coal wharf at Quarantine Station.	William Head, B.C.	Nov. 18, 1919	Mar. 20, 1920	Unit prices approximately \$4,981.18.	
Extension to wharf.	Kemora, Ont.	Nov. 18, 1919	No contract	Day labour.	
Construction of wharf.	Shenacadie, N.S.	Dec. 19, 1919	No contract		
Construction of wharf.	Portimore, Hull Co., Que.	Dec. 27, 1919	No contract		
Proposed wharf and dredging.	Sydney, Cape Breton, N.S.	Jan. 17, 1920	No contract		
Construction of wharf.	St. Etienne de Malabar, Co. of Charlevoix, Que.	Jan. 24, 1920	No contract		
Construction of wharf.	Nahum, Yale Dist., B.C.	Jan. 24, 1920	No contract		
Construction of wharf.	Ridout, Bay, Kenora, Ont., Dist. of Port Arthur and Kenora.	Jan. 26, 1920	No contract		
Construction of bridge.	Edmunston, N.B.	Feb. 17, 1920	No contract		
Rebuilding wharf.	Little Current, Ont.	Feb. 27, 1920	No contract		
Certain triches.	Ottawa, Ont.	Mar. 2, 1920	No contract		
Construction of wharf.	Coveau Bay, Nanaimo Dist., B.C.	Mar. 3, 1920	No contract		
Construction of wharf at	Island Hill, B.C.	Mar. 5, 1920	No contract		
Reconstruction of wharf at	Moosebay Island, Dist. of Nanaimo, B.C.	Mar. 9, 1920	No contract		
Extension to breakwater.	Thessalon, Algoma Dist., Ont.	Mar. 17, 1920	No contract		
Reconstruction and extension to wharf and dredging of dock.	Pt. Hood, Inverness Co., N.S.	Mar. 27, 1920	No contract		

## FAIR WAGES SCHEDULES prepared for the Department of Railways and Canals, 1919-20, showing the name of the locality concerned, etc.

Interlocker plant.	Villeroy, Que.	April 10, 1919	No contract		
Homodelling and erecting of an old deck plate girder span over.	Trent Canal, Washago, Ont.	April 11, 1919	Aug. 27, 1919	107½c. per lb.	XIX

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Rebuilding lower entrance pier, Lock No. 25.....	Galops Canal, Ont.	May 17, 1919	July 8, 1919	Schedule rates.....	XIX	968
Dredging on Ontario-Rice Lake Division.....	Trent Canal, Ont.	June 2, 1919	Aug. 27, 1919	\$11 per hr.....	XIX	1088
Supply and delivery of sand for season of 1919.....	Welland Ship Canal, Ont.	June 16, 1919	Sept. 16, 1919	63 c. per cu. yd.....	XIX	1236
Rebuilding and extending wharf on Lake Huron level.....	Cornwall Canal, Ont.	July 18, 1919	Sept. 19, 1919	Schedule rates.....	XIX	1236
Rebuilding upper entrance to Lock No. 18.....	Welland Canal, Ont.	Aug. 1, 1919	No contract.	Schedule rates.....	XX	77
Improving north pier at upper entrance.....	Farran's Point Canal, Ont.	Aug. 1, 1919	Dec. 24, 1919	Schedule rates.....	XIX	1236
Rebuilding north pier at upper entrance.....	Welland Canal, Dunville, Ont.	Aug. 1, 1919	Sept. 26, 1919	Schedule rates.....	XX	77
Driving close tongued and grooved piling below dam across Grand River.....	Thorold and Port Colborne on Welland Canal, Ont.	Aug. 18, 1919	Dec. 3, 1919	Schedule rates.....	XX	77
Placing stone protection on summit level between.....	Port Colborne, Ont.	Sept. 2, 1919	No contract.	Schedule rates.....	XX	1344
Construction of new concrete lock and dam.....	Trent Canal, Bobeaygeon, Ont.	Sept. 5, 1919	Dec. 12, 1919	Schedule rates.....	XIX	1344
Repairs and reconstruction of Government grain elevator.....	Port Colborne, Ont.	Sept. 17, 1919	Oct. 21, 1919	Cost plus.....		
Reconstruction of east entrance pier.....	Port Matfield, Ont.	Oct. 8, 1919	No contract.			
Supplying and erecting long span reinforced gypsum roof block on roods of main and storage buildings of Government grain elevator.....	Port Colborne, Ont.	Dec. 6, 1919	Jan. 5, 1920	\$13,135.00	XX	178
Construction of concrete dam.....	Trent Canal, Lakefield, Ont.	Jan. 8, 1920	Mar. 3, 1920	Schedule rates.....	XX	642

FAIR WAGES SCHEDULES prepared by the Department of Militia and Defence, 1919-20, showing the name of the locality concerned, etc.

Building trades.....	Toronto, Ont.	May 23, 1919	No contract.	Day labour.....	
Restoration of St. John Armoury.....	St. John, N.B.	Jan. 24, 1920	No contract.	Day labour.....	

FAIR WAGES SCHEDULES prepared for the Department of Marine and Fisheries, 1919-20, showing the name of the locality concerned, etc.

Erection of a reinforced concrete tower fog alarm building and dwelling combined, vicinity of.....	Triple Island, Brown Passage, B.C.	May 25, 1919	Aug. 5, 1919	\$33,500.00	
Erection of a fog-alarm building.....	Lettie Passage, Charlotte Co., N.B.	May 25, 1919	July 26, 1919	\$ 3,470.00	
Wooden dwelling, vicinity of.....	Pictou Bar, Pictou Co., N.S.	May 26, 1919	Aug. 8, 1919	\$ 3,425.00	
Store shed on new depot site.....	Victoria, B.C.	July 22, 1919	May 7, 1919	\$ 3,987.00	
Fog-alarm building.....	Guion Island, Co. of Cape Breton, N.S.	July 12, 1919	No contract.		
Erection and repairs of pile beacons.....	Walpole Island, St. Claire River, Ont.	July 24, 1919	Sept. 20, 1919	\$ 765.00	
Erection of a fog-alarm building, vicinity of.....	Otter Island, Ont.	Mar. 31, 1920	No contract.		

SCHEDULES BY PROVINCES.—Table showing, by Provinces, the Fair Wages Schedules prepared, 1919-20

Department of Government	Nova Scotia	New Brunswick	Prince Edward Island	Quebec	Ontario	Manitoba	Saskatchewan and Alberta	British Columbia	Total
Public Works.....	15	11	1	22	28	4	3	22	106
Railways and Canals.....				2	14				16
Militia and Defence.....		1			1				2
Naval Service.....									
Marine and Fisheries.....	2	1			2			2	7
Interior.....									
Total.....	17	13	1	24	45	4	3	24	131



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TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1920.

Complaint received	Locality and public work	Department affected.	Subject of investigation	Disposition
April 3, 1919	Kingston, Ont. Sydenham Hospital.	Public Works	Alleged infringements of fair wages agreement in respect of carpenters, joiners, plumbers and steamfitters.	Investigation by the Department of Labour showed that the complaints were well founded and the matter was referred to the Department of Public Works for attention. Advice was later received that instructions had been given that the current rate of the district should be paid.
April 10, 1919	Parry Sound District, Ont. Railway Construction.	Railways and Canals.	Alleged that carpenters were not being paid the current rate of wages in connection with the construction of certain track.	This matter was taken up with the management of the Canadian National Railways, who advised that the current rate of the district was being paid to carpenters, but that the complainants were not performing regular carpentry work.
April 23, 1919	Evansville, N.S. Railway Construction.	Railways and Canals.	Alleged that a carpenter was not paid the rate of wages agreed upon by contractor.	This matter was referred to the Department of Railways and Canals, which department later advised that the complainant had been assigned to work on a branch line and that this workman had been paid the current rate of the district.
April 23, 1919	Ottawa, Ont.	Public Works.	Alleged that ornamental wood carving was being done by labourers brought in from other countries, that wages paid to engineers was not in accord with the custom of the trade in Ottawa; also demand from contractors that they be reimbursed an additional amount to cover increased wages granted.	These matters were investigated by an officer of the Department of Labour and recommendations concerning the same were made to the Department of Public Works. Revisions of schedules and other adjustments were made which disposed of the various questions in dispute.
May 6, 1919	Lindsay, Ont.	Militia and Defence.	Demand for eight-hour day instead of nine at Lindsay Arsenal and nine-hour, day instead of ten at Quebec Arsenal, without reduction of wages.	Officers of the Department of Labour visited the localities and their investigations showed that the employees' demands appeared to be well founded. Recommendations were made to the Department of Militia and Defence.
June 4, 1919	Quebec, Que.		Alleged that the working hours had been reduced as requested without a reduction in wages, and that the individual claims of certain employees be granted.	It was determined that the working hours had been reduced as requested without a reduction in wages, and that the individual claims of certain employees be granted.
July 15, 1919	St. John, N.B. Courtney Bay, Harbour Works.	Public Works.	Alleged that contractors were not paying the current rate of wages; that blacksmiths, machinists, ear repairers, locomotive engine drivers and labourers were required to work excessive hours; also discrimination against union employees and unsatisfactory working conditions.	Certain of these matters were referred to the Department of Public Works for adjustment, but later an officer of the Department visited the locality and upon his advice an application was made for a Board of Conciliation and Investigation to be appointed under the Industrial Disputes Investigation Act, 1907. A Board was established and the findings of this Board formed the basis of a settlement which disposed of matters in dispute.
May 12, 1919	St. Malo, Que. Railway Construction.	Railways and Canals.	Alleged that a low rate of wages had been paid to a workman in connection with the laying of certain track.	This matter was taken up with the Department of Railways and Canals, who advised that investigation had shown that the rate paid this workman was in accordance with that specified by agreement for the class of work performed by him.
May 30, 1919	Vanouver Island, B.C. Railway Construction.	Railways and Canals.	Alleged that inadequate wages were being paid to bridge and structural iron workers.	This matter was referred to the management of the Canadian National Railways, who advised that although this work did not come within the direct jurisdiction of that railway the claim would be investigated and efforts made towards a satisfactory adjustment.
June 16, 1919	Lessville, Ont. Terminal Station.	Railways and Canals.	Alleged that plumbers and steamfitters were not receiving the current rate of wages.	This matter was taken up with the Department of Railways and Canals, who advised that arrangements had been made for payment of increased wages.

TABLE of Fair Wages Complaints on Government Works and Disposition thereof during the fiscal year ending March 31, 1920.—*Con.*

Complaint received	Locality and public work	Department affected	Subject of investigation	Disposition.
July 4, 1919	Halifax, N.S. Military Hospital.	Public Works.	Demand by plumbers and steamfitters for union rate of wages.	Investigation by a fair wages officer of the Department indicated that this claim was not justified.
July 4, 1919	Halifax, N.S. Railway Station.	Railways and Canals.	Alleged that a low rate of wages was being paid to plumbers and steamfitters, also that these men were being required to work longer than the eight hours per day specified by agreement.	Investigation by a fair wages officer of the Department indicated that no violation of the contract had occurred.
July 15, 1919	(Kingston, Ont. Royal Military College.	Public Works.	Alleged that a low rate of wages was being paid to carpenters.	Investigation by an officer of the Department of Labour showed this claim to be well founded. This information was transmitted to the Department of Public Works, and advice was later received that this matter had been adjusted.
Aug. 2, 1919	Sydney Mines, N.S. Railway Contract.	Railways and Canals.	Alleged that the work of laying new cement sidewalk to a water tank on the Canadian Government Railways was being performed at a lower rate of wages than that specified in the fair wages schedule.	This matter was taken up with the Department of Railways and Canals, who advised that investigation showed that the claim was not well founded.
Sept. 17, 1919	Burlington, Ont. Revêtement Wall.	Public Works.	Alleged that contractors were not paying the prevailing rates of wages to various classes of labour.	Inquiry by the Department of Labour showed that the claim was well founded. The matter was referred to the Department of Public Works and it is understood satisfactory adjustments were made.
Oct. 1, 1919	Brandon, Man. Remodelling buildings.	Royal Northwest Mounted Police.	Alleged that low rates of wages were being paid by contractors in remodelling old buildings.	This matter was taken up with the Department of Mounted Police, who advised that although this contract did not contain a fair wages schedule it was the desire that current wages should be paid and that adjustments would be made accordingly.
Oct. 18, 1919	St. John, N.B. Partridge Island, Detention Camp.	Public Works.	Alleged that a carpenter had not received the current rate of wages for the class of work he performed.	The matter was referred to the Department of Public Works, and a settlement of the claim was made.
Oct. 20, 1919	Halifax, N.S. Government work.	Public Works.	Alleged that certain marine engineers in the Government service were being paid lower rates of wages than were paid on ships in ordinary commercial service.	This matter was referred to the Department of Public Works, who later advised that increased wages had been granted.
Nov. 4, 1919	Hillside, Sask. Waukegan, Ont. Mail Contracts.	Post Office.	Alleged that contracts made for the carrying of mail did not provide for a fair and reasonable remuneration.	This matter was referred to the Post Office Department who advised that the claims were not well founded, the contracts having been let by tenders from the individual carriers.
Nov. 29, 1919	Brandon, Man. Government work.	Agriculture.	Alleged non-payment of the contract rate of wages to a painter.	This matter was taken up with the Department of Agriculture, who advised that the work performed by this workman was not such as called for a higher rate of wages than was paid him.

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Railways and Canals. Alleged that low rates of wages were being paid to crews on vessels operated by the Canadian Government Marine, Ltd., on the Pacific Coast.

Railways and Canals. Investigation by the Department of Labour, showed that these vessels were being operated for the Canadian National Railways under the direction of the Department of Railways and Canals, and the matter was, therefore, referred to the latter Department for attention. Advice was later received from the Department of Railways and Canals that the matter had been taken up with the Canadian National Railways, who advised that no writ of disintermination had occurred but that steps would be taken to bring about a satisfactory adjustment.

Railways and Canals. Alleged that carpenters were not receiving the current rate of wages.

Railways and Canals. The matter was referred to the Department of Railways and Canals for investigation and adjustment.

Feb. 25, 1920 Vancouver, B.C.  
Government work.

Mar. 6, 1920 Saskatoon, Sask.  
Railway offices and freight sheds.

#### IV. REPORT OF THE DIRECTOR OF COAL OPERATIONS

The second annual report of the Director of Coal Operations in those portions of Alberta and southeastern British Columbia comprised in District 18 of the United Mine Workers of America, covering the period from March 31, 1919, to March 31, 1920, is of unusual interest as covering a period during which a severe struggle developed between the United Mine Workers of America, the trades union organization to which a majority of the miners in the district had for several years belonged, and the One Big Union, the new organization established early in the year in Western Canada.

It will be remembered that the position of Director of Coal Operations was created as a result of the disturbed condition in the area in question, a condition continuing in a greater or less degree during the later months of 1916 and throughout the winter of 1916-17, and culminating in a strike on an extended scale in the spring of 1917. The procedure was taken under the War Measures Act, and the regulations made gave the Director of Coal Operations authority within the said district to supervise and direct the operations of the mines, including the fixation of the rate of wages and general conditions of labour; authority was also given the director to fix prices of coal so as to reimburse operators for any increase in cost of production. Mr. W. H. Armstrong, of Vancouver, at the request of the Prime Minister of Canada, accepted the position of Director of Coal Operations and assumed his duties on June 22, 1917. The work of the director down to the close of the fiscal year 1918-19 was included in the last annual report of the department. It should be noted that Mr. F. E. Harrison, one of the Fair Wages Officers of the department, was appointed, in addition to carrying on his other duties, as assistant to the Director of Coal Operations, and in that capacity has rendered valuable work.

It should be added that the uncertain industrial conditions prevailing in District 18 at the end of the fiscal year caused the development of the view on the part of both operators and workers that the directorship of the region should be continued if possible beyond the date when it would naturally lapse, that is, with the cessation of the life of the War Measures Act. Looking somewhat beyond the close of the fiscal year it may be said that it became apparent that for public reasons also it would be desirable to continue the authority of the Director of Coal Operations, and a measure was accordingly enacted continuing the director's powers and authority until "the end of the next session of Parliament"; also validating various orders which had been made by the director.

During the month of April, 1919, conferences were held between representatives of the Western Coal Operators' Association and the United Mine Workers of America of District 18, at the request of the latter, for the purpose of arranging for the continuance of the 1917 agreement, until the International Policy Committee of the union had formulated the basis of a new agreement. The Joint Conference met at Calgary on April 9. President Christophers, representing the miners, stated the purpose of the conference, but said that before discussing the extension of the agreement he would like to have an explanation of the rates of wages paid to the surface men at the mines in southeastern British Columbia. He explained that the legislature of that province had recently passed a law bringing into force an eight-hour day. He referred to Order No. 123 of the Director of Coal Operations, which provided that the rate of wages to be paid, where by law the hours of work will differ from that provided in the tentative agreement, should be in proportion to that enumerated in said agreement; as for example—where the hours of work specified are nine hours and by statute have been changed to eight hours, the rate would be eight-ninths of

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that specified. Mr. Christophers stated that this order was not satisfactory to the miners since, as he claimed, in some instances it reduced the earning power of the men, which was contrary to the policy of the international organization.

At a further conference on April 15, President Christophers again stated that the miners objected to the adjustment under Order No. 123 of the following day wage classifications: fan men, water tenders and fan firemen formerly working eleven hours, breaker oiler and tippie oiler working ten hours. The Director of Coal Operations advised the conference that he was prepared to amend Order No. 123 by substituting a new order, No. 124, providing, (1) that the present rates as outlined in the tentative agreement for an eight-hour work day shall remain as at present, (2) that the present rates covering a nine-hour work day shall be made to apply to an eight-hour work day, (3) that the present rates covering ten and eleven hour work days shall be adjusted on the basis of nine hours' pay for eight hours' work. The amended order did not meet with the approval of the miners' representatives, and on April 25 the Policy Committee of District 18 applied for the appointment of a committee of six, composed of two members appointed by the Director of Coal Operations, two by the Western Coal Operators' Association and two by District 18, U.M.W. of A., for the purpose of investigating the working conditions and rates of wages of employees of the Crow's Nest Pass Coal Company and the Corbin Coal Company, who were formerly employed ten and eleven hours per day.

Conferences were held between representatives of the Director of Coal Operations and of the union, but on May 2, while negotiations were in progress, the employees of the Bankhead Mines of the Canadian Pacific Railway Company ceased work. The men's representatives complained that a few employees who formerly worked ten and eleven hours were receiving wages on the basis of nine hours' pay for eight hours' work, and they demanded for eight hours' work the wages formerly paid for ten and eleven hours. At a mass meeting of the strikers the men decided to resume work immediately provided the Director of Coal Operations agreed to hold an investigation regarding Order No. 124. The director promised to consider this request on his return to Calgary. President Christophers, however, threatened on May 6 to summon the Policy Committee on the following day in order to declare a general strike if he did not receive assurance that the investigation requested would be held. He also stated that if the strike was declared the union would draw all fires in all the mines throughout the district. The Director of Coal Operations referred the demand to the Minister of Labour, who replied by telegram that recognition and acceptance of the director's recent order by all parties was necessary if the Government supervision in District 18 was to be of any use. The director was assured that the Government would require compliance with his orders and unless this was done they would have to accept full responsibility for any action they might otherwise take.

On May 9 the Policy Committee of District 18 passed a resolution calling for a strike vote of the miners of the district. On May 19 a conference was held at the office of the Director of Coal Operations, at which were present Messrs. W. H. Armstrong, F. E. Harrison and J. O. Jones representing the Department of Labour; President Christophers, Vice-President McFagan, and Secretary Brown, of District 18, International Representative Irvine and A. Suznar, member of the Policy Committee. President Christophers made a complaint concerning the application of Order No. 124 with regard to ashmen, stablemen, wipers and tippie oilers. Referring to ashmen it was pointed out that these men were removing extra ashes which accumulated in three hours when no men were on shift. With regard to stablemen at Michel it was claimed that the company had five men where they formerly employed four, but that the company was paying less for the five men than they had previously paid for the four. With regard to wipers it was claimed that their rate of wages under

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Order No. 124 was 52 cents per hour instead of 42 cents as formerly, and that an increase of 10 cents per hour made a reduction of  $4\frac{1}{2}$  cents per day. The hourly rate of fan firemen was increased from 47 to 55 cents. A statement was submitted by the Director of Coal Operations showing the alteration in wages under Order No. 124.

On May 20 various communications passed between the Director of Coal Operations and President Christophers with regard to the holding of an investigation into conditions and wages at the mines, but no agreement was reached as it was intimated that the men would not accept the findings of the commission unless their demands were conceded in full, and a proposal that the matter be referred to the international president of the union was also rejected by them. Finally the Director of Coal Operations received the following communication signed by the president and secretary of District 18:—

The membership of the district have by an overwhelming majority rejected Order No. 124 issued by you, which order provided for an extension of the present agreement. As no agreement now exists between your department and the district and unless some action is taken by your Department either to extend the present agreement or make a new one, all workers in and around the mines will be ordered to suspend operations at the hour of three on the afternoon of May the 25th. This will include the following classes of labour: engineers, firemen, fanmen, pumpmen and stablemen.

In reply to this communication the Director of Coal Operations pointed out that Order No. 124 had nothing to do with the extension of the tentative agreement, but dealt only with the matter of wages for outside employees, that Order No. 116 extending the tentative agreement was issued on request of members of District 18, and no objection had been received from the officers of the district with regard to it. He pointed out that the agreement was still in existence and the threat to call out all the workers was a direct contravention of the general terms of the agreement. A further threat to call out such employees as engineers, firemen, fanmen, pumpmen and stablemen would not only be a direct contravention of the general terms of the agreement but would be a violation of the clause providing that, in case of a suspension of mining, the engineers, firemen and pumpmen should not suspend work but should fully protect all the companies' property under their care. He repeated his offer to appoint a commission as requested provided the men's organization was willing to accept the findings of the commission. Subsequently the director stated that he was prepared to recommend to the Minister of Labour that a committee be appointed to investigate the matters under dispute and that no officers connected with the director's office would have anything to do with the investigation or its findings, providing that the men were willing to accept the findings of such a commission. President Christophers, however, continued to decline the proposal that he would accept the findings of such a commission, and issued orders for a general strike to take place on May 24, in which engineers, firemen, pumpmen, fanmen, lampmen and stablemen were included. On that date approximately 7,000 men in 47 collieries ceased work in District 18. Towards the end of June the secretary of District 18 approached the Director of Coal Operations regarding the question of a new agreement for this area and with a view to ending the strike. The Director of Coal Operations telegraphed to Mr. J. L. Lewis, Acting President of the United Mine Workers of America, asking what position the International Union would take towards the negotiation of a new contract for District 18. To this inquiry the following reply was received: "District 18 has never officially notified International Union of present strike or reasons therefor. No action of any character has been taken. International Union does not now make any request of Dominion Government looking towards new agreement." During these negotiations the Director of Coal Operations states that

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the officials in charge of District 18 displayed sympathy with the One Big Union movement, and inquiry was made of the officials of District 18 as to whether if an agreement were made it would be carried out by the U.M.W. of A. or by the One Big Union. To this inquiry the following reply was received:—

The Policy Committee was appointed at the regular convention of this district for the purpose of making a new agreement. We are prepared to enter into an agreement with the Western Coal Operators' Association and should to the best of our ability be prepared to carry out the agreement made during its life. It must, however, be distinctly understood that any agreement made by us will have to be submitted to a referendum vote of the membership, if the agreement so reached is ratified by the membership we have no reason to believe that it will not be carried out in its entirety. We are still a part and parcel of the International Union and as such the agreement would be made and carried to its logical conclusion.

On July 7, the following telegram was forwarded by the Director of Coal Operations to Acting President Lewis:—

Secretary District 18 has advised us that district is still part of International organization and is prepared to enter into negotiations for new agreement with Western Coal Operators notwithstanding fact that the membership of District has voted in favour of severance of relations with International. Policy Committee of District 18 have refused to accept an extension of present agreement in line with the policy of their International Union. If new agreement is negotiated what assurance can International furnish regarding the carrying out of said agreement in view of action of present officials in declaring strike without your sanction?

On July 16, the Director of Coal Operations was notified that the International Executive Board of the United Mine Workers of America had authorized the sending of a commission of three members of the Board to Canada in an effort to stabilize the situation in District 18. The commission was endowed with complete authority to put into effect any policy they might believe necessary. The International Commission arrived at Calgary on July 25, and three days later notified the Director of Coal Operations that the charter of District 18 had been revoked and the former district officials removed from office. It was further stated that efforts would be made immediately to reorganize this area under the jurisdiction of the United Mine Workers of America, and that the members of the commission would assume control of the affairs of the organization in this territory.

The Director of Coal Operations was notified that the commission were willing to recommend the miners to resume work upon the following conditions:—

(1) Acceptance of the existing agreement and all orders of the Director of Coal Operations to date.

(2) No discrimination to be shown against any employee over whom the United Mine Workers of America has jurisdiction.

(3) That negotiations for a new agreement will commence as soon as the International Convention of the United Mine Workers of America has met and formulated a policy. This territory to be granted the same privileges as other outlying districts affiliated with the International Union of the United Mine Workers of America in negotiating new contracts.

(4) That the non-suspension policy of the international organization will be in force and effect pending all negotiations.

On August 6, a joint conference was held between the members of the International Commission of the United Mine Workers of America and representatives of

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the Western Coal Operators' Association. The chairman of the commission asked for the co-operation of the coal operators in the effort to bring about a resumption of work. On August 14 the Director of Coal Operations issued the following statement:—

The aims of the One Big Union, as indicated by its constitution issued at the convention held in Calgary in June, are clearly in contravention of the provisions of the criminal code, which declares it to be an offence to belong to any organization which advocates force, confiscation of property without compensation, and the overthrow of constituted form of government.

Inasmuch as the One Big Union leaders have on various occasions openly advocated the use of these unlawful methods, and because they are not recognized by the international labour movement, they and their organization cannot be recognized or tolerated. The Mine Operators' Association and the United Mine Workers' organization are in complete accord on this point and their decision is fully endorsed by Mr. W. H. Armstrong, Fuel Director, on behalf of and with the approval of the Federal Department of Labour.

An agreement has been reached whereby individual mines will be opened on order of the Fuel Director, and such orders will be issued as soon as individual operators and the representatives of the United Mine Workers of America are in a position to start said mines as provided by existing agreements with that organization, and all orders issued by the Director of Coal Operations which are in effect, including Order No. 124 of April, 1919, together with the rights therein as to settlement and adjustments of disputes. The resumption of work in all the mines now depends upon the men themselves, who are guaranteed rates and conditions as set forth in the existing agreement and Order 124, which gave to the outside employees nine hours' pay for eight hours' work, and also Order 126, which has reference to new agreement.

Orders have been issued to-day for the reopening of sixteen mines in District 18.

In accordance with this statement, Order No. 126 was issued by the Director of Coal Operations, announcing that he had been advised by the international headquarters of the United Mine Workers of America that the charter of District 18 had been revoked and that a special commission had been placed in charge of this area. The employees at the sixteen mines which were enumerated in the order were directed to resume work upon the following basis:—

- (1) Acceptance of tentative agreement and all orders to date.
- (2) That negotiations for a new agreement will commence as soon as the international convention of the United Mine Workers of America has met and formulated a policy. This territory will be granted the same privileges as other outlying districts affiliated with the International Union of the United Mine Workers of America in negotiating new contracts.
- (3) That the non-suspension policy of the international organization will be in force and effect pending all negotiations.

Following the issuance of this order practically all the mines in District 18 opened for work. After the resumption of operations a number of complaints of alleged discrimination were forwarded to the Director of Coal Operations. Twenty-eight of such cases were investigated at the mines affected, and 20 men were reinstated.

Conditions throughout District 18 were quiet until the beginning of November, when supporters of the One Big Union again became very active with their propaganda. On November 15 a joint conference was held between the operators and representatives of the miners, at which the latter made a request for the installation



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of the closed shop. No agreement, however, was reached, and on November 26 the acting chairman of the International Commission of the United Mine Workers of America wrote to the Director of Coal Operations. The letter was in part as follows:—

Due to the discontent in the mining industry of District 18 after the recent strike of the miners here, and the failure of the miners to take advantage of the check-off which we have under the open shop contract here which resulted in a decrease in our membership to such an extent that it is seriously menacing the successful continuance of the tentative agreement here or the entering into, negotiating or forming a new contract.

Now after we had canvassed this situation very thoroughly in our judgment as representatives of the international organization of the United Mine Workers of America, we deemed it advisable, in order to prevent the possible shut down of a large part of the industry because of unreasonable demands that might be made by certain leaders here parading under different titles, to ask that a meeting of the Coal Operators' Association be held in Calgary November 15 for the purpose of considering the following requests, that all men working in and around the mines who are entitled to belong to the United Mine Workers of America be checked off for the same, and said check-off to be turned into the district office here in Calgary by the representatives of the coal companies, as this is the only possible method whereby we can prevent the said moneys that is due to district and international organizations from being used by local men for the purpose of propagating O.B.U. propaganda.

While we agree that this may to some extent interfere with the tentative agreement here, yet we feel that this is the only solution to a bad situation.

At the meeting which was held on the date set forth we failed to reach a satisfactory agreement and adjourned to meet on the 19th, at which time again we failed to agree, and adjourned on the 20th. . . . We regret very much that the coal operators and the mine workers' representatives were unable to find a solution for this entire question and must agree to submit to your office the entire problem for your consideration.

So far as we have been able to ascertain the operators are somewhat reluctant in putting into effect our request for fear that it would result in the closing down of a large number of the mines, and feel that an order issued from your office in compliance with our request would be in a larger measure respected and complied with than any agreement we may reach ourselves.

On the 10th of December a joint conference was held at Calgary between representatives of the Western Coal Operators' Association and the United Mine Workers of America, District 18, at which the latter made application for an advance of 14 per cent in wages and a closed shop. Negotiations were continued until the 18th, when the Honourable G. D. Robertson, Minister of Labour, arrived. After further conferences a mutual agreement was reached between the operators and the men. This contract was confirmed by an order of the Director of Coal Operations and read as follows:—

Subject to the approval of the Director of Coal Operations, by order, we, the undersigned, agree to the following temporary agreement entered into between the Western Coal Operators' Association of Canada and the United Mine Workers of America, through their representatives.

(1) It is hereby agreed that commencing December 1 all members of the United Mine Workers of America or those who hereafter become members of that organization and who are employed in or around the mines by members of the Western Coal Operators' Association shall be paid an increase of 14 per

cent, same to apply on prices and bonuses now paid to all classes of labour in such mines. This increase to temporarily remain in effect pending the investigation and negotiations which are now being conducted relative to mining conditions and wages in the competitive field of the United States.

(2) It is agreed that when negotiations are concluded in the competitive fields of the United States, that representatives of the Western Coal Operators' Association and the United Mine Workers of America shall be selected by each organization to meet in Calgary to formulate and negotiate an agreement to govern for a period of time which may be agreed upon by the representatives of the two associations and sanctioned by the Director of Coal Operations. The results of the investigation and negotiations in the United States to be taken into consideration in reaching a basis of agreement.

(3) It is further agreed that this contract is made and entered into for the sole use of the members of the United Mine Workers of America and the members of the Western Coal Operators' Association of Canada. All men who work in and around the mines who are eligible to become members of the United Mine Workers of America must join that organization and agree to sign check-off for all dues, assessments and fines, and the management of the mines agree to forward deductions made to the acting secretary of the district or such other persons as that official may designate.

NOTE.—The foregoing clause to become effective whenever the officials of the United Mine Workers of America appear on the ground in each locality and co-operate with the operators in arranging details.

(4) It is agreed that no man will be employed or be permitted to remain in the employ of the company unless he agrees to comply with the foregoing conditions.

(5) Retroactive pay due miners under this agreement for the first pay period in December is to be paid in two equal instalments on the two pay-days in January.

(6) Nothing in this agreement shall prevent either side from taking up any matter for readjustment that may seem to them unjust when the conference referred to in clause No. 2 convenes.

NOTE.—The representatives of the United Mine Workers of America urge that a clause be inserted providing for the acceptance of the United States settlement as a basis of negotiation in a new agreement. An agreement on this point being found impossible, this question is referred to the Coal Director for a decision when the new agreement comes up for consideration.

The report of the director here sets forth a statement showing the rates of wages paid in District 18 from December 1, 1917, to December 31, 1919, including the advance in wages made under this new agreement.

On January 3, 1920, a letter was received by the Director of Coal Operations from the Secretary of District No. 1, Mining Department of the One Big Union, stating that the Executive Board of District No. 1 recommended to the mine workers in every sub-district: (1) That the 14 per cent increase included in Order No. 141 be accepted as a temporary arrangement. (2) That under no consideration must clause 3 of said order, which makes compulsory the signing of the United Mine Workers of America check-off, be accepted. (3) That in the event of any of the coal operators putting into effect a lock-out for non-compliance with this clause the whole membership of the district should take such action as they may deem necessary for the support of that portion of the membership so discriminated against.

In reply the Director of Coal Operations stated that in view of the policy of the One Big Union, which was not only to repudiate agreements but also to refrain from assuming any contractual responsibilities, it was impossible to give it any recognition.

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"The reason that negotiations have been conducted with the United Mine Workers of America," the director remarked, "is because that organization is willing to enter into a contract and abide by it during the life of said contract."

The One Big Union continued its efforts to secure control of the mine workers in this area and as a result during the month of January caused a cessation at the mines of the Mountain Park Coal Company and one or two smaller collieries in District 18.

A joint conference between the operators and United Mine Workers was held at Calgary on January 25 to discuss the situation throughout District 18. After a prolonged discussion it was finally agreed that, as soon as the United Mine Workers of America could partly organize any particular mine with a sufficient number of men to operate the plant, the closed shop would be put into effect. On February 20 a letter was received by the Director of Coal Operations from the chairman of District No. 1, Department of Mining of the One Big Union, expressing the desire of their membership for the negotiation of a contract with the operators of the district and asking for recognition of the One Big Union. This request was declined by the director on the ground that the constitution of the One Big Union provided for central control and authority which would enable a central body to order a strike at will, thereby repudiating existing contracts.

Activities of the One Big Union during March caused a cessation of work at the mines of four companies. This seriously hampered the output of steam coal for a time, but the employees of these mines gradually drifted back to work and production became normal. During the period covered by this report 58 pit head strikes occurred throughout the district which affected 10,006 miners and occasioned a loss estimated at 502,405 working days. All but three of these strikes were caused by the One Big Union element and resulted in a loss in wages of over \$2,500,000. A list of these strikes is given in the report showing in each case the date of the strike, the date of settlement, the number of days during which the strike lasted, the number of strikers, the total number of days lost and the cause of each strike.

From March 31, 1919, to March 31, 1920, 79 disputes were brought before the Director of Coal Operations under the terms of the contract. Of these, 15 were decided in favour of the employers, 17 in favour of the employees, compromises were reached in 19, and 28 were withdrawn.

The director's report contains a statement showing the average earnings of contract miners in the principal mines in District 18 from July 1, 1917, to March 31.

20. In July, 1917, the average earnings amounted to \$5.69 per day. These increased to \$9.01 in February, 1920, with a slight decline to \$8.93 in March, 1920. A table is given showing the earnings of day wage men in District 18 and of similar classes in the coal fields of Montana and Washington. It was agreed that this agreement would continue in force until the completion of negotiations between the operators and mine workers of the central competitive field in the United States when, no doubt, negotiations would be opened for the making of a new contract in this area. The report concludes as follows: "During the past year the relations between the coal operators and their employees have shown an improvement and, had it not been for the influences of the One Big Union in the district, the number of pit head strikes would have been negligible. We have reason to believe that the next six months will see a marked improvement in the production of fuel and steady employment for the employees of the coal mines in District Eighteen."

## V. RECORD OF STRIKES FOR THE YEAR

Those chapters of the present report dealing with the conciliation work of the department and setting forth the proceedings taken during the year under the Industrial Disputes Investigation Act, 1907, discuss from different points of view numerous industrial disputes occurring during the year, many of which, however, though properly termed "disputes," did not develop into strikes, some because of the operations of the Industrial Disputes Investigation Act, and others because strikes were arrested by efforts of the department. There remains a considerable number of strikes, most of them of secondary importance, which come before the department chiefly from the statistical point of view.

As readers of these reports are aware, the Department of Labour was established in 1900 and began at that time a record of strikes and lockouts, a record which in process of time has become of considerable value for the purposes of industrial history. The information gathered on the subject is printed from month to month in the pages of the *Labour Gazette* and summarized in the form of an annual statement for the calendar year, which also is printed in the *Labour Gazette*. 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 a careful approximation based on the experience of the officers who have become skilled in these matters.

The record of the department includes lockouts not less than strikes, but a lockout, or an industrial condition which is clearly a lockout, is rarely encountered in Canada.

There were 298 strikes and lockouts in existence in Canada during the calendar year 1919. Of this number, eight were carried over from 1918, making a total of 290 strikes commencing in 1919. The number of employees involved in the 298 disputes was 138,988, and the number of employers was 1,913. The total time loss was estimated at 3,942,189 working days, this estimate being reached by multiplying the number of working days during which the strike lasted by the number of employees involved in the dispute.

A strike or lockout, counted as such by the Department of Labour, is a cessation of work involving six or more employees and of not less than forty-eight hours duration. Unless a dispute corresponds to this definition, it is not classified as a strike or lockout, and is not included in the officially published statistics, although, for departmental purposes, it is recorded. In omitting these small or shortlived strikes from the formal record of the department, the department is in agreement with the practice of most other countries maintaining a record on the subject. There were 41 of these disputes, involving 5,099 employees and a time loss of 4,091 working days during 1919; these are in addition to the 290 strikes mentioned as beginning during 1920.

There were several outstanding strikes which contributed largely to the total time loss. Among these were: (1) The general sympathetic strike at Winnipeg, from May 15 to June 26, involving 22,860 employees and a time loss of 924,562 working days, (2) the strike of coal miners in District 18, from May 24 to the end of August, involving 6,266 employees and a time loss of 462,879 working days; (3) a general sympathetic strike at Amherst, N.S., from May 19 to June 16, involving

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771 employees and a time loss of 17,466 working days; (4) a strike of miners at Kirkland Lake, Ontario, from June 12 to October 16, involving 525 employees and a time loss of 56,175 working days, and (5) strike in the building trades at Montreal, from September 2 to November 24, involving 2,000 employees and a time loss of 113,000 working days.

The Winnipeg strike, however, resulted in a considerable time loss apart from its local boundaries. It extended, as a sympathetic strike, to other cities in Western Canada. The number of employees and the time loss in working days in these other cities, as a result of the Winnipeg strike, were approximately 18,430 and 230,130 respectively. Thus the Winnipeg strike and its ramifications involved a total of 41,290 employees and a time loss of 1,154,692 working days, or, roughly, about one-third of the strike total for all Canada. This strike is more fully discussed elsewhere.

In about 90 per cent of the strikes not more than 1,000 employees were involved, and in about 34 per cent of the strikes not more than 50 employees were involved. As to duration, 44 per cent of the strikes were in existence for ten days and under; 55 per cent were under 15 days' duration, and about 20 per cent were over 30 days' duration. Fifteen strikes were unterminated at the end of the year.

Classified by provinces, Ontario had more strikes than any other province with about 39 per cent of the total. Quebec was second with about 27 per cent, and British Columbia third, with about 14 per cent. The greatest time loss, however, occurred in Manitoba where 1,045,660 working days or a little more than 26 per cent of the total were lost through strikes. This was due to the Winnipeg strike. In Ontario the time loss was 26 per cent of the total, while in Quebec it amounted to about 22 per cent.

The class of industry most affected during 1919 was metals, machinery and conveyances, in which there were 45 strikes, involving 70,268 employees, and a time loss of 1,993,704 working days. It should be pointed out, however, that these figures for the metals group include all the employees and the time lost in general strikes in sympathy with the Winnipeg metal workers' strike. Forty strikes, involving 10,779 employees and a time loss of 287,146 working days, occurred in the building and construction group. Twenty strikes, involving 12,196 employees and a time loss of 714,340 working days occurred in the mines, smelters, quarries and clay products trades. The above three industrial groups sustained the greatest time loss through strikes.

Classified by causes, 223 of the 298 strikes recorded involved wages. Of this number, 75 were solely for increased wages, 99 for increased wages and shorter hours, 41 for increased wages and other changes and 8 were because of a reduction in wages. Twelve strikes and lockouts involved union recognition, or were in protest against the employment of non-union labour. There were sixteen sympathetic strikes.

The record shows that 157 of the strikes terminated in favour of the employees and 88 in favour of the employers; 23 were compromise settlements, while 30 were indefinite and unterminated.

As regards methods of settlement, 154 strikes terminated as a result of direct negotiations between the parties in dispute, 41 terminated through the efforts of conciliation or mediation (chiefly of the Department of Labour), 7 by arbitration, and 5 by the operations of the Industrial Disputes Investigation Act. In 31 strikes, the employees resumed work on their employers' terms, and in 28 strikes the strikers were replaced.

The record printed hereunder shows the number of strikes and lockouts year by year for the period 1901-19. The record reached its highest level for the year 1919, principally because of the Winnipeg general strike, beginning in May. The figures for 1919 were almost twice those of the year which stands next in the list as to time losses on account of strikes, those, namely, for 1911, when the high number had been occasioned by a prolonged strike of coal miners in Western Canada. The lightest

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year in the record both as to numbers of strikes and time losses is 1915, the second year of the war. It may be added that the present calendar year promises at the time of writing to be in the medium class as to seriousness of disputes, judged, that is, by numbers of working days lost, the figures to June 30 being as follows: Number of disputes, 195; number of employers involved, 746; number of employees affected, 35,005; time loss in working days, 523,526.

Following is the record of strikes and lockouts by years for the period 1901-19:—

Year	No. 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	632,311
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	12,223	217,244
1906.....	141	141	1,015	26,050	359,797
1907.....	149	144	825	36,624	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	763,241
1919.....	298	290	1,913	138,988	3,942,189
Total.....	2,236	2,183	12,823	650,597	16,761,039

In the pages introductory to the present volume will be found figures and comments with respect to the extent of strikes in other countries.

## . VI. LABOUR GAZETTE

The *Labour Gazette* has been published monthly, in English and French, and, judging by the increased number of references that were made to its columns during the past year in official and other publications in this and other countries, it would seem that the *Labour Gazette* has now come to be regarded as an authoritative source of information upon industrial matters. In addition to being the official record of proceedings under the Industrial Disputes Investigation Act, 1907, the *Labour Gazette* prints either complete or summarized reports of proceedings of the more important official commissions having to do with labour affairs in Canada, the United Kingdom and other countries; of meetings of organized labour, and of other organizations dealing with industrial matters. The *Labour Gazette* also collects and compiles, and endeavours to keep its readers informed, upon such matters as industrial disputes and agreements, the fluctuations of employment, the changes in wholesale and retail prices, fatal industrial accidents and accident prevention, the more important legal decisions affecting labour, and legislation enacted by the Dominion and Provincial legislatures bearing upon wages, hours of labour, workmen's compensation, and industrial conditions generally. In order that such information with respect to Canada shall be as complete as possible, the department maintains correspondents in some sixty industrial centres in the Dominion.

In the preparing of volume XIX of the *Labour Gazette*, which covers the calendar year 1919, great care was taken to present the material in as condensed form as possible, in order both to facilitate the work of reference and to effect economy in the matter of space.

The matter appearing in the *Labour Gazette* being of necessity largely specialized, and the publication being official, its contents become frequently a matter of quotation. Credit to the *Labour Gazette* is usually given where the publication quoting is of recognized standing, and the following are among the journals which, during the year, reprinted, in whole or in part, original articles appearing in the *Labour Gazette*. This list is by no means inclusive and does not, of course, include ordinary references to the *Labour Gazette* or the monthly statistical articles as to prices, etc.:—

Welland Telegram,  
 Vancouver World,  
 Windsor Star,  
 Kitchener News Record,  
 Toronto World,  
 Montreal Gazette,  
 Edmonton Journal,  
 Toronto Mail and Empire,  
 Quebec Telegraph,  
 Winnipeg Telegram,  
 Industrial News Survey,  
 Winnipeg Tribune,

Ottawa Citizen,  
 Christian Guardian,  
 Queensland Industrial Gazette,  
 Economic World,  
 Canadian Mining Journal,  
 American Labour Review,  
 Canada Lumberman,  
 Halifax Chronicle,  
 Canadian Railroader,  
 Industrial League and Council  
 Journal,  
 Personnel,  
 British Labour Gazette.

## VII. PRICES AND WAGES STATISTICS

The statistical work on prices and cost of living has been carried on along the same lines as have been followed since its inception in 1910, but certain sections of the field have been further developed. Statistics as to the retail prices of staple foods and fuel and as to rentals have been secured in some sixty localities of Canada with a population of 10,000 or more, and have been published in the *Labour Gazette* each month. The number of commodities in food and fuel for which quotations have been secured has been increased from the original list of 35 in 1910 to over 100. A special investigation was made into rentals of houses, particularly those occupied by workmen in these cities, particulars being secured as to the accommodation and rentals for some 10,000 typical workingmen's houses. The investigation was carried out by officers of the department and local representatives, the correspondents of the *Labour Gazette* resident in each locality. A special inquiry was also made into the retail prices of clothing, boots, etc., and merchants in the various cities, with considerable trouble, furnished a large amount of very valuable information as to changes in the prices of clothing since before the war.

The object of this development in statistics as to prices has been to provide the necessary foundation and historical background for a retail prices and cost of living index number to be calculated from month to month to correspond to the index number of wholesale prices. The latter has been published in the *Labour Gazette* and in annual reviews since 1910, keeping up to date the record of wholesale prices first published in 1910 in the special report on "Wholesale Prices in Canada 1890-1909," by Mr. R. H. Coats, an officer of the Department of Labour from 1902 to 1915 and since this latter year Dominion Statistician. As stated at the time, 1910, it was the intention to later calculate a similar index number of retail prices to deal comprehensively with the cost of living aspect of the prices problem. Information has also been collected as to family consumption of certain commodities with a view to the establishment of a proper weighting system for such an index number. Arrangements have also been made for co-operation with the Dominion Bureau of Statistics in continuing the work on wholesale prices statistics and in supplementing the information secured by the department as to retail prices and rentals.

As in previous years, the prices statistics of the department have been used to an increasing extent by employers and employees in connection with the determination of changes in wages. In some cases agreements have been to adjust wages monthly, quarterly, semi-annually or annually according to the records of the department and the statistics published in the *Labour Gazette*.

Statistics as to the movement of prices in other countries and as to governmental regulation of prices, rentals, etc., have been maintained and published in the *Labour Gazette* as in previous years. A notable feature in connection with this work has been the rapid and steady increase in the development of statistical work on prices and cost of living in other countries and more recently that undertaken by the League of Nations and the development by the International Institute of Statistics of its previous work in the field.

The statistical work on wages, hours of labour, etc., has been continued, information secured from employers' unions, industrial agreements, etc., being compiled with a view to the calculation and publication of an index number of wages to correspond to index numbers of wholesale and retail prices. Arrangements have been made to



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secure additional information as to wages from the various employment offices. Statistics as to wages as heretofore have been published in the *Labour Gazette* in the reports of Boards of Conciliation, Royal Commissions, union agreements, schedules of rates of pay adopted by large employers of labour, etc., the more important of them being dealt with in special articles. A special inquiry was made into the eight-hour day in the summer of 1919 with the object of furnishing information for the Industrial Conference in September of that year, the results being published in the *Labour Gazette*.

### VIII. EMPLOYMENT SERVICE OF CANADA

Mr. Bryce M. Stewart, Director of the Employment Service of Canada, reports as follows:—

The following is the second annual report of the Employment Service of Canada, being for the fiscal year ended March 31, 1920. During the year agreements under the Employment Offices Co-ordination Act were completed with all the provinces except New Brunswick, Nova Scotia and Prince Edward Island. Under a special arrangement offices were conducted in these provinces by the Department of Labour until April 30, 1920.

The principle of a nation-wide employment service was endorsed by the National Industrial Conference held in Ottawa, September 15-20, 1919, in the following resolution which was adopted unanimously:—

*Resolved* (First) That in the opinion of this Conference adequate provision by public works or otherwise, should be made by the Federal, Provincial and Municipal Governments in connection with all interests represented at this Conference to avert any serious unemployment crisis which might occur during the ensuing eight months;

(Second) That the various interests represented at this Conference adhere strictly to the employment policy agreed upon by the Provincial Governments, which aims at the centralization of labour supply and demand in one agency.

(Third) That provision be made for immediate and continuous survey of available and prospective employment, and for adequate employment machinery to direct unemployed workers to employment available.

Another resolution of the National Industrial Conference on social insurance endorsed the recommendations of the Royal Commission on Industrial Relations that "a board or boards be appointed to inquire into the subjects of state insurance against unemployment, sickness, invalidity, and old age." The resolution had also the following clause:—

"That in order to collect necessary data, the Government shall forthwith attach to the proper branches of the Labour or other departments concerned experienced investigators, who shall do the necessary research work and furnish to the Board at the earliest opportunity the results of their investigations."

In pursuance of this resolution, the Employment Service of the Department was instructed to collect information on unemployment insurance. Accordingly, a considerable volume of material on the various kinds of unemployment insurance has been assembled in the form of a memorandum, which also includes a brief summary of the historical development of the subject.

At the beginning of the year there were 66 employment offices operating under the Employment Offices Co-ordination Act. At the end of the year the number of offices had increased to 95, distributed among the provinces as follows: Prince Edward Island, 1; Nova Scotia, 5; New Brunswick, 6; Quebec, 7; Ontario, 36; Manitoba, 10; Saskatchewan, 9; Alberta, 8; British Columbia, 13.

The agreement entered into with the provinces of British Columbia, Alberta, Saskatchewan and Manitoba, Ontario and Quebec followed in the main the agreement for the fiscal year 1918-19, with the addition of a few clauses based largely on the recommendation of the Employment Service Council of Canada, adopted at its meeting May 12-14, 1919.

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The following is the text of the agreement for the fiscal year 1919-1920:—

MEMORANDUM OF AGREEMENT made between the Honourable Gideon D. Robertson, hereinafter called

*The Party of the First Part:*

AND the Province of \_\_\_\_\_, herein represented by \_\_\_\_\_  
hereinafter called

*The Party of the Second Part:*

Whereas by the terms of the Employment Offices Co-ordination Act the sum of one hundred thousand dollars (\$100,000) is appropriated out of the Consolidated Revenue Fund of Canada for the fiscal year beginning the first day of April one thousand nine hundred and nineteen, for the purposes of aiding and encouraging the organization and co-ordination of employment offices throughout Canada, and for the promotion of uniformity of methods among them;

And whereas by the Appropriation Act, number three, one thousand nine hundred and nineteen, Schedule B, Parliament appropriated the sum of one hundred and fifty thousand dollars (\$150,000) to supplement the amount provided by the Employment Offices Co-ordination Act;

And whereas it is provided in the said Co-ordination Act that the payment of the said moneys shall be conditional upon an agreement between the Minister of Labour and the Government of the province as to the terms, conditions and purposes for which the payments are to be made and applied;

Now therefore the said parties mutually agree that the said moneys shall be paid upon the terms and conditions as follows:—

1. The said party of the second part shall submit quarterly during the year to the said party of the first part such statements of expenditure and such reports of work done as are required by the party of the first part, and the party of the first part shall recommend payment to the party of the second part of a sum of money which shall bear the same proportion to the sum of two hundred and fifty thousand dollars (\$250,000) as the expenditure of the party of the second part for the maintenance of employment offices bears to the total of the expenditures of all the provinces for such purposes: provided that the sum to be recommended to be paid shall not exceed one-half of the total amount expended by the party of the second part in any one quarter for the maintenance of employment offices; and provided that no payment shall be recommended on account of any expenditure unless the party of the first part is satisfied that such expenditure has properly been made for the purposes of and according to the terms and conditions of this agreement.

2. The following expenditures shall be deemed to be properly made for the purposes of and according to the terms and conditions of this agreement:—

- (a) Salaries and travelling expenses of permanent and temporary members of the staffs of the employment offices and of a clearing house operated by the said party of the second part, and the salary and travelling expenses of a general superintendent of the employment services of the said party of the second part, provided such salaries and travelling expenses shall be paid only to persons whose whole time is devoted to employment services of the said party of the second part;
- (b) rental, heat, light, water service, office supplies (not including furniture), telephone, telegraph and postal expenses, and janitor service for the employment offices and clearing house;
- (c) expenditures on advertising in newspapers and periodicals and by bill boards and posters necessary to the efficient operation of the employment offices of the said party of the second part and not exceeding ten per centum (10 per cent) of the total expenditure of the party of the second part provided that in all

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such advertising the employment offices of the party of the second part shall be designated "Employment Service of Canada" with whatever amplification of such designation, if any, party of the second part may desire to indicate the governmental or departmental authority by which the employment offices are administered.

- (d) such standard signs, window lettering and stationery as may be agreed upon by the parties hereto;
- (e) unrefunded advances for transportation issued to persons directed to employment at a distance secured through the Employment Service provided that the party of the first shall have the right to determine whether such advances are necessarily made; and provided that no payment shall be made by the party of the first part on account of losses in excess of ten per centum (10 per cent) of the total advances made during the year.

3. In the operation of the employment offices the party of the second part shall endeavour to fill situations in all trades and for both male and female employees.

4. The party of the second part shall in the operation of the employment offices and clearing house use such forms and records as the party of the first part may prescribe.

5. The party of the second part shall organize in connection with the employment service a Provincial Advisory Council, and in every city of the province of \_\_\_\_\_, with a population of twenty-five thousand (25,000) or more, a Local Advisory Council to represent equally employers and employees to assist in the administration of the employment service of the said province.

6. The party of the second part agrees to establish a clearance system within the province of Saskatchewan as soon as practicable and to assist in the co-ordination of such clearance system with the interprovincial clearance system established by the party of the first part.

7. The parties hereto agree so to organize their respective employment services that they shall be able to render to employers and employees the services afforded by commercial employment agencies.

8. The party of the second part shall not issue any new provincial licenses to commercial employment agencies within the province which charge any fee or commission either to employers or employees, and shall not transfer any licenses already issued.

9. The parties hereto agree that their respective employment services shall be designated "Employment Service of Canada," provided that either party shall be at liberty to amplify such designation to indicate the governmental or departmental authority by which the employment offices are administered.

10. The parties agree to accept the terms and conditions of P.C. 3111 of December 17, 1918, as part of this agreement and the same is accepted as such.

11. The party of the first part shall at all times have the right to inspect by means of officers appointed by him for the purpose the operation of the employment offices of the party of the second part, and may withhold payments of moneys otherwise due and payable under this agreement if in his opinion the conditions of this agreement are not being fulfilled.

12. This contract shall have no force or effect until the same is approved by the Governor in Council.

In witness whereof the said party of the first part has hereunto set his hand and the seal of the said Department of Labour, at the city of Ottawa, this  
day of \_\_\_\_\_, 1919.

[SEAL]

(Sgd.)

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And in witness whereof the said party of the second part has hereunto set his hand and the seal of the said province at the city of \_\_\_\_\_, in the said province, this \_\_\_\_\_ day of \_\_\_\_\_, 1919.

[SEAL]

(Sgd.)

## LIST OF EMPLOYMENT OFFICES

The following is a list of the Employment Offices and Clearing Houses operating under the Act as at March 31, 1920:—

Province	City	Street Address
Ontario	Belleville	253 Front St.
	Brantford	136 Dalhousie St.
	Brockville	137 King St. W.
	Chatham	189 King St. W.
	Cobalt	Wallace Blk.
	Cornwall	
	Fort William	300 Victoria Ave.
	Galt	Union Bank Building.
	Guelph	170 Upper Wyndham St.
	Hamilton	87 James St. N.
	Kingston	22 Market St.
	Kitchener	194 King St. W.
	Lindsay	20 William St. N.
	London	108 Dundas St.
	Niagara Falls	Cor. Park and Clinton Ave.
	North Bay	60 Main St. E.
	Orillia	17 Peter St.
	Oshawa	Room 3, Felt Blk.
	Ottawa	139 Queen St.
	"	271 Dalhousie St.
	Owen Sound	261 9th St. E.
	Pembroke	Dixon Blk.
	Peterboro	190 Charlotte St.
	Port Arthur	193 Park St.
	Sarnia	120 Front St.
	Sault Ste. Marie	349 Queen St.
	St. Catharines	200 St. Paul St.
	St. Thomas	580 Talbot St.
	Stratford	Windsor Hotel Blk.
Sudbury	Station St.	
Timmins	86 Pine St.	
Toronto	45 King St. W.	
"	172 Front St. W. (Unskilled).	
"	1252 Bloor St.	
Welland	15 Division St.	
Windsor	61 Sandwich St. E.	
Prince Edward Island	Charlottetown	Market Building.
Nova Scotia	Amherst	Hagen Bldg., Church St.
	Halifax	167 Granville St.
	New Glasgow	Maritime Blk., Charlotte St.
	Yarmouth	Eakins Blk.
New Brunswick	Bathurst	Court House.
	Campbellton	Town Hall.
	Fredericton	70 York St.
	Moncton	268 St. George St.
	Newcastle	Town Hall.
	St. John	49 Canterbury St.
Quebec	Hull	156 Principal St.
	Lachine	180 Notre-Dame St.
	Montreal	8 St. James St.
	"	186 Windsor St.
	Quebec	83 Dupont St.
	Sherbrooke	31a King St.
Three Rivers	23a Des Forges St.	

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Province	City	Street Address
Manitoba	Brandon	142 Tenth St.
	Dauphin	G.W.V.A. Bldg.
	Portage la Prairie	Municipal Bldg.
	Le Pas	
	Winnipeg	177 Henry Ave. (Unskilled).
	"	220 Bannatyne Ave.
	"	216 Bannatyne Ave.
	"	439 Main St. (Farm labour).
	"	219 Portage Ave. (Women's).
	"	210 Montreal Trust Bldg.
Saskatchewan	Estevan	McCreedy & Holden Bk.
	Moose Jaw	18 High St. E.
	N. Battleford	Board of Trade Bldg.
	Prince Albert	Masonic Bldg.
	Regina	1820 Albert St.
	Saskatoon	Ross Bk.
	Swift Current	115 Railway St.
	Weyburn	City Hall.
	Yorkton	1st Avenue.
	Alberta	Calgary
"		128 9th Avenue E.
Drumheller		
Edmonton		10220 101st St.
Lethbridge		Hull Bk., 3rd Avenue.
Medicine Hat		Quebec Bank Bldg.
Red Deer		17 Ross St. W.
British Columbia	Cranbrook	
	Fernie	
	Kamloops	
	Nanaimo	
	Nelson	
	New Westminster	Old Court House.
	Prince Rupert	
	Vancouver	Hotel Europe Bldg., Powell St.
	"	Cor. Homer and Duns- muir Sts.
	Vernon	Cor. Broughton and Langley Sts.
Provincial Clearing Houses—	Victoria	
	Montreal, P.Q.	10 St. James St.
	Toronto, Ont.	15 Queen's Park.
	Winnipeg, Man.	439 Main St.
	Regina, Sask.	1641 Broad St.
	Calgary, Alta.	144 7th Ave. E.
Vancouver, B.C.	Dunsmuir and Homer Sts.	
Interprovincial Clearing Houses (Department of Labour)	Maritime Clearing House	792 Main St., Moncton, N.B.
	Eastern Clearing House	Department of Labour, Ottawa.
	Western Clearing House	103 Victory Bldg., Winnipeg, Man.
	Pacific Clearing House	630 Birk's Bldg. Vancouver, B.C.

At the time of writing the number of offices has been considerably reduced owing to the closing of offices in the Maritime Provinces, operated by the Department of Labour during the demobilization period. With the gradual demobilization of the Information and Service Branch of the Department of Soldiers' Civil Re-establishment a number of one-man offices throughout the Dominion have also been closed. It is expected that the majority of the local offices in the Maritime Provinces will be reopened either by the provincial Governments or by the municipalities concerned.

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## SPECIAL ARRANGEMENT IN THE MARITIME PROVINCES

The regular procedure under the Act was modified to some extent in New Brunswick, Nova Scotia and Prince Edward Island. In those provinces there had been no beginnings in employment work as in other provinces, and in view of this fact and the urgency of the demobilization problem an arrangement was completed with the provincial Governments concerned by which the Department of Labour should operate the employment offices during the demobilization period, the provincial Governments co-operating to the extent of supplying premises and equipment. Authority in the matter was given the Minister of Labour by an Order in Council (P.C. 3171) of December 24, 1918. Under this arrangement offices were opened at Amherst, Halifax, New Glasgow, Sydney, and Yarmouth, in Nova Scotia, and Bathurst, Fredericton, Moncton and St. John, in New Brunswick. In addition so-called "one-man" offices were established in co-operation with the Department of Soldiers' Civil Re-establishment at Charlottetown in Prince Edward Island at Glace Bay and Sydney Mines in Nova Scotia for a few months, and at Campbellton and Newcastle in New Brunswick. The department's authority for carrying on these offices expired on April 30, 1920, and the offices were closed on that date accordingly. It is understood, however, that the provincial Governments are making arrangements for the establishment of public employment offices in the more important centres, either directly or through the municipal councils concerned under the recent amendment to the Act outlined below.

## DISBURSEMENTS TO THE PROVINCES

For the fiscal year under review the disbursements to the provinces for the maintenance of employment offices totalled \$169,207.61. Under the Act each province participates in the amount available for distribution in the proportion which its expenditure bears to the total expenditure of all the province. Accordingly, Ontario, which expended \$127,432.98 in a total expenditure by all the provinces of \$338,415.22, should receive 127,432.98/338,415.22 of the \$250,000 available for distribution by the Department of Labour, or \$94,109.96. There is, however, the further provision that a province cannot be granted more than 50 per cent of its actual maintenance expenditure in any year and the subvention to Ontario was therefore reduced to \$63,716.49, being half its expenditure of \$127,432.98.

Because of a special arrangement in the Maritime Provinces, outlined below, those provinces did not enter into agreements under the Act and accordingly did not receive subventions.

The following table shows the distribution of the payments among the remaining provinces of the different items of expense accepted as proper maintenance expenditures under the agreement:—

Distribution	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Totals
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Salaries.....	9,923 93	40,467 99	18,657 40	12,708 66	14,905 77	17,861 10	114,524 85
Travelling expenses.....	514 10	1,109 05	259 80	958 71	1,535 54	778 63	5,155 83
Rental.....	950 00	10,966 22	3,622 13	3,143 75	2,816 40	2,655 68	24,054 18
Heat.....	110 50	431 84	195 48	23 03	154 89	62 89	978 63
Light.....	36 47	451 44	57 28	113 73	55 68	89 78	804 38
Water.....	9 50	44 08	26 92	.....	0 72	3 17	84 39
Office supplies.....	1,356 30	5,044 85	2,650 23	339 43	259 64	1,382 27	11,071 72
Telephones.....	150 54	2,032 07	792 35	697 40	853 10	803 67	5,329 18
Telegrams.....	.....	488 74	128 87	270 58	269 08	387 00	1,544 27
Postage.....	1 90	1,569 62	30 00	280 23	225 12	165 48	2,272 55
Advertising.....	.....	596 55	70 46	.....	1,376 09	343 32	2,386 42
Express and cartage.....	.....	51 94	.....	.....	.....	.....	51 94
Exhibition booth.....	.....	156 87	.....	.....	.....	.....	156 87
Emp. management course.....	.....	305 23	.....	.....	.....	.....	305 23
Janitor service.....	.....	.....	.....	371 50	.....	115 92	487 42
<b>Totals.....</b>	<b>13,053 24</b>	<b>63,716 49</b>	<b>26,499 92</b>	<b>18,907 02</b>	<b>22,482 03</b>	<b>24,548 91</b>	<b>169,207 61</b>

## EMPLOYMENT OFFICES CO-ORDINATION ACT AMENDED

By the Employment Offices' Co-ordination Act (1918, chapter 21), the Minister of Labour was authorized to make grants to the provinces to meet a portion to their maintenance expenditures on public employment offices. The Act stated that the moneys available should be distributed among the provinces pro rata with their expenditures but no province was to receive a grant in excess of half the amount it had expended. The subventions were also made conditional upon agreements between the Minister and the Provincial Governments as to the conditions and purposes upon and for which the moneys should be spent. The Act authorized the minister to enter into agreements for the maintenance of employment offices with Provincial Governments only but in the Maritime Provinces there was some opinion that the work was more directly the concern of the municipalities. Accordingly at the 1920 session the legislation was amended by the addition of a clause (section 5, subsection 2) which empowered the minister to set aside from the moneys available under the Act an amount for the maintenance of employment offices other than those operated by provincial governments. It was provided, however, that no such office should receive assistance unless the minister were satisfied that the Provincial Government concerned did not propose to enter into an agreement for the maintenance of employment offices in accordance with the Act in that province.

The amendment also provides that the sum set aside for municipal or other offices not operated by the Provincial Governments and approved by the minister shall be distributed among such offices pro rata with their expenditures as provided in the case of offices conducted by Provincial Governments.

At the same time the Act was amended by the addition of a section (section 3, paragraph "d"), which authorizes the minister to require, under penalty, the return of information on employment conditions from employers and other persons.

The following is the text of the Act as amended:—

CONSOLIDATION OF EMPLOYMENT OFFICES' CO-ORDINATION ACT—CHAPTER 21, STATUTES OF 1918, AND AMENDMENT OF 1920

An Act to Aid and Encourage the Organization and Co-ordination of Employment Offices

(Assented to 24th May, 1918.)

HIS MAJESTY, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. This Act may be cited as The Employment Offices' Co-ordination Act.

2. In this Act and in any regulation made thereunder, unless the context otherwise requires,—

- (a) "minister" means the Minister of Labour;
- (b) "employment office" means an employment office, or any division of an employment office, operated by any Provincial Government, or any other employment office, or division of an employment office, approved by the Governor General in Council; (1920 amendment),
- (c) "employer" includes a person seeking employees;
- (d) "employee" includes a person seeking employment.

3. The minister is authorized and empowered,—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters;



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- (c) to compile and distribute information received from employment offices and from other sources, regarding prevailing conditions of employment;
- (d) to require any person or firm to make a written return of such information as may be deemed necessary for the purposes of this Act or of any regulation made by authority of this Act, under penalty not exceeding one hundred dollars and not less than ten dollars, for each refusal or neglect to answer or wilfully false answer. (1920 amendment).

4. For the purposes of such organization and co-ordination, and subject to the conditions set forth in section seven, the following sums shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year beginning with the fiscal year beginning the first day of April, one thousand nine hundred and eighteen, namely:—

During the fiscal year beginning the first day of April, one thousand nine hundred and eighteen, the sum of fifty thousand dollars;

During the fiscal year beginning the first day of April, one thousand nine hundred and nineteen, the sum of one hundred thousand dollars;

During each succeeding fiscal year the sum of one hundred and fifty thousand dollars.

5. The moneys appropriated for each year shall be allotted and paid to the Governments of the respective provinces in the proportion which their expenditure for the maintenance of employment offices bears to the total of the expenditures of all the provinces for such purposes, but in no case shall the allotment to any province exceed one-half the amount expended for the maintenance of employment offices by such province.

(2) Notwithstanding anything in subsection one of this section the minister may in any year set aside from the moneys allotted to a province such sum as may seem desirable for the maintenance of employment offices where none are operated by the Provincial Government, provided that, before any such employment office is assisted under this Act the minister shall be satisfied that the Provincial Government concerned does not propose to establish employment offices in accordance with this Act within a reasonable time, and provided further that the sum so set aside shall be allotted to such employment offices, but in no case shall the allotment exceed one-half of the amount expended for the maintenance of such office. (Amendment of 1920.)

6. 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, and upon such agreement being approved by the Governor in Council.

7. In any agreement so made the following conditions respecting the operation of employment offices may be stated:—

- (a) That the offices shall endeavour to fill situations in all trades and for both male and female employment;
- (b) That the offices shall make such returns and submit to such inspection as the minister may require.

8. Such officers shall be appointed as are required for carrying out the provisions of this Act, and for such inspection, examination and report as are necessary to ensure the expenditure of the moneys paid in accordance to the intention of this Act and the agreements and regulations made under its authority. Such appointments shall be made under the provisions of the laws relating to the civil service, and the salaries and expenses of such officers shall be paid out of the moneys appropriated by Parliament for that purpose.

9. The minister shall annually lay before Parliament during the first ten days of the session, a report of all proceedings under this Act for the last preceding fiscal year, which report shall contain a statement of the moneys expended, the purposes to which they have been applied, and the work done by the several provinces in the earning of the subsidies paid or authorized to be paid.

10. The minister may make any regulations not inconsistent with this Act which he may deem necessary or convenient for carrying this Act into effect, subject to the approval of the Governor in Council.

#### EMPLOYMENT SERVICE COUNCIL OF CANADA

An advisory body has been established to assist the minister in the administration of the Employment Offices Co-ordination Act. This was provided for in the regulations under the Act (P. C. 3111 of December 17, 1918), as follows:—

1. To assist in the administration of the Employment Offices Co-ordination Act and to recommend ways of preventing unemployment, the Minister of Labour shall, with the approval of the Governor in Council, establish an Advisory Council to be known as the Employment Service Council of Canada. Such council shall consist of: One member each appointed by the Provincial Governments; two members appointed by the Canadian Manufactureres' Association; two members appointed by the Trades and Labour Congress of Canada; one member appointed by the Railway War Board; one member appointed by the Railway Brotherhood; two members appointed by the Canadian Council of Agriculture; three members appointed by the Department of Labour, two of whom shall be women; one member appointed by the Returned Soldiers; one member appointed by the Soldiers' Civil Re-establishment Department.

2. The members of the Employment Service Council of Canada, including the chairman, shall hold office for three years and shall be eligible for reappointment.

The Minister of Labour invited these various Governments, departments and organizations to name their representatives, and the following were appointed:—

*Nova Scotia*—W. M. MacCoy, K.C., Commissioner of Industries and Immigration, Halifax.

*New Brunswick*.—Celine Melanson, Moncton, N.B., representing the province of New Brunswick.

*Quebec*.—Joseph Ainey, General Superintendent, Quebec Employment Service, Montreal.

*Ontario*.—Dr. W. A. Riddell, Deputy Minister of Labour, Toronto.

*Manitoba*.—J. A. Bowman, General Superintendent, Manitoba Employment Service, Winnipeg.

*Saskatchewan*.—Thomas Molloy, Commissioner of Labour and Industries, Regina.

*Alberta*.—J. W. Mitchell, General Superintendent, Alberta Employment Service, Calgary.

*British Columbia*.—J. D. McNiven, Deputy Minister of Labour, Victoria.

*Canadian Mfrs. Association*.—G. M. Murray, Eastern Secretary, Canadian Manufacturers' Association, Toronto. G. E. Carpenter, Western Secretary, Canadian Manufacturers' Association, Winnipeg.

*Trades and Labour Congress of Canada*.—Arthur Martel, Vice-President, Trades and Labour Congress of Canada, Montreal. E. W. A. O'Dell, General Organizer, Boot and Shoe Workers' Union, Hamilton.

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*Canadian Railway War Board.*—W. M. Neal, General Secretary, Canadian Railway War Board, Montreal.

*Railway Brotherhoods of Canada.*—S. N. Berry, Vice-President, Order of Railway Conductors, member Canadian Railway Board of Adjustment, Montreal.

*Returned Soldiers.*—C. G. MacNeil, Dominion Secretary-Treasurer, Great War Veterans' Association, Ottawa.

*Department of Soldiers' Civil Re-establishment.*—Major L. L. Anthes, Director Information and Service Branch, Department of Soldiers' Civil Re-establishment, Ottawa.

*Department of Labour.*—Mrs. Rose Henderson, Probation Officer, Juvenile Court, Montreal. Mrs. J. S. Robson, Chairman, Women's Department, Repatriation Committee, Ottawa. Bryce M. Stewart, Director of Employment Service, Department of Labour, Ottawa.

The first meeting of the council was held in Ottawa, May 12, 13 and 14, 1919. It was devoted to a general stocktaking of the progress of the Employment Service to date, and an attempt was also made to mark out the course of development. Consideration was given to such matters as the re-establishment of the soldier, the attitude of employers and employees toward the service, the farm labour problem, regularization of employment, and the establishment of relations with the British employment exchanges. The council agreed upon a constitution which has been accepted by the minister with some minor changes. The constitution, as approved, provides for one regular meeting annually, but the secretary is required to call special meetings upon instruction from the chairman or at the request of five members of the council with the approval of the Minister of Labour.

The following are the recommendations passed by the council for the minister's consideration. A statement of the action taken on the recommendation follows in each case:—

*Recommendation 1.*—That it is desirable that provincial and local councils be formed and that the minister urge upon the provincial governments the establishment of such councils at as early a date as possible.

In pursuance of this recommendation the Minister of Labour inserted in the agreement with the Provincial Governments under the Employment Offices' Co-ordination Act for the year 1919-20 the following clause: The party of the second part shall organize in connection with the Employment Service a Provincial Advisory Council and in every city of the province with a population of twenty-five thousand (25,000) or more a local advisory council to represent equally employers and employees to assist in the administration of the Employment Service of the said province.

*Recommendation 2.*—That in order that all concerned may be fully aware of the machinery provided by the Dominion and Provincial Governments under the Employment Offices' Co-ordination Act, a publicity campaign be inaugurated by the interested Government bodies, and that as the agreement of the Minister of Labour with the several provinces makes no provision for expenditure on advertising, that the minister amend the agreements with the several provinces, to allow them to expend on advertising their employment systems a sum not to exceed ten per cent of their total expenditures under the Employment Offices' Co-ordination Act.

In view of this recommendation it was stated in the agreement with the Provincial Governments under the Employment Offices' Co-ordination Act for the

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year 1919-20 that advertising expenditure as follows on the part of the Provincial Governments would be accepted as properly made under the agreement:—

Expenditures on advertising in newspapers and periodicals and by bill-boards and posters, necessary to the efficient operation of the employment offices of the said party of the second part, and not exceeding ten per centum (10 per cent) of the total expenditure of the party of the second part, provided that in all such advertising the employment offices of the party of the second part shall be designated "Employment Service of Canada" with whatever amplification of such designation, if any, the party of the second part may desire to indicate the governmental or departmental authority by which the employment offices are administered.

*Recommendation 3.*—That as it has been proven to the satisfaction of the Employment Service Council that commercial employment agencies are retarding rather than promoting the efficient distribution of labour and as full benefits cannot be derived from the government system of employment offices while private agencies continue to exist, that effort should be directed to the elimination of private employment agencies as soon as the laws of the respective governments permit.

Several of the provinces have already acted on this resolution of the council. Legislation forbidding the operation of such agencies has been enacted in the four western provinces, the dates set for the proclamation of the legislation being as follows: Manitoba, June 2, 1919; Saskatchewan, June 1, 1919; British Columbia, November 1, 1919; Alberta, July 1, 1920.

In the province of Ontario legislation was passed at the 1919 session of the legislature by which the number of commercial employment agencies in the province was greatly reduced. According to the new law licenses may be issued to employment agencies other than nurses' registries as follows: Four employment agencies in the city of Toronto; two employment agencies in the city of Ottawa, and town of Sudbury, respectively; not more than one employment agency in any other municipality in the province.

The province of Quebec has enacted legislation for the abolition of commercial employment agencies, it being stated that "the Lieutenant-Governor in Council may at any time order the closing of all employment bureaus kept or controlled by individuals, companies or other persons, in such places as he shall determine; and any individual or other person, and in the case of a company, its president and its manager or secretary shall be liable, in case of refusal or neglect to obey such order, to a fine of not more than five hundred dollars, recoverable before any magistrate having jurisdiction, in the ordinary manner and, on failure to pay the fine and costs, to imprisonment for not more than three months."

The Governments of the provinces of Nova Scotia and New Brunswick are also considering the enactment of legislation forbidding the operation of commercial agencies.

It perhaps should be noted that this action on the part of the provinces is in line with the recommendation of the recent International Labour Conference at Washington.

The General Conference recommends that each member of the International Labour Organization take measures to prohibit the establishment of employment agencies which charge fees or which carry on their business for profit. Where such agencies already exist, it is further recommended that they be permitted to operate only under Government license, and that all practicable measures be taken to abolish such agencies as soon as possible.

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*Recommendation 4.*—That handicap and juvenile divisions be established in the Employment Service, that a special committee be appointed to work out details to be submitted to the Council at its next meeting and that the committee forward to the provincial authorities such information or suggestions as may be obtained by them in their research.

In view of this recommendation the Department of Labour established the office of Juvenile Employment Specialist. The Civil Service Commission held a written examination and J. M. Wyatt, M.A., Chief Probation Officer of the Toronto Juvenile Court, was appointed to the position. Arrangements can be made whereby Mr. Wyatt's services will be available to the provinces for the study of juvenile employment problems and the organization of juvenile employment work. Some research in connection with employment work for juveniles and handicapped workers is being carried on in the Department of Labour, and it is hoped that it will be possible to forward the results of this work to the provincial employment services shortly. The information will of course be available to the committee appointed by the Employment Service Council and should be of use to them in the formulation of recommendations for submission at the next meeting of the council. Because of the preventive character of juvenile employment work, it was thought best to give it first attention. Some study of the problems involved in the placement of handicapped workers has been made and it is hoped that shortly closer attention may be given to this section of the employment service field. It should be added that the Department of Soldiers' Civil Re-establishment have conducted offices for the placement of handicapped soldiers in the cities of Toronto, Winnipeg, Edmonton, Calgary, Vancouver and Montreal.

*Recommendation 5.* That the several departments of the Federal, Provincial, County and Municipal Governments, the railways, steamship companies, trade unions, manufacturers and other representative sections of employers and employees, be requested to work in the closest possible conjunction with the employment offices of the service in obtaining help and that in the engagement of labour for Government work the authorities concerned be requested to place all orders with the Employment Service.

The Employment Service of the Department of Labour has been in communication with various Government departments and railway companies in this matter. A copy of each new list of employment offices issued by the Employment Service of the department is forwarded to all large employing departments of the Dominion Government and to the railway companies for distribution to the officers concerned. The Department of Public Works has advised that instructions have been issued to its officials to secure labour so far as possible through the properly authorized governmental agencies. The Hydrographic Survey of the Department of the Naval Service advised that, "In so far as possible this service will be delighted to make use of this information." The Dominion Water Power Branch of the Department of the Interior advised, "We will be very glad to have a copy of your communication forwarded to the chief engineers of our offices with instructions that all engineers employing help shall bear in mind your organization and take advantage of it whenever possible." The Geological Survey of the Department of Mines advised that the local offices would be used as much as possible. The Geodetic Survey of the Department of Interior also promised co-operation. The general manager of Eastern Lines of the Canadian National Railways advised, "We are giving this information (list of offices) to all officials for reference in the event of men being required in any of the departments. They have been instructed to make use of these bureaus in all cases where it is possible to do so." The general manager of the Canadian National

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Railways, Western Lines, advised that all concerned had been notified. Mr. Wm. Neal, General Secretary of the Canadian War Board, issued under date of May 29, 1919, a letter to the various railways drawing their attention to the Employment Service, enclosing a list of local offices and recommending that the offices be used by the railways when and where possible.

*Recommendation 6.*—That as the Federal Department of Immigration anticipates the establishment of guilds for the reception and placement of domestic servants and other female workers, the Minister of Labour should consider the desirability of using the Employment Service of Canada for ascertaining the requirements for labour in Canada and for the placement in Canada of all immigrants seeking employment.

In pursuance of this recommendation, the Employment Service of the Department of Labour is supplying the Department of Immigration with information as to the state of the labour market in Canada, and effort is being directed towards the establishment of a close liaison between the Employment Service and the Department of Immigration in these matters. Plans have been adopted whereby when a request is received in the Department of Immigration from an employer in Canada for the importation of labour, it is referred to the Employment Service for a statement as to employment conditions in the particular industry, whether or not the wages and conditions are standard, whether there is any labour dispute, etc. It is hoped that very shortly a plan will be inaugurated by which employers looking to the importation of labour will be referred to the local employment offices and that their application will be pronounced upon by the local offices before action is taken looking to the importation of labour from other countries.

*Recommendation 7.*—That in the approval and execution of public works and in the purchases of Government supplies regard shall be had so far as reasonably practicable to the general state and prospects of the labour market to the end that the total volume of employment of the country may be kept as constant as possible.

Action along the lines of this recommendation has been taken by the Dominion Government. At the first session of the House in 1919, a Bill was introduced for the establishment of a purchasing commission. Through the concentration of all purchasing in a single agency, this would permit more careful regulation of purchasing in accordance with labour market conditions. Although the Bill was not passed, there is some hope that it may yet be enacted. In the releasing of Government contracts from time to time, reference has been made to the Employment Service for information as to employment conditions in the industries and localities affected, and in view of the heavy demand for building labour in 1919, which seemed likely to be continued throughout 1920, the Government's building programme was greatly curtailed.

*Recommendation 8.*—That there be established in the Dominion Provincial Employment Service a section to be called the Professional and Business Section, and that the Minister of Labour open further negotiations with the Provincial Governments in the matter.

Through the Dominion Superintendents of eastern and western offices, there have been negotiations with the various Provincial Governments looking to the establishment of a Professional and Business Section in the Employment Service, and in some of the provinces professional and business offices have been operating with success.

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*Recommendation 9.*—That the franking privilege be extended to much of the mail matter of the Dominion-Provincial Employment Service.

The question of extending the franking privilege to the mail matter of the Employment Service received close attention. The Minister of Labour took the matter up with the Postmaster-General, and there has been much correspondence between the two departments on the subject. For various reasons, however, it was impossible to make headway. In view of the financial obligations of the Dominion Government on account of the war it is difficult to secure favourable consideration for any proposal involving a decline in revenue. While the loss of revenue might seem trivial in this case, the Post Office Department insists that the granting of the franking privilege to the Employment Service would establish a dangerous precedent. Most of the offices are provincial offices, and it was urged that if the privilege were granted to one provincial department it would have to be granted to others. It was stated further that any slackening of the franking regulations had been shown by experience to result in the printing and mailing of a larger volume of material, and accordingly an additional expense to the Government. Even the granting of the franking privilege to the Department of Labour's clearing houses at points outside of Ottawa was denied. The general policy in this matter is in the direction of more rigid postal regulations and the curtailing of privileges already granted with a view to increasing the Dominion Government's revenue from postal sources.

*Recommendation 10.*—That in view of the rapid development of the Employment Service and as the expenditures of the provinces are likely to so increase that the allotment of \$100,000 for the fiscal year 1919-20 will be totally inadequate, that steps be taken to have the E. O. C. Act amended to provide that the amount available for distribution for the present fiscal year shall be increased to \$250,000 and for each succeeding year to \$300,000.

While the Employment Offices' Co-ordination Act has not been amended to provide the sum mentioned in this recommendation for distribution to the provinces, an additional appropriation of \$150,000 was made for the fiscal year 1919-20, making a total of \$250,000 available for distribution for that year. For the fiscal year 1920-21, an additional appropriation of \$100,000 has been placed in the estimates, and as a sum of \$150,000 is available under the Act for this year the total appropriation is \$250,000 as before.

*Recommendation 11.*—That university courses in employment management be provided for.

A meeting of the committee appointed under this resolution was held at the Department of Labour, Ottawa, on August 13. The following members were present: Dr. W. A. Riddell, Mr. G. M. Murray, and Mr. Bryce M. Stewart. Mr. A. Martel was unable to be present. Dr. Riddell outlined the plans for the employment management course to be given at Toronto University. It was thought that this course should be regarded as an experiment for the guidance of the council in future work of this kind. It was agreed that if the Toronto University course should appear to fill a need some plan for the promotion of such courses in other universities, east and west, should be adopted. The prospectus of the course for Toronto University was considered, and the following resolution was passed:—

“That the committee endorse the employment management course to be given at Toronto University in September, 1919, as the first Canadian experiment in this field, and that permission be given Toronto University to advertise the course as under the auspices of the Employment Service of Canada.”

The course at Toronto University proved very successful. The lectures were well attended by members of the Ontario Employment Service, by employment managers

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and others interested in employment work. Many of the prominent business men of the city were interested and expressed their appreciation of the value of the course.

*Recommendation 12.*—That the Department of Labour furnish each province with a "job analysis," which should give a description of each occupation, with a code word or number for each, the qualifications and training necessary and also the disabilities which would permit employment in the occupation without serious handicap.

The Employment Service of the Department of Labour has been anxious to give attention to this recommendation of the council, but the pressure of work during the year of organization was such that it was found impossible to begin work on job analysis unless there was some increase in staff. This was thought undesirable, and now that the work of organization is almost completed it is hoped that action on this recommendation may be taken shortly, especially as there have been several inquiries as to when this analysis will be available.

*Recommendation 13.*—That application and order forms, together with stamped or franked envelopes, be supplied to secretary-treasurers of municipalities, and such other individuals or associations as decided on by the provincial general superintendents, and that the Postmaster General be asked to instruct all postmasters to distribute these forms, when called upon to do so by the Department of Labour.

In pursuance of this recommendation, extension service application and order forms were prepared and supplied to postmasters indicated by the provincial general superintendents of the various provinces. To date these forms have been distributed to post offices in the provinces of Prince Edward Island, Nova Scotia, New Brunswick, Quebec, Manitoba, Saskatchewan and Alberta. The matter was arranged of course with the Postmaster General, who instructed the postmasters to co-operate with the Employment Service in this way. It yet remains to arrange that some publicity shall be given to the fact that application and order forms may be secured at these post offices. It would be advisable perhaps that each of the post offices should have a sign giving notice that it is a branch office of the Employment Service. The matter of signs was taken up with the Postmaster General who advised that it would be difficult to make the necessary arrangements from Ottawa. Accordingly it is hoped that it can be arranged through the general superintendents of the provinces that signs can be distributed to all the post offices assisting the Employment Service in this way.

*Recommendation 14.*—That an additional form be prepared to be used for acknowledging receipt of orders and advising the employer what action he may expect to be taken.

In view of this recommendation the Employment Service of the Department of Labour has prepared and distributed Form E. O. 17—Acknowledgment of Order.

*Recommendation 15.*—That the name "Employment Service of Canada" be approved and used by all the provinces in as far as practicable.

Acting on this recommendation also, the Minister of Labour inserted the clause quoted above in connection with Recommendation 2 in the agreement under the Employment Offices' Co-ordination Act for the year 1919-20. It was also provided in the agreement that expenditures on "such standard signs, window lettering and stationery, as may be agreed on by the parties thereto," should be deemed to be properly made for the purposes of the agreement. The use of the name "Employment Service



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of Canada" will be discussed with the provinces when standard signs, window lettering and stationery are being considered. Some of the provinces are already using the name on letterheads and in advertisements.

*Recommendation 16.*—That the question of a standard design for advertising purposes be referred to the chairman, and the secretary with instructions to submit to the various provinces recommendations for their consideration, and that on a majority vote of the provinces a design be adopted.

Much effort has been expended by the Employment Service of the Department of Labour in an endeavour to arrive at a design that would be satisfactory to all concerned. Several designs have been submitted, but as yet no choice has been made. The matter has been further delayed by the departure of Dr. Riddell, the chairman of the Council, to take a position in the International Labour Office.

*Recommendation 17.*—That when a uniform design has been decided upon, the expense of making use of same as a standard sign for the Employment Offices be shared equally by the Federal and Provincial Governments as an expenditure under the Employment Offices' Co-ordination Act.

Acting on this recommendation it was provided as stated in connection with Recommendation 15 that expenditure on standard signs agreed upon by both parties should be deemed as properly made for the purposes of the Act.

*Recommendation 18.*—That the Department of Labour organize at the expense of the Federal Government a preliminary advertising campaign to place before the public the fact that there is a national system of employment offices.

In considering this recommendation it was decided that an aggressive advertising campaign would be too heavy a drain upon the budget of the Employment Service of the Department of Labour, and as the Information and Service Branch of the Department of Soldiers' Civil Re-establishment was interested in the matter from the point of view of the returned soldier, a joint advertising campaign was conducted by the two departments, the expense being shared equally between them.

*Recommendation 19.*—That the Minister of Labour negotiate with the telegraph companies for a special telegraph rate for the Employment Service.

It was understood that this recommendation was passed by the council on the understanding that special telegraph rates were given to some of the larger business interests and that the same consideration should be given to the Employment Service. In as far as could be learned, however, such special rates are not granted and accordingly further action has not been taken.

*Recommendation 20.*—That the Minister of Labour approach the steamship lines with a view to securing a special transportation rate for labourers being sent to employment through the employment offices.

The question of special transportation rates on steamers is of importance only in the province of British Columbia, and there on coast-wise steamers alone. In conference with the railways on the subject of the special transportation rate this point was raised at different times and the special rate was granted wherever necessary on lake and river boats. The concession was withheld, however, in as far as coast-wise steamers were concerned.

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*Recommendation 21.*—That the Minister of Labour establish a weekly bulletin for the Employment Service giving data with regard to the operation of the employment offices and such other information as he may think advisable.

This recommendation has received the minister's attention and the minister has approved the publication of a weekly bulletin for the Employment Service. Arrangements are now being made with the printer and the first issue should appear shortly.

*Recommendation 22.*—That the question of the co-operation of the Dominion Provincial Employment Service with the British employment exchanges be referred to the chairman, the vice-chairman and the secretary of the Employment Service Council for investigation and report at the next regular meeting of the council and that in their deliberations the following points shall receive earnest consideration:—

- (1) No commercialized immigration shall be permitted.
- (2) All private advertising in the United Kingdom to promote immigration to Canada shall be supervised by the Dominion and Provincial Governments.
- (3) That a close liaison be established between the Dominion Provincial Employment Service and the Immigration Department on the one hand and the Employment Exchanges of the United Kingdom on the other with a view to regulating immigration according to the state of the labour market of Canada.
- (4) That all immigrants from the United Kingdom to Canada be passed upon by the Canadian immigration officials in the United Kingdom and that a medical certificate be furnished by such officials in each case.

The matters outlined in this recommendation have received much attention from the Department of Labour and the Department of Immigration and Colonization, and some of the points are still unsettled. It may be said, however, that arrangements have been made by which the Employment Service of the Department of Labour furnishes regularly to the Oversea Settlement Office of the British Ministry of Labour information as to the state of the labour market in Canada for the information of intending emigrants. Approval has also been given to a plan whereby applications from employers in Canada for the admission of workers from the United Kingdom shall receive attention only after officials of the Employment Service in Canada have certified that the Service has been unable to secure the required help in this country, and that the employer in their opinion will observe employment conditions agreed upon.

*Recommendation 23.*—That the following be approved as the Constitution of the Council:—

- (1) *Officers.*—The officers shall consist of chairman, vice-chairman and secretary.
- (2) *Election of Officers.*—The officers shall be elected by ballot by a majority vote of members present at a regular meeting of the council, and shall hold office for one year from date of election, or until a successor is elected.
- (3) *Duties of Council.*—The duties and jurisdiction of the council shall be as set forth in Order in Council 3111, December 23, 1918, or as may be extended by further Order in Council.
- (4) *Meetings.*—Regular meetings of the council shall be held on the second Monday of May and November each year during its term of existence,

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and shall continue until the business on hand at the commencement of the meetings shall have been dealt with. Emergency meetings may be held at any other than the dates above mentioned as the business of the council may require. Such meetings shall be called by the secretary upon instruction from the chairman or at the request of five members of the council, with the approval of the Minister of Labour.

- (5) *Place of Meetings*.—Unless otherwise arranged at a meeting of the council or by the chairman, all meetings of the council shall take place at Ottawa.

Members having subjects for discussion at meetings of council are requested to communicate with the secretary at least three weeks prior to the date of meeting. The secretary shall docket all subjects to be presented at meetings and shall mail copy of docket to each member of council at least two weeks prior to date of meeting.

Subjects not appearing on docket may be presented only upon approval of meeting.

The minister suggests that regular meetings of the council should be held only once in the year at whatever date the council may decide upon. At its first session the council outlined a programme of work that will require more than a year to execute. The number of labour conferences, national and international, which several members of the council have to attend also makes it desirable that the council shall meet only once in the year and the minister makes his suggestion in view of these circumstances.

*Recommendation 24*.—That the following election of officers be approved:—

Chairman—Dr. W. A. Riddell.  
 Vice-Chairman—Mr. Arthur Martel.  
 Secretary—Department of Labour.

The minister has approved the election of officers as above and has instructed Mr. Stewart to act as secretary of the council for the Department of Labour.

#### CO-OPERATION WITH THE SOLDIERS' CIVIL RE-ESTABLISHMENT DEPARTMENT

Close co-operation was maintained between the Department of Soldiers' Civil Re-establishment and the Department of Labour in employment work. After the armistice it was arranged that the Information and Service Branch of the Department of Soldiers' Civil Re-establishment should have a representative in each local employment office to render special service to soldiers. A co-operative arrangement was also made with the Soldiers' Civil Re-establishment Department for the establishment of employment offices in some of the smaller towns in which local unemployment problems had arisen because of the return of numbers of soldiers but in which it was thought conditions would not justify the opening of a permanent office. With the concurrence of the Provincial Governments concerned the Department of Soldiers' Civil Re-establishment opened temporary offices at these places which, it was agreed, should deal with employment for civilian workers as well as for soldiers. The Soldiers' Civil Re-establishment Department sustained fifty per cent of the salary expense in connection with such offices. The remainder of the salary and all maintenance expenses were shared between the Provincial Governments and the Labour Department in the regular way. In the Maritime Provinces, where the Provincial Governments had no direct part in employment work, the expenses in connection with these so-called "one-man" offices were shared equally between the Department of Labour and the Soldiers' Civil Re-establishment Department.

In some of the larger cities the Department of Soldiers' Civil Re-establishment established employment offices for returned soldiers who had suffered disabilities on active service. Offices for professional and business workers were also maintained in some of the larger centres.

#### STATISTICAL REPORTS OF EMPLOYMENT OFFICES

The fiscal year 1918-19 was a year of organization. The majority of the offices of the service were opened in the last three months of the year and the number of placements reported, 52,341, represents the work of part of the year only.

During the fiscal year under review the number of vacancies notified to the offices of the Employment Service was 449,022, of which 396,924 were for men and 52,098 for women.

Applications for employment during the year numbered 470,250, of which 437,200 were received from men and 33,050 from women.

The number of placements effected was 328,937, of which 307,883 were placements of men and 21,054 were placements of women. In addition 51,663 casual placements (when the employment is not expected to continue more than one week the placements are described as casual) were reported, a total of 380,600. Disregarding the figures for casual employment, the placements were 70 per cent of the applications, and 73 per cent of the vacancies offered by employers.

The following tables show the application, vacancies and placements reported weekly by the offices of the various provinces:—



STATEMENT of Applications reported by offices of the Employment Service of Canada in the various Provinces weekly, April 1, 1919, to March 27, 1920.—*Con.*

Week ended	P.E.I.	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Canada		
										Men	Women	Total
Feb. 21	44	198	442	847	3,755	748	466	834	1,468	8,185	617	8,802
" 28	38	241	304	979	3,833	703	486	845	1,358	8,129	658	8,787
Mar. 6	44	277	363	968	3,809	1,018	531	777	1,523	8,519	711	9,230
" 13	21	252	351	991	3,631	1,050	527	978	1,519	8,437	784	9,221
" 20	37	256	317	895	3,491	895	522	792	1,678	8,105	774	8,879
" 27	27	255	305	1,111	3,586	1,151	775	908	1,757	8,107	770	8,877
Total for fiscal year 1919-20	2,105	13,125	17,739	52,633	163,832	62,779	43,897	50,303	63,747	437,200	33,050	470,250

STATEMENT of Vacancies reported by offices of the Employment Service of Canada in the various Provinces weekly, April 1, 1919, to March 27, 1920

April 5	Nil	90	173	146	1,765	737	1,126	657	611	4,461	864	5,325
" 12	22	230	168	268	1,966	911	979	864	767	5,059	961	6,020
" 19	17	116	242	279	1,724	823	1,252	703	721	5,231	802	6,033
" 26	20	148	458	319	2,149	1,069	1,490	719	751	4,972	822	5,794
May 3	24	318	170	320	2,237	513	750	739	655	5,072	782	5,854
" 10	73	443	317	353	3,106	691	654	821	677	5,813	864	6,677
" 17	345	290	276	443	3,106	691	654	821	677	5,813	864	6,677
" 24	29	125	229	220	2,200	246	276	980	578	4,307	648	4,955
" 31	85	109	298	378	3,075	230	459	520	520	5,089	779	5,868
June 7	17	169	213	396	2,813	343	843	531	343	5,966	779	6,745
" 14	30	644	477	477	3,083	280	813	628	568	5,807	919	6,726
" 21	200	266	368	378	4,235	2,240	736	670	755	8,142	1,453	9,595
" 28	246	220	354	354	2,907	1,210	891	679	754	6,141	1,068	7,209
July 5	220	220	835	234	3,092	1,185	743	821	780	6,453	1,114	7,567
" 12	397	175	329	378	3,223	1,588	806	655	1,179	7,483	801	8,284
" 19	47	161	408	408	3,232	1,362	832	589	1,003	7,369	891	8,260
" 26	45	170	345	345	3,232	1,362	832	589	1,003	7,369	891	8,260
Aug. 2	26	121	342	342	3,809	330	1,656	748	857	12,741	1,527	14,268
" 9	4	131	268	2,432	5,809	5,410	3,210	1,088	1,919	17,306	824	18,130
" 16	25	181	284	651	3,908	5,410	3,210	1,088	1,919	14,774	1,037	15,811
" 23	23	110	318	1,373	5,238	5,756	2,168	1,377	1,232	18,015	1,235	19,250
" 30	29	159	431	485	3,996	3,528	2,751	1,025	1,250	12,811	843	13,654
Sept. 6	34	125	337	272	3,212	2,738	2,493	790	904	9,976	929	10,905
" 13	28	287	333	318	3,843	2,216	1,536	908	1,071	9,479	1,061	10,540
" 20	18	197	398	587	4,352	2,564	1,961	1,196	1,003	11,003	1,211	12,214
" 27	13	319	363	447	3,608	4,213	1,657	1,096	1,089	11,682	958	12,640
Oct. 4	41	318	376	447	4,178	2,300	2,300	1,310	1,011	11,141	878	12,019
" 11	33	489	437	447	2,780	2,469	1,289	646	1,289	8,478	705	9,183
" 18	37	438	437	447	2,780	2,469	1,289	646	1,289	8,478	705	9,183
" 25	19	318	366	312	2,738	2,977	1,778	993	392	8,482	751	9,233

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Nov. 1	110	431	1,093	1,022	693	9,326	762	10,088
" 8	147	376	2,186	833	1,717	9,038	847	9,885
" 15	118	383	2,779	682	1,071	7,756	990	8,746
" 22	126	337	1,287	730	1,000	7,479	1,004	8,483
" 29	182	374	1,468	730	1,000	6,572	1,352	7,924
Dec. 6	179	374	1,445	647	1,184	6,537	1,402	7,939
" 13	119	402	3,309	657	1,001	5,897	989	6,886
" 20	174	380	2,778	633	1,010	5,687	1,056	6,743
" 27	287	382	1,919	491	1,010	5,687	1,056	6,743
Jan. 3 (1920)	118	112	1,502	491	619	3,369	497	3,866
" 10	146	230	1,878	573	702	3,988	711	4,699
" 17	94	303	2,943	732	1,107	5,947	995	5,942
" 24	128	253	2,371	470	996	6,221	1,232	7,453
" 31	148	321	2,737	562	1,007	5,395	931	6,326
Feb. 7	181	280	2,552	562	1,095	5,130	1,007	6,137
" 14	181	281	3,226	882	1,019	5,964	1,173	7,137
" 21	164	349	2,724	694	1,114	5,816	1,044	6,860
" 28	129	271	1,421	694	1,127	6,582	1,071	7,653
Mar. 6	168	323	1,445	698	1,221	6,582	1,071	7,653
" 13	248	390	2,893	686	1,363	6,305	1,365	7,668
" 20	217	267	1,379	843	1,352	6,660	1,901	8,561
" 27	172	243	3,100	669	1,352	6,372	1,352	7,724
" 27	178	406	3,646	957	1,683	8,154	1,351	9,705
Total for fiscal year 1919-20	1,179	16,001	88,312	53,041	50,288	396,924	52,008	440,022





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Feb. 7	113	322	675	1,975	601	295	509	992	5,057	424	5,481	1,280
" 14	107	217	707	2,183	565	232	644	1,010	5,293	308	5,691	1,198
" 21	77	222	855	2,100	732	308	591	1,171	5,710	422	6,132	1,251
" 28	114	176	700	1,196	597	348	562	1,097	5,154	450	5,604	1,250
Mar. 6	131	200	589	1,966	714	383	578	1,215	5,344	448	5,792	979
" 13	103	175	565	1,987	721	383	613	1,148	5,233	474	5,707	1,238
" 20	142	187	533	2,236	834	375	592	1,282	5,707	485	6,194	1,362
" 27	138	152	674	2,437	993	619	780	1,392	6,656	546	7,202	1,608
Total for fiscal year 1919-20	6,786	12,265	27,827	106,035	56,507	37,697	36,566	43,827	307,883	21,034	328,937	51,663

## INFORMATION ON UNEMPLOYMENT

Under the section of the Employment Offices' Co-ordination Act, which empowers the Minister of Labour "to compile and distribute information received from employment offices and from other sources regarding prevailing conditions of employment," effort is being directed to the collection and compilation of statistical and other information concerning unemployment. The following statistical information bearing on unemployment is available:—

1. Weekly reports from all public employment offices showing the number of applications, vacancies and placements for each office during the week. Summaries of these reports are distributed weekly to all employment offices of the Employment Service of Canada and to the press.

2. Weekly reports from about 5,000 employers with over 700,000 employees showing the number of persons on the pay-roll on the last day of the week and the number anticipated to be on the pay-roll on the last day of the next week. From these reports tables are compiled and summary statements are issued to all offices of the Employment Service of Canada and to the press.

3. Monthly returns relating to unemployment among their members are received from about 1,500 labour organizations with a total membership of over 200,000. From these returns tables are compiled showing percentages of unemployment in trade unions by occupation groups and by provinces and cities.

4. Reports are received from the remaining private employment agencies showing the number of applications, vacancies and placements during the month.

5. Fifteen city corporations furnish monthly reports showing the number of workers temporarily employed on city work.

6. Monthly reports are received from 50 municipalities with a population of 10,000 and over showing the volume of employment in the building trades as indicated by the value of building permits issued.

As to non-statistical information the Employment Service has collected a considerable volume of material on various measures for preventing or alleviating unemployment, such as short time instead of reduction in staff during slack periods, the reservation of Government work for periods of depression, the concentration of Government purchasing in times of seasonal inactivity, vocational guidance, the placement of handicapped workers, unemployment insurance, etc.

The information in hand has proven of value in various instances in estimating the employment situation in any locality before the release of Government contracts. It has also been of service in immigration matters, especially in connection with requests from employers for the admission of labour from other countries. With data at hand indicating whether employment in the industry in question is expanding or contracting a basis is afforded upon which decision as to admission or exclusion can be made, especially when correlated with reports from employment offices as to the demand for workers of the class called for and the supply of such workers. When the record has been continued for a few years the Service should be well informed as to the seasonal fluctuations in the different industries, and accordingly as to the times in the year when they will be calling for or releasing labour. The Service should then be able to anticipate its problems and to prepare for them. As organization improves and staffs become more experienced it should be possible, with this information at hand, to arrange for the dovetailing of occupations; that is, to transfer workers from industries in seasonal decline to those in the period of expansion, thereby reducing seasonal unemployment and enabling employers to maintain maximum production. In time the statistics should also afford some basis for a scheme of unemployment insurance. It is proposed to make much of the data available to employment officials and others interested at frequent intervals through a bulletin.

## LABOUR MOBILITY

The clearance work of the Employment Service is now fairly well organized. Each local office reports daily to the clearing house of the province (1) positions unfilled and impossible to fill locally, (2) applicants unplaced and willing to leave locality. At the clearing houses the items reported are listed in a provincial clearance bulletin, which is circulated daily among all the employment offices of the province so that an unsatisfied demand for labour in one part of the province may be related to unemployed workers in another. Superintendents of offices able to satisfy items on the bulletin are required to communicate with each other, arrange transfers if possible and report to the provincial clearing house so that the items disposed of may be cancelled in the next issue of the bulletin. The interprovincial clearing houses of the Department of Labour, at Ottawa for the East, and at Winnipeg for the West, receive copies of all clearance bulletins issued by the provincial clearing houses in their districts. When the provincial clearance officer is unable to secure the workers required in any case within the province, he marks the item for interprovincial circulation on the provincial bulletin. The interprovincial clearing house lists such items from all the provinces in its jurisdiction in an interprovincial clearance bulletin, which in the case of the Western Clearing House at Winnipeg is circulated among all the employment offices in the West. In the same way the Eastern Clearing House at Ottawa sends its bulletin to all offices in the eastern provinces. By this plan employment office superintendents are advised if the local demands for labour or employment can be satisfied in nearby provinces. They are authorized to communicate directly with the other superintendents concerned, and reports on transfers affected are made to the two provincial clearing houses interested and to the interprovincial clearing house of the district. Ottawa headquarters also issues a Dominion clearance bulletin, which circulates among all the offices of the country applications for employment and orders for labour that appear to be especially difficult of satisfaction, involving perhaps transfers between East and West and possibly necessitating effort to secure workers from other countries. The items in this bulletin are mainly those reported by the interprovincial clearing houses as involving special difficulties and not likely to be satisfied by offices in their territory.

A reduced fare plan agreed upon by all the larger railways of the country has been an important factor in the success of the clearance work of the Employment Service. On March 1, 1919, a special transportation rate for persons being sent to employment at a distance was granted by the following railways: Canadian National Railways, Canadian Pacific Railway, Algoma Central and Hudson Bay Railway, Dominion Atlantic Railway, Michigan Central Railway, Quebec Central Railway, Temiskaming and Northern Ontario Railway, Wabash Railroad, Kettle Valley Railroad and Pacific Great Eastern Railway. Under this transportation arrangement a reduction from the regular fare was granted on all trips of 116 miles or more, a flat fare of \$4 being charged on trips of from 116 to 400 miles, and a one-cent-a-mile rate on all trips of more than four hundred miles. In October, 1919, the railways requested a revision of the agreement and after several conferences on the subject the following was agreed upon: Full fare on all trips of 116 miles or less; a flat rate of \$4 on trips of 117 to 177 miles, and on trips of more than 177 miles 2½ cents per mile. The new rate became effective February 15, 1920. Reduced fares are granted to applicants on presentation of a certificate signed by the superintendent of the local employment office. The certificate is issued of course only in cases of bona fide placements through the Employment Service. The rate presupposes the existence of a well-organized system of provincial and interprovincial clearance to insure that persons will not be despatched long distances when suitable employment is available near at hand. The importance of this reduced fare plan in enabling the Service to secure employment for persons who would otherwise be out of work and thereby to reduce unemployment and increase production, can scarcely be overemphasized.

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The number of special rate certificates issued by offices of the Service during the year ended March 31 was 40,078, of which 23,962 were issued to points in the same province as the despatching office and 16,116 to points in other provinces. The following tables gives the figures by provinces:—

Interprovincial Transfers to points in	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Total
Certificates issued by offices in—										
British Columbia.....		122	1,054	46	9	2				1,235
Alberta.....	2,206		279	210	9	2	1		1	2,706
Saskatchewan.....	756	351		1,914	96	1				3,118
Manitoba.....	118	304	944		3,176					4,442
Ontario.....	10	5	9	26		1,004		1		1,055
Quebec.....	1		2	15	2,796		89			2,902
New Brunswick.....			1	16	16			78		121
Nova Scotia.....			1	18	7		292			320
Prince Edward Island.....							170	7		177
	3,091	682	2,390	2,245	6,108	1,056	552	86	6	16,116

Transfer certificates issued in each province to points within the province.

British Columbia.....	5,476
Alberta.....	1,521
Saskatchewan.....	2,773
Manitoba.....	2,672
Ontario.....	10,784
Quebec.....	517
New Brunswick.....	123
Nova Scotia.....	96
<b>Total.....</b>	<b>23,962</b>

#### FARM LABOUR

During the year the Employment Service devoted much attention to the securing of labour for employment on farms and about 25 per cent of the total placements were for farm work. In the cities of Toronto and Winnipeg, special farm labour departments are maintained in the local offices. To meet the demand for help on the western farms for the spring seeding a special effort was made to recruit workers as they were released by the mines and lumber camps, at the close of the winter activity. To this end, temporary offices were opened at Big River and Hudson Bay Junction in Saskatchewan, and Bowsman and Barrow's Junction in Manitoba, and as the workers became available from the camps or mines, they were despatched direct to spring work on farms in the Prairie Provinces.

The demand for harvesters for the western wheat crop taxed the Service heavily. In the four weeks from August 11 to September 6, the Service received orders for almost 50,000 workers of which approximately half were required by farmers in the western provinces. A conference was held with the passenger traffic managers of the railways and general policy with regard to the harvest excursions, advertisement of the excursions in the eastern provinces, the railway rates, and the method of distribution from Winnipeg were discussed. For some years the railways had refrained from running excursions out of the Maritime Provinces with the result that the entire burden of the western harvest labour demand fell upon the provinces of Ontario and Quebec at a time when they required farm labour. In view of this and also of the fact that there was some unemployment in the coal mining districts of the Maritime Provinces in the summer of 1919 it was arranged to despatch excursions from those provinces though at a somewhat higher fare than from Ontario and Quebec. Employment offices in British Columbia also gave special attention

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to the harvest labour demand from the Prairie Provinces and about 500 persons were despatched from the Pacific coast. By this plan, the burden of supplying the harvest labour requirements of the west was more evenly distributed, and at the same time unemployment in the Maritime Provinces was considerably relieved.

## SCHEME OF CO-OPERATION WITH BRITISH EMPLOYMENT EXCHANGES

An important phase of the work of the Employment Service during the year 1919-20 was the putting into effect towards the end of the year of a new arrangement with regard to the admission of workers from Great Britain to fill vacancies which cannot be filled in Canada. Formerly such vacancies were notified by employers either to the Canadian Immigration Department or to the Employment Department of the British Ministry of Labour. The procedure followed by the Canadian Immigration Department was to deal with each application of a Canadian employer by making inquiries as to whether there was any Canadian source of supply, whether the wages and working conditions were such as to warrant encouragement of the admission of such labour, and whether the employment offered was of a permanent character. If, after inquiry along these lines the admission seemed warranted, the department notified its London office. The employer concerned was also notified and made his own arrangements as to trade selection in Great Britain. The practice followed by the Employment Department of the British Ministry of Labour in connection with vacancies for employment abroad was to communicate directly with individuals or firms in other countries notifying vacancies in their business, and to ask them to fill up a form with particulars of the employment offered. Providing that the terms were satisfactory, the department circulated the vacancy through the machinery of the local employment exchanges with a view to the engagement of suitable applicants. While this course served as a temporary expedient, it was felt that in view of the organization of the Employment Service of Canada and the developments in the British system of employment exchanges, it would be possible to devise some more satisfactory arrangement. The British authorities accordingly suggested to the Canadian Government a form of procedure recommended by the Inter-Departmental Committee appointed in Great Britain for the purpose of dealing with matters relating to oversea employment. This procedure was to the following effect:—

(a) That a printed form of application be made available through the Employment Service machinery of the Canadian Government in order that prospective employers may be enabled locally to fill up particulars as to the conditions of employment they offer.

(b) That upon completion the form be returned to the officer in charge of the nearest employment office in Canada who should satisfy himself as to the bona fides and apparent ability of employers to fulfil the offered terms and make an endorsement to that effect upon a slip to accompany the form.

(c) That the form so completed and endorsed be transmitted to the Director of the Employment Service at Ottawa.

(d) That if the application be approved, a duplicate copy of the form be forwarded to the Executive Officer of the Oversea Employment Committee, Ministry of Labour, 59 Victoria street, London, S. W. 1, in order that endeavours may be made to fill the vacancies.

(e) That such steps be taken as may be necessary to carry out these arrangements in co-operation with the representatives of the Canadian Immigration Department in Ottawa and London.

It was thought that this procedure would obviate delay and at the same time would insure that no applicants would be taken into consideration before the author-

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ities had had an opportunity of deciding whether prevailing conditions were such as to warrant the introduction of the required labour. It was also suggested that particular care should be taken when dealing with the endorsement of vacancies for women.

This procedure after being considered and approved by the Minister of Immigration and the Minister of Labour was accepted by the Canadian Government. In order to put the new arrangement into effect the Employment Service drew up a form (E.O. 39) to be filled in by employers desiring to have workers admitted into Canada from abroad, notified the employment office superintendents of the scheme, and gave them a detailed statement of the procedure to be followed. The plan has not been in operation long enough to make possible any estimate of its value.

#### THE FEDERAL EMERGENCY APPROPRIATION

In order to meet the problem of unemployment among ex-members of the Canadian Expeditionary Force, the Federal Government made an appropriation to provide financial assistance during the winter months of 1919-20 for all necessitous cases. The administration of this appropriation was entrusted to the Canadian Patriotic Fund, but it was provided that no application for assistance should be considered unless accompanied by a certificate of the Information and Service representative of the Soldiers' Civil Re-establishment Department in the nearest employment office of the Employment Service of Canada. The Information and Service Branch representatives were authorized to issue certificates of two classes. It was provided that certificate "A" should be issued to the applicant if no employment were available. On the other hand, if employment could be had but at a rate of remuneration insufficient to maintain the applicant and his dependents, or if the employment were at a distance and it were necessary to give the applicant financial assistance to reach the place of employment certificate "B" was issued. The actual necessity for assistance was inquired into in each individual case by officers of the Patriotic Fund who determined also the amount of assistance, if any, to be given and the duration of the same. It was originally intended that in the first instance assistance should not be given for a period longer than two weeks, provided, however, that further assistance might be granted on the presentation weekly of a card from the proper representative of the Soldiers' Civil Re-establishment Department. But in order to meet the case of applicants living at a considerable distance from the nearest office of the Patriotic Fund, the administrator of the Fund was subsequently empowered to extend the above periods at his discretion. According to the original scheme, financial assistance was to be granted from the Federal Emergency Appropriation during the months of December 1919, and January, February and March 1920, provided that in cases where extreme hardship would result from the termination of the assistance, it might be continued during the month of April. An Order-in-Council of March 23, however, provided for a general extension of the appropriation up to and including April 10 in the case of men without dependents, and up to and including April 24 for men with dependents. The total amount expended in giving assistance to applicants receiving certificates of class "A" or class "B" was \$4,629,803.70, of this amount \$4,146,624.51 was expended in assisting unemployed persons, \$438,159.38 in supplementing the income of persons inadequately employed and \$44,989.81 in giving applicants financial assistance to reach employment at a distance.

The first certificates issued were dated December 27 and from that date until the end of April the representatives of the Information and Service Branch exercised the strictest possible supervision over the issue of certificates and renewal of certificates, and co-operated with the Employment Service of Canada to insure that as many vacancies as possible should be made available for returned men. In order to handle the additional work thrown upon the employment offices by the Federal Emergency

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Appropriation, it was necessary for the Soldiers' Civil Re-establishment Department to appoint a number of additional officers and in some localities to make alterations in premises or to secure additional premises. Statistics of the work done in the public employment offices in connection with the Federal Emergency Act compiled by the Soldiers' Civil Re-establishment show that the total number of men who received unemployment certificates was 43,382 of whom about half were placed at some period. Of the total number receiving unemployment certificates, 28,295 men had not registered prior to December 1, 1920.

## STAFF

Employment offices in Western Canada were supervised for the Department of Labour by Mr. L. F. Howard, with headquarters in Winnipeg. In January, 1920, however, Mr. Howard was appointed by the Civil Service Commission to the position of Dominion Superintendent of Eastern Offices, with headquarters at Ottawa. At the same time the work in the West was placed in charge of Mr. R. A. Rigg, of Winnipeg, who was appointed Dominion Superintendent of Western Offices. Mr. Rigg has charge of the Western Clearing House, through which the interchange of labour between provinces in the West is arranged. The branch clearing house at Vancouver is also under his supervision. The interchange of labour between provinces in the East is conducted by the Eastern Clearing House at Ottawa, under Mr. Howard's supervision. He also has charge of the branch clearing house at Moncton, N.B. The Dominion superintendents are further charged with the inspection of provincial employment offices under their jurisdiction, and with the duty of reporting any failures on the part of the Provincial Governments to conduct their employment services in accordance with the terms of the written agreements with the Department of Labour.

In December, 1919, Mr. J. M. Wyatt, M.A., was appointed by the Civil Service Commission to the position of Juvenile Employment Specialist. Since his appointment Mr. Wyatt has been preparing plans for the organization of placement work for juveniles and assisting the Provincial Governments in the promotion of these plans.

## IX. TECHNICAL EDUCATION

(The report received from Prof. Gill, Director of Technical Education, covers the year ended June 30, 1920. The report covers the first year's proceedings under the Technical Education Act, activities under the statute having, however, commenced only towards the close of the calendar year 1919, being coincident with the appointment of the director. The director has found it convenient to bring his statement down to the close of the school year, June 30, three months later than the close of the fiscal year. The payments made under the statute to the close of the fiscal year are, however, also indicated. The governing statute requires that the report made under its provisions shall include the reports made by the several provinces on the work done in each province for the promotion of technical education and the expenditure connected therewith, and the reports of the several provinces are accordingly appended to the report of the Director of Technical Education.)

Prof. L. W. Gill, Director of Technical Education for Canada, reports as follows:—

### INTRODUCTION

For the purpose of assisting the provinces in promoting technical education, the Act provides authority for the Minister of Labour to distribute to the Provincial Governments, under specified conditions, an amount of money not exceeding \$700,000 during the fiscal year ending March 31, 1920. The amount available for each province is determined, according to section 4 of the Act, by first setting aside \$10,000 for each province and dividing the remainder in proportion to the population as shown by the last decennial census. According to this method of allotment, the amount available for each province for the year was as shown in table I. This table also shows the amount paid to the provinces in accordance with the provisions of the Act.

For purposes of administration, especially in connection with the tabulation of statistics, it has been found more convenient to base the annual report on the school year, which ends June 30, rather than on the federal fiscal year. For those who are interested only in financial matters within the fiscal year, table I has been prepared. This table shows the amount of money paid out of the federal grant during the fiscal year ending March 31, 1920. Table II is a complete financial statement covering provincial and federal expenditures for the school year ending June 30, 1920. Table III is a statement of the educational work done by the provinces in the same year.

### CONDITIONS IMPOSED BY THE ACT

1. Section 3 of the Act provides that an Order in Council shall be passed by each province indicating its desire to take advantage of the provisions of the Act. This condition has been fulfilled by all of the provinces.

2. Section 6 provides that between the minister and each province which has signified its desire to take advantage of the Act an agreement must be reached with respect to the character and scope of the work to be done. In accordance with this provision, agreements have been executed with all of the provinces. The terms of the various agreements are substantially the same, minor differences being necessary to meet the conditions which are incidental to the different systems of education in the provinces. These agreements are to be renewed annually, modifications being made from year to year as may be mutually agreed upon. The working out of these agreements has given rise to the most cordial relations between this department and all of the provincial departments of education, and the foundation has been laid for harmonious and effective co-operation in the promotion of all phases of the work.



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A typical agreement is presented in Appendix I.

3. According to section 5, payments from the federal grant are to be made only on condition that an equal amount is expended on technical education by the Provincial Governments. The amounts paid out from the federal grant were, therefore, equal to one-half of the total moneys paid out of the provincial treasuries for purposes of technical education.

## PURPOSE OF THE ACT

4. "Technical Education," as defined in section 2 of the Act, "means and includes 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." According to this definition, technical education may include any form of education or training which will fit a boy or girl for useful employment in any chosen vocation. The chosen vocation may be in the field of manufacturing, engineering, commerce, trades, fisheries, agriculture, home-making, professions, etc. "Technical" and "industrial" are thus included in "vocational" education. The latter term, being the most comprehensive and the one generally used in the United States, will in future be used to include all work to be promoted under the provisions of the Act.

5. While the above definition of technical education is very broad and comprehensive, it was clearly not intended that the Act should provide assistance for work already organized or established. Consequently the work to be promoted under the provisions of the Act has been limited to vocational education which has not been provided for except in a minor degree. The vocations for which education and training have been established are: (1) the professions (involving a degree), (2) teaching (elementary and high school), (3) agriculture—a federal grant has been given for this work. In accordance with the above, all work of college grade (courses leading to a degree), the training of nurses, the training of teachers for elementary and high schools, and agricultural education have been excluded from the benefits of the Act. The work of the elementary schools and the academic courses in high schools, including manual training, are excluded because they are not vocational, and because they have been long established and provided for.

With the above note classes of educational work eliminated, the field for vocational training is fairly well defined.

## CHARACTER OF THE TRAINING

6. The Act does not provide for any specific kind of education or training. The character of the work is to be determined by federal-provincial agreement. In view of the fact that the Act was fundamentally based on the recommendations of the Royal Commission appointed in 1910, the report of the commission was looked to for guidance on this question. According to the recommendations of the commission "the aims of industrial training and technical education" should be:—

- (1) The preservation of health and the vigour of life,
- (2) The formation of good habits,
- (3) The development of the sense of duty and responsibility,
- (4) The preparation of the body, mind and spirit for following some useful occupation,
- (5) The cultivation of the mental powers, the acquisition of knowledge and the development of the scientific spirit with reference to the occupation,
- (6) The promotion of good-will, and desire and ability to co-operate with others,
- (7) The maintenance of standards and ideals.

7. There are those who would restrict the work of technical education to such instruction or training as would improve the efficiency of the boy or girl as a productive machine. The adoption of such a policy would create an army of slaves instead of an army of happy, industrious citizens. It has, therefore, been decided that the aims of vocational education in Canada shall, as far as possible, be those laid down by the commission. On this basis the dominant purpose of any course of vocational education shall be to train for citizenship, the fitting for useful employment being regarded as the crowning element in the educational system. Before starting on a definite course of vocational training, the pupil should be aided and encouraged in finding his own aptitudes and in selecting a vocation for which his native ability is best suited. In accordance with the aims set forth above, emphasis should be placed on the development of character and ability to co-operate with others. This involves the development in the individual of good-will toward others, loyalty to the community, and a definite sense of responsibility for the maintenance and improvement of organized society.

#### REPORT OF PROGRESS

8. For a considerable time previous to the war, the provinces of Nova Scotia and Ontario had been conducting technical evening classes. A little later, Ontario established some technical day schools. Quebec and Alberta followed with both day and evening classes. At the present time all the provinces, with the exception of Prince Edward Island, have made a good start. All realize the necessity of vocational education, and all are taking steps to develop the work as rapidly as possible. With the exception of Saskatchewan and Prince Edward Island, all have appointed a special officer to take charge of this work. In the case of the two provinces mentioned, the demand for vocational education, other than agriculture, is not very great, especially in Prince Edward Island. Notwithstanding this, the province of Saskatchewan has under consideration the appointment of a man to take charge of the work of vocational education in the province.

9. Notwithstanding that a considerable amount of work has already been done in some of the provinces, it cannot be said that the work has been extended to cover any considerable portion of the field. If Canada is to keep up in the commercial race, the technical school accommodation must be increased within the next ten years at least to equality with the present high school accommodation.

10. The enactment of the Technical Education Act, followed by the appointment of a Federal Director, has given a decided impetus to the work in all the provinces, and the next few years should witness a decided development. The increased cost of building and of equipment will no doubt adversely affect this development, as it will present an insuperable difficulty to some of the smaller towns and cities. As an illustration, it may be pointed out that for a city with a population of 50,000 the cost of building and equipping a technical school to meet even present needs will exceed \$200,000. Yet the total amount available from the federal grant last year for the largest of the western provinces was only \$51,838. To assist in overcoming this difficulty it may be necessary for the Federal Government to aid the provinces on the more liberal scale recommended by the Royal Commission.

11. In addition to the lack of money to provide the necessary accommodation, there is difficulty in securing properly qualified teachers. On account of the large expense involved, none of the provinces has attempted to adequately cope with this problem. In any educational work the teacher is by far the most important factor, but we appear to have almost lost sight of the deep significance of this fundamental fact. We train teachers—at least we pretend to—for the elementary and high schools. If it is profitable to do this it will surely be more profitable to train teachers for technical schools, since the work of these teachers is more complex and difficult. In

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vocational work the teacher must not only *know*, through actual experience in productive employment, the practical side of the vocation toward which the pupil is being guided, but he must also know how to guide his pupils—how to keep their minds active on constructive problems. It is fundamentally important that the vocational teacher should guide the pupil rather than impart knowledge. The latter should be incidental. In this connection I may venture the statement that one of the great weaknesses of our present educational system is the tendency to regard the adolescent mind as a storehouse which should be filled with information, rather than as a living, growing organism which should be trained to function properly, i.e., to think independently, logically and constructively.

12. At the present time the work in every province is suffering from an inadequate supply of properly trained teachers. For this work a special training is necessary. Existing institutions which are equipped to train teachers for ordinary educational work are of no use for this purpose. An institution equipped and staffed for this special purpose must be provided if properly qualified teachers are to be secured. It is within the financial possibilities of the provinces of Ontario and Quebec to provide teacher-training institutions which will meet their own needs, but at the present time it would be too great a burden for the other provinces. Under these conditions the best solution of the problem would obviously be the establishment of one institution for the whole of Canada through the co-operative effort of all the provinces. This solution would not only be the most economical but it would be the most efficient. Another possible solution would be co-operative action by the four western provinces and similar action by the eastern provinces. The first solution would not only provide the necessary teachers but it would serve to create a national spirit and a unity of purpose which are the corner stones on which a nation is built.

## REPORTS OF PROVINCES

13. These are included in the latter part of this report.

TABLE I.—Money Available and Money Paid to Provinces under Technical Education Act, Fiscal Year ending March 31, 1920

Province	Amount Available	Amount Paid
	\$ cts.	\$ cts.
British Columbia.....	43,346 01	19,407 78
Alberta.....	41,832 35	23,374 21
Saskatchewan.....	51,838 18	809 18
Manitoba.....	48,710 03	4,487 42
Ontario.....	224,383 30	111,751 06
Quebec.....	150,199 30	94,716 96
New Brunswick.....	39,897 30	4,561 77
Nova Scotia.....	51,830 18	14,679 61
P. E. Island.....	17,963 35	Nil
Totals.....	700,000 00	273,787 99

TABLE II.—Summary of Federal and Provincial Expenditures, School Year ending June 30, 1920

	Expenditure made by Local Boards				Expenditure made by Provincial Governments				Paid from Federal Grant
	Capital Expenditures		Maintenance and supplies		Instruction by correspondence		Grants to Local Boards		
	\$ cts	\$ cts	\$ cts	\$ cts	\$ cts	\$ cts	\$ cts	\$ cts	
British Columbia	9,006 08	98,259 16	4,300 14	2,461 15	3,787 50	28,741 98	39,380 77	19,690 38	
Alberta	75,624 90	85,620 06	4,863 13	7,288 68	75,624 90	19,672 64	107,449 44	26,370 31	
Saskatchewan	152 75	2,284 42	*	*	476 37	1,142 00	1,618 37	809 18	
Manitoba	300,506 54	414,743 06	18,690 96	3,685 60	156,462 18	19,023 54	19,023 54	9,511 77	
Ontario	421,930 00	149,944 00	8,625 00	1,091 03	172,466 37	119,587 22	204,378 54	158,711 18	
New Brunswick		3,174 50	5,890 71		119,587 22	553 50	204,378 54	102,280 28	
Nova Scotia	5,893 59	14,403 00	7,597 13		5,893 59	14,403 00	2,336 56	2,400 58	
P. E. Island								15,115 14	
Totals	413,913 95	828,826 53	50,006 07	5,676 03	242,244 63	452,990 25	763,557 56	337,498 03	

\* No separate administrative staff.

† Includes grants for all purposes.

‡ Approximate figures.

§ Work in this province not yet started.

TABLE III.—Vocational Schools, Teachers and Pupils in Canada, Year ending June 30, 1920

Provinces	Number of Schools			Number of Teachers			Pupils Enrolled					
	Day	Day and evening		Total	Day	Correspondence		Total	Day	Correspondence		
		Evening	Total			Evening	Day			Total	Evening	Total
British Columbia	4	6	4	14	56	99	1	156	990	2,448	83	3,521
Alberta	2	10	3	15	41	62	2	105	1,099	1,337	124	2,580
Saskatchewan		1		1	2	23		23	55	411		466
Manitoba	3	58	4	7	33	85		118	1,159	1,888		3,047
Ontario	1	15	13	52	183	931		1,114	4,505	37,370		41,875
Quebec	2	4	4	21	64	85		149	650	4,723		5,373
New Brunswick		1	1	3	5	23		28	54	780		864
Nova Scotia			26	26		117		117		2,830		2,830
P. E. Island												
Totals	12	98	29	139	384	1,423	3	1,810	8,512	51,827	207	60,546

\* Approximate.

† Returns not complete.

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## PROVINCE OF BRITISH COLUMBIA

## REPORT ON TECHNICAL EDUCATION FOR YEAR ENDING MARCH 31, 1920

The extent of the technical work in the province of British Columbia is covered by the following activities: a series of night schools for industrial work; a correspondence school in mining and mine surveying; a day technical course for boys in Vancouver and a household science course for girls in the same city.

## NIGHT SCHOOLS

During the year 1919-20 night schools were held in the following places:—

Cities	Students	Courses of Study
Cumberland.. . . . .	11	1
Chilliwack.. . . . .	96	7
Coal Creek.. . . . .	28	2
Fernie.. . . . .	32	2
Merrit.. . . . .	45	2
Nanaimo.. . . . .	77	5
North Vancouver.. . . . .	152	7
Ocean Falls.. . . . .	15	2
South Vancouver.. . . . .	213	7
Union Bay.. . . . .	10	1
Victoria.. . . . .	514	22
Vancouver.. . . . .	1,276	22

The courses of study embraced: commercial English, commercial arithmetic, typewriting, shorthand, book-keeping, accountancy, telegraphy, Spanish, French, engineering mathematics, mechanics, draughting, electrical engineering, carpentry and joinery, ship-building, civics and economics, journalism, cookery, dressmaking, millinery, drawing and design.

The men and women engaged in giving instruction in these subjects were employed in the various industries and were chosen for their thorough working knowledge of that which they had to teach.

## CORRESPONDENCE COURSES IN MINING

Correspondence courses in coal-mining and mine surveying were conducted for men engaged in the coal-mining industry in order to provide the requisite training for the examinations held by the Department of Mines. The instructor is a thoroughly competent mine manager and engineer and holds first-class papers in British Columbia, Alberta and Nova Scotia. Eighty-three pupils are enrolled and gratifying results are being secured.

The courses of study are as follows:—

- No. 1. Preparatory mining course for boys over fourteen years of age who have left school.
- No. 2. Course in arithmetic and mathematics.
- No. 3. Course for fireboss, shiftboss or shotlighter's papers—Third class.
- No. 4. Course for overman's papers—Second class.
- No. 5. Course for mine manager's papers—First class.
- No. 6. Course in mine survey work.

## TECHNICAL COURSE

The technical course for boys has been held during the past three years in King Edward High School, Vancouver, but if the plans of the Board of School Trustees in that city mature a technical school will be provided in which to commence work next September.

*Subjects.*—The course is composed of the following subjects:—

First Year.—(Fundamentals of industrial work).—English, practical mathematics, shopwork in wood and metal, draughting, drawing and design, mechanics, physics, electricity and magnetism, civics and economics.

Second Year.—(Fundamentals with a direct vocational bias).

Third Year.—(Vocational).—English, business forms and usages, civics and economics, practical mathematics, shop-work in wood and metal, draughting, drawing and design, mechanics, physics, electricity and magnetism, chemistry.

*Number.*—There are 140 boys taking first-year course; 95 boys taking second-year course; 31 boys taking third-year course.

*Staff.*—The thirteen members of the staff are men who enter into the vocational aspect of their work and those who teach the shop-work and allied subjects do so in the light of their practical experience.

#### HOUSEHOLD SCIENCE OR HOME-MAKERS' COURSE

This course is designed to give training to potential home-makers and at the same time to give a fitting preparation for industrial life. It has now been in existence for three years and the various courses are as follows:—

First Year.—English, arithmetic, hygiene, physiology, cookery and dietetics, physics, sewing and dressmaking, millinery; any two of the following subjects—French, mathematics or instrumental music and drawing and design.

Second and Third Years.—English, arithmetic, child welfare, physiology, cookery, dietetics and home-nursing, physics, chemistry, sewing and dressmaking, millinery, any two of the following four subjects—French, mathematics, instrumental music, drawing, design and art handicraft.

*Number.*—There are 24 girls engaged in first-year work; 14 girls in second-year work; 8 girls in third-year work.

*Staff.*—The staff of one full-time and eight part-time teachers are well trained for their work. Sewing, dressmaking and millinery are taught by one who has herself conducted a business and thus understands the problems of the workroom.

#### COMMERCIAL COURSES

Commercial courses are conducted in Vancouver, Victoria, New Westminster, North Vancouver, South Vancouver, Kamloops, Nelson and Revelstoke. The commercial course extends for three years and the subjects are as follows:—

First and Second Years.—Reading and orthoepy, penmanship, spelling, English literature, composition, history, arithmetic, book-keeping and business forms, typewriting, shorthand.

Third Year.—Penmanship, English literature, arithmetic, business correspondence, accountancy, laws of business, statute law, elementary economics and civics, typewriting, shorthand.

These courses are purely vocational and an endeavour is being made to fit youth for office work and a business career.

At present the work in the technical courses is being conducted in the high schools, but the beginning of the session 1920-21 will see technical schools in Vancouver and New Westminster, while Victoria will most probably use part of the high school for the course in question.

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As recommended by Mr. L. W. Gill, Dominion Director of Technical Education, everything possible will be done for those pupils who at present proceed to work without entering high schools. After the technical schools are equipped and in running order it will be possible to present intensive vocational courses which will appeal directly to such boys and girls.

It is also the intention of this department to encourage a "follow-up system" whereby the placing of the pupil in industrial work will follow his training as a natural consequence.

Enclosures will be found to contain the following statement of expenditures on night schools.

## STATEMENT OF EXPENDITURES ON NIGHT SCHOOLS—

Chilliwack.. . . . .	\$ 514 40	
Coal Creek.. . . . .	160 00	
Fernie.. . . . .	134 40	
Merritt.. . . . .	128 00	
Nanaimo.. . . . .	640 00	
North Vancouver.. . . . .	1,116 40	
Ocean Falls.. . . . .	230 40	
South Vancouver.. . . . .	1,673 60	
Union Bay.. . . . .	36 00	
Victoria.. . . . .	2,028 40	
Vancouver.. . . . .	3,258 80	
		\$ 9,920 40

## STATEMENT OF EXPENDITURES ON COMMERCIAL WORK—

Kamloops.. . . . .	\$ 520 00	
Nelson.. . . . .	520 00	
New Westminster.. . . . .	1,073 32	
North Vancouver.. . . . .	606 66	
Revelstoke.. . . . .	520 00	
South Vancouver.. . . . .	1,256 66	
Vancouver.. . . . .	2,836 66	
".. . . . .	2,645 00	
Victoria.. . . . .	1,878 33	
		\$11,856 63

## EXPENDITURES ON TECHNICAL WORK—TEACHERS—

Vancouver.. . . . .	\$ 5,079 15	
".. . . . .	1,663 64	
		\$ 6,742 79

## EXPENDITURES ON CAPITAL ACCOUNT—

New Westminster.. . . . .	\$ 500 00	
Nelson.. . . . .	500 00	
Vancouver.. . . . .	2,000 00	
Victoria.. . . . .	687 50	
		\$ 3,687 50

## EXPENDITURE ON ADMINISTRATION.. . . . . \$ 6,444 31

\$ 6,444 31

Total expenditure.. . . . .	\$38,851 63
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## PROVINCE OF ALBERTA

## REPORT ON TECHNICAL EDUCATION FOR YEAR ENDING MARCH 31, 1920

The problem of technical education in Alberta, as elsewhere, must be considered in relation to the basic or dominant activities of the people and special attention must necessarily be given to the scientific and mechanical aspects of these activities.

In Alberta the chief occupations of the people may be grouped under the following headings: Agricultural and pastoral activities, coal-mining, construction and operation of public utilities, railroads, power plants etc., building operations, home-making, manufacturing, clay products, glass, clothing, etc.

The employments, which may be grouped under the foregoing headings, fall into classes requiring skill and technical training upon the part of those engaged therein. An appreciation of this has given rise to a widespread and manifest interest of the people in a further development of technical education in the province.

The following statements describe the main outlines of the work of technical and commercial education as at present carried on in the province.

#### TECHNICAL DAY SCHOOLS

Each Public School Board in the cities of Calgary and Edmonton maintains a technical school. The school in Calgary is designated as a prevocational school.

In each school pupils are admitted who have at least grade VII standing. In the prevocational school at Calgary the course of study carries students through grades VII, VIII and IX, while the technical school at Edmonton provides instruction for students wanting matriculation into the university. A special matriculation for such students is at present under consideration.

The academic subjects taught are as outlined in the departmental course of studies for similar grades in the public and high schools. In addition to these studies at the prevocational school, the girls receive instruction in household science, household arts, shorthand and typewriting; while the boys are taught printing, woodwork, forge work, sheetmetal work and leather work. For both boys and girls the instruction in these industrial and technical subjects occupies 50 per cent of the school day.

Notwithstanding that the pupils of this school spend only 50 per cent of their time on ordinary school subjects, the principal, Mr. Robert Massey, B.A., states that the pupils succeed in passing the examinations for entrance to high school, equally as well as pupils from other schools, and one of the pupils, Miss Charlotte Christoferson, won the Governors' medal in open competition.

The Edmonton Technical School offers four types of courses: (1) a prevocational course; (2) an industrial course; (3) a matriculation course; (4) special courses.

The practical work offered, comprises mechanical drawing, woodwork, machine shop practice, printing, forging, gas-engine, assaying, sewing, dressmaking, cookery, textiles and textile chemistry and millinery.

The Edmonton School Board are at present considering the problem of providing new accommodation for the work carried on in the technical school under the principalship of Mr. J. M. Clindinin, B.A., who in his announcement states the aim of the school to be as follows:—

To offer to students the opportunity to develop their practical and mechanical tendencies and to become acquainted with the fundamental processes and principles underlying various avocations while pursuing the regular academic courses;

To provide facilities for those who will be engaged in industrial and domestic pursuits to acquire the necessary knowledge and skill which will fit them to do their work with greater intelligence and efficiency;

To give instruction to other persons who are able to attend only a part of the time in those subjects which will be of direct benefit in their daily work;

To co-ordinate the work of the school with the needs of the industries of the community.



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## COMMERCIAL DAY SCHOOLS

Instruction in Commercial subjects is provided by the School Boards in Calgary, Edmonton and Lethbridge and provincial grants are made to each district to partly cover the cost of tuition.

Two courses are open to students and these are known as regular and special.

The regular course covers a period of two years while the special course is covered in one year. The subjects taught in these courses include: book-keeping, shorthand, typewriting, commercial law, office practice, business English, penmanship, rapid calculation, English literature and composition, Canadian history and civics, and commercial geography.

In the short course students specialize in either stenography or book-keeping as a major subject.

The enrolment of students in these courses is greater in the first year of the two-year course than in the second year and there is a considerable enrolment in the short course. Most of those taking the short course elect shorthand as the major subject for the reason that most of the students are girls and for the reason that the demand for stenographers exceeds that for book-keepers. In addition to those who enter the short course from other schools there is a considerable accession to this course from the two-year course at the end of the first year.

There is difficulty in retaining pupils in these courses because of inducements held out to them by business firms.

The staff at Edmonton numbers six (6) (in two centres), at Calgary, eight, and at Lethbridge, two. They are qualified for the work by teaching experience in secondary commercial schools or in business colleges and most of them hold the commercial specialists diploma. One holds the intermediate chartered accountant's certificate and one the chartered accountant's degree.

## NIGHT SCHOOL IN CITIES

During the term, October to April (1919-20), night schools for adults were in operation in the cities of Calgary, Edmonton, Lethbridge and Medicine Hat, and a revival of activity is to be noted in all four cities.

The School Board of Calgary offered instruction in seven centres well distributed throughout the city. The subjects of instruction included commercial work, mechanical drawing, English and arithmetic. The total enrolment for the fall term was 342, of which 170 were enrolled in commercial work. The class in mechanical drawing consisted largely of apprentices from the Canadian Pacific Railway shops at Ogden.

Edmonton used three centres for night class instruction and offered a wide variety of subjects. The work is well organized and over 800 enrolled for courses. Instruction was given in the following subjects: Book-keeping, stenography, millinery, woodwork, machine shop practice, forging, gas engine, costume design, interior decoration, design and show card writing, English, mathematics, electricity, chemistry, English for non-English and mechanical drawing.

Most of the courses are of ten weeks duration and two terms of ten weeks make up the winter session. Students are allowed to enrol for attendance on two or three or four evenings each week in certain subjects. This enables them to do intensive work on special lines.

In Lethbridge, students were enrolled for preparatory work in English, mathematics, science and mining.

Medicine Hat offered instruction in commercial arithmetic, business forms, English, shop mathematics, mechanical drawing and lettering.

For a time during the war the operation of night schools in Calgary, Lethbridge and Medicine Hat was suspended. Edmonton carried on throughout the war. The

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work, resumed and increased during the past season, will in all probability be extended in scope and interest next year.

The Provincial Government pays 40 per cent of the cost of tuition in the night schools of these four cities.

## NIGHT SCHOOLS FOR MINERS

There were 314 coal-producing mines in the province of Alberta during the year 1919 and approximately 6,000,000 tons were produced in 1918. In order to provide suitable instruction to miners, night schools are conducted at the larger mining centres by a co-operative arrangement between the local school boards and the Provincial Institute of Technology and Art at Calgary. To furnish instruction to miners in other centres the Provincial Institute carries on a correspondence course in mining. These two methods of instruction provide the means whereby the men working in the collieries may receive the education and technical knowledge necessary to obtain the certificates of competency required by officials under the Coal Mines Act and necessary also to improve their efficiency as miners.

The instruction is of a scientific and technical character and deals with such topics as geology, methods of working, explosives, safety-lamps, ventilation and air control, engines, generators, surface plant, machinery and surveying. In addition to work on the mechanics and science of mining, instruction is given also in preparatory English and mathematics to those who feel the need of help in these subjects and to those who would not profit fully by the technical instruction without such aid.

The Provincial Institute supplies each instructor with a set of the lectures in the correspondence course. During the winter session (1919-20) night classes for miners were held at the following mining centres:—Bankhead, Bellevue, Blairmore, Coleman, Drumheller, Hillcrest Mines, Lethbridge, Lovett, Nordegg, Rosedale. As a rule two lessons were given to each class each week and the lessons were of two hours duration. The instructor was the mine manager, or superintendent or some other official chosen because of his technical knowledge of mining, because of his aptitude for teaching and also because of the confidence held by the miners in his competency. The instructors in the preparatory work were the teachers employed by the school board to conduct the regular day school work at the mining centres.

Liberal grants are made to school boards by the Provincial Government. A small fee is charged those in attendance and these fees together with the grants usually cover the cost of tuition. The board provides, without charge, the accommodation, heat, light and extra janitor service necessary.

Herewith is submitted a tabular statement showing the enrolment in night classes in the nine mining centres in operation during 1919-20. The session lasted from October 1 to March 31.

STATEMENT OF ENROLMENT IN CLASSES AT MINING CENTRES  
INTERIM REPORT

Locality Year 1919-1920	Number of Classes	Enrolment of Classes				Total Enrolment
		Preparatory Subjects	1st Class Mining	2nd Class Mining	3rd Class Mining	
Bankhead.....	3	49			13	62
Bellevue.....	3	12	5	5	10	32
Blairmore.....	1	21				21
Coleman.....	4	18	10	13	16	57
Drumheller.....	1				14	14
Hillcrest Mines.....	1				14	14
Lovett.....	1				4	4
Nordegg.....	3	22		5	5	32
Rosedale.....	3	14			18	32
Total.....	20	136	15	23	94	268

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## CORRESPONDENCE COURSES FOR MINERS

Students are enrolled for three courses leading to the certificate required of officials under the Mines' Act. Lectures are sent out to students as follows: For the first and second-class certificates every Tuesday from October 1 to the end of March, and for the third-class, every alternate Tuesday within the same dates. The topics dealt with are those enumerated by the Mines Department. The certificates granted to successful candidates enable them to hold the following official positions: (a) manager, (b) overman, (c) fire boss.

During 1919-20 the correspondence students enrolled numbered one hundred and twenty-four (124).

The course is conducted by the Provincial Institute of Technology and Art at Calgary and the administrative and instructional staff at present number three who devote their whole time to the work.

Fees are charged students and all expenditures on salaries and maintenance are borne by the province.

The courses are of assistance to miners everywhere throughout the province, especially those working in mining centres where night classes are not as yet in operation.

## LAND PURCHASE AT CALGARY

An agreement was entered into on July 3, 1919, by the Minister of Education for the purchase of a site at Calgary for a building to be known as the "Provincial Institute of Technology and Art." Plans have been prepared and tenders called for the building, one wing of which will be occupied by a normal school. The completed structure will cost in the neighbourhood of one million dollars.

Provision has been made for class-rooms, art and draughting rooms, home economics laboratories, rooms for commercial work, laboratories for science instruction and shops for work in wood, metal and power. There will be an auditorium, special rooms for teachers, lockers and assembly rooms for students, a power plant available for instruction in steam and electrical engineering and for fuel testing on a commercial scale.

The accommodation outlined above indicates broadly the nature of the work to be undertaken in the new institute. There will be courses for special teachers of practical work, for students in commerce and finance, in fine and applied arts, in home economics, and in the mechanic arts and engineering.

## PROVINCE OF SASKATCHEWAN

## REPORT ON VOCATIONAL EDUCATION FOR YEAR ENDING JUNE 30, 1920

As the urban population of Saskatchewan (centres with population over 3,000) is small compared to the rural population—the ratio being about 1 to 5—and there are no large industries, apart from agriculture, the field for technical education is very limited. Prior to the passing of the Technical Education Act no attempt was made to organize vocational classes in the province. Many of the high schools, however, have established elementary classes in domestic science, commercial work and manual training. It is proposed to extend and develop this work to meet the requirements of the Federal Act. In some cases practically no extension is necessary. Along certain lines this has already been done by the Regina Collegiate Institute. Next year it is probable that other high schools will do likewise. It is proposed to take advantage of the Federal grant wherever this is possible.

Early in February of the present year a Bill, known as the Vocational Education Act, was passed by the Provincial Legislature. This Act gives the Minister of Education authority to give special grants in aid of vocational education in the province. A copy of this Act is appended to this report. (See Appendix II.)

## PROVINCE OF MANITOBA

## REPORT ON TECHNICAL EDUCATION FOR YEAR ENDING MARCH 31, 1920

Technical education courses, recognized as coming within the scope of the Technical Education Act, 1919, were carried on in Winnipeg, Brandon, Virden, Dauphin and Stonewall during the year ending March 31, 1920.

In Winnipeg, day vocational classes were conducted in home economics, in the various branches of commercial work, and in printing. In addition to this, part-time instruction was given to apprentices in railway shops and printing establishments. Evening continuation work was carried on in commercial subjects, in the various branches grouped under the head of building trades, and in electrical work, forging, tinsmithing, machine-shop work, design, pattern-making, auto-mechanics, printing, telephony and sign-writing. Classes were also conducted in the various branches of home economics. The technical work of the evening schools was chiefly confined to those already employed in their vocations. In addition to using equipment and class-rooms in the technical high schools, special apparatus was provided for evening classes for the accommodation of the large number of vocational students taking this work. Teachers were for the most part procured who were themselves engaged in industrial work and who had trade teaching experience. The extent of vocational and technical work undertaken by the Winnipeg School Board may be in some measure judged by the fact that the board made during the federal fiscal year an expenditure of \$57,030 for this purpose. This sum does not, however, by any means represent the total amount spent by the board upon technical education. In the Kelvin and St. John's technical high schools, with a total enrolment of well over 2,000 pupils, courses are offered in all of the above-named branches as part of the regular school work, i.e., a boy carries wood or metal working as a subject in his course, which may be leading him to arts matriculation or a teacher's certificate. The academic work is enriched in order to assist the student in "finding himself" and to give him some real skill. Work of this nature does not at the present time, however, come under the Act.

In Brandon, technical work is confined chiefly to commercial subjects and home economics, although in the evening schools instruction is given in courses relating to the building trades. In Dauphin, Virden and Stonewall only day vocational work in home economics is offered.

The coming year may be expected to see some considerable development in technical education in Manitoba.

## PROVINCE OF ONTARIO

REPORT OF THE DIRECTOR OF INDUSTRIAL AND TECHNICAL EDUCATION FOR YEAR ENDING  
DECEMBER 31, 1919

## ADVANCE DURING THE YEAR 1919-20

The present year marks the most important advance made in industrial and technical education since the passing of the Industrial Education Bill of 1911.

The opportunities for instruction have been materially widened by the opening of new schools in a large number of centres and by a remarkable increase in attendance at both day and evening classes. The organization has been strengthened also by a more direct adaptation of courses to meet the needs of workers and industries.

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The extension of the facilities for training in many centres is restricted now only by the limitations in the accommodations and equipment available.

The Dominion Technical Education Act of 1919, which set aside ten millions of dollars for promoting and assisting technical education in Canada, and the more liberal provision made by the province through its present scheme of grants, have stimulated municipalities to enter upon an extensive programme of building operations.

But, unquestionably, the most important forward step taken during the year was the passing of the Adolescent School Attendance Bill of 1919. The Act secures to adolescents of all classes more equal and adequate opportunities for training and, at the same time, tends to increase our national resources by providing the means for rendering available for more effective service a much larger proportion of the potential talent in our youth.

## EVENING SCHOOLS IN NEW CENTRES

Evening schools were opened during the year at Beamsville, Iroquois Falls, Kingston, Lindsay, Midland, Port Hope, Orillia, Oshawa, Sarnia, St. Thomas, Sturgeon Falls, Timmins, Walkerville.

The enrolment in these schools has been exceptionally large. The spontaneous response to the opportunities offered is an additional evidence of the important service to be rendered by evening schools.

Walkerville offers a typical illustration. Early in the autumn the department received inquiries from the School Board regarding the possibilities of evening classes. A member of the staff was sent to make a preliminary survey and to offer advice. The School Board took up the work of organization with energy, and its action was heartily supported by the management of the industries in Walkerville and Ford. An evening school was opened with the following enrolment: Machine shop practice 142, draughting 92, blue-print reading 30, electricity 13, stationary engineering 14, tool making 67, die making 22, dressmaking 39. Total 417. The management of the Ford Company placed temporarily at the disposal of the Advisory Industrial Committee its machine shops to provide accommodation and equipment for evening instruction in machine shop practice. The board has purchased an extensive equipment which will be used for this purpose as soon as it is installed.

Sarnia affords another illustration of the existence of a large and, perhaps, unsuspected field of service for evening schools. In 1917 and again in 1918, the Board of Education considered the matter of opening evening classes and went so far as to send special deputations to other places to inquire into their working. However, it was felt that, partly on account of inadequate accommodation and partly on account of an apparent lack of public demand for instruction, the time was not opportune. Last autumn the question was again taken up by the board, and it was decided to make a beginning. The response was overwhelming; six hundred and eighty-five persons applied for the various forms of instruction offered. A day technical school will be organized when the new combined Collegiate Institute and Technical School is opened.

The importance of the organization of evening schools in such places as Iroquois Falls, Sturgeon Falls and Timmins in Northern Ontario should not be overlooked. These communities have important industries employing a large number of workers who need training, but they are far removed from the educational centres of the province. Evening schools, therefore, are proving to be of great assistance. The demand is mainly for instruction in English and in the theoretical and practical work connected with employments in the industries. The following list of classes at Timmins is of interest because it gives an indication of the varied needs of those applying for instruction: Machine drawing, arithmetic, shop mathematics, senior

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English, junior English for mixed nationalities, English for Finns, English for Chinese, sewing, chemistry.

#### INCREASE IN ATTENDANCE AT EVENING SCHOOLS

There has been a marked increase in the attendance at the evening schools that have been in operation for several years. As my reports have shown, a constant increase in attendance has been maintained from year to year in these schools throughout the war, but with the return of the men from overseas, special demands are being made for instruction. It would appear from the reports received at the department that the attendance during the year 1919-20, will probably be fifty per cent. in advance of that for the previous year.

The enrolment does not include the attendance of partially disabled men receiving vocational training at day classes under the direction of the Soldiers' Aid Commission, but these classes have affected indirectly the attendance at evening schools, because many of the men who have completed day courses continue their instruction at evening classes. Moreover, the success of the day classes in fitting partially disabled men for occupation has induced a large number of men who do not qualify under the Regulations of the Department of Soldiers' Civil Re-establishment for day class instruction to enter upon vocational courses at evening schools.

#### A WIDER ADAPTATION OF COURSES TO MEET THE NEEDS OF WORKERS AND INDUSTRIES

It has been the aim of the department through the organization of the industrial and technical schools to provide for a thorough training in the essentials of a general education as a basis for citizenship and vocational efficiency and, at the same time, to furnish specialized training in the subjects and operations which are fundamental to trades and industries.

The first of these aims has been very fully attained in connection with the day schools. A fair share of the time and attention of the organizers during the autumn was devoted to realizing more fully the second of these aims by assisting advisory committees and principals of schools in widening materially the field of theoretical and practical instruction offered, especially in evening class courses.

The more important extensions have been connected with providing courses for stationary and marine engineers, masters and mates, railroad employees, and electrical workers.

A new Act respecting licenses for stationary engineers came into effect on January 1, 1920. This Act grades engineers into four classes according to experience and technical knowledge. To provide an opportunity for men to obtain theoretical and practical instruction for the different grades of certificates, it was found advisable to organize evening classes in a number of the towns and cities. The work was undertaken at the suggestion of the Canadian Association of Stationary Engineers, and it has had the hearty support of the Provincial Department of Labour.

Through the request of the National Association of Marine Engineers classes in marine engineering to prepare men for the higher grades of certificates have also been established. Such classes are now in operation in Sarnia, Owen Sound, Collingwood, Midland, Fort William and Kingston.

Classes for masters and mates to prepare for the examinations for the various grades of certificates have been organized in Port Arthur, Owen Sound and Sarnia. A school for navigation has been conducted for some years in Kingston, and schools under private auspices carried on in Toronto and Collingwood. The school in Collingwood under Captain Inkster has been taken over by the Advisory Industrial Committee. The masters and mates are, as a rule, free from duty during the winter months; accordingly, the courses, which are of an intensive character, may be provided for in day classes.

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The schools entered a new field this year in providing instruction for railway engineers, firemen and train hands in the operation of air brakes and other special equipment. A beginning was made in connection with the school at Lindsay. The railway companies are giving their support and assistance in providing charts and other equipment. This field will probably have important extensions in the future.

The rapid growth of the Hydro-Electric system in Ontario, and the consequent displacement of coal by electricity, is bringing into existence a new industry. The manufacture, installation and maintenance of electrical devices, transmission lines, generators, motors, transformers, and control devices is affording employment to an increasing number of workers. Many of these workers are stationary engineers, machinists, or handy men who have become engaged in the industry with an inadequate training for promotion in the work. The industrial and technical schools offer them an opportunity for instruction and many are taking advantage of it.

## ORGANIZATION OF EVENING SCHOOL COURSES

The length and the type of evening school courses are receiving more attention from principals and advisory industrial committees. In some cases, it has been found advisable to offer courses which extend throughout a year or even a succession of years. The technical schools at Toronto and Hamilton offer first, second, third and fourth year courses in a number of subjects and departments, and these courses are taken from year to year by students with the regularity that marks the progress of high school or university instruction. Other technical schools are beginning to offer extended courses of a similar nature. But the greater part of the work accomplished through evening school instruction has been done through short courses. Taking into account the needs of most communities, a short unit course designed to give instruction in some narrow, but well-defined field, is found to be, on the whole, the most effective means of evening school instruction. By arranging unit courses in sequence it may be made possible to lead students from topic to topic throughout a series in an extended course when they could not be induced to enter a course planned on the basis of long and continuous attendance. The units of such a course should be so arranged as to deal with one specific topic at a time and the instruction in each topic should, as far as possible, be complete in so far as it goes. In this way, the knowledge of definite accomplishment becomes an incentive to further progress.

The appendix to the Recommendations and Regulations of the department contain suggestive unit courses in a variety of subjects for men and women.

## BUILDING OPERATIONS

The chief obstacle in the way of the establishment and extension of day schools has been the lack of accommodations. This obstacle will, in the near future, be removed in the case of most of the larger industrial centres.

The liberal grants offered by the Department of Education for buildings and equipment for technical education have made it possible for a number of municipalities to enter upon extensive building programmes. In some cases the schools proposed are to be made departments of the collegiate institutes or high schools; in others, they are to be established as independent institutions. Niagara Falls and Fort William have buildings in process of construction. Sault Ste. Marie, Sudbury, Sarnia, and Kitchener have decided to build and have their plans in various stages of completion. The large new central technical school at Toronto is already overcrowded and the Advisory Industrial Committee are considering plans for additional accommodations in a new school in the eastern part of the city. The question of building is being considered also by Belleville, the border cities (including Windsor, Walkerville, Ford, Sandwich and Ojibway), Brantford, Collingwood, Guelph, Owen Sound, Peterborough, St. Catharines, Stratford, and other municipalities.

## ADOLESCENT SCHOOL ATTENDANCE ACT

The public possibly scarcely yet realizes the importance of the forward step taken by the Provincial Legislature last session in passing the Adolescent School Attendance Bill. We have been prone in late years to give attention in discussing the means for improvement in education mainly to the varying factors which modify instruction for those at present in attendance at elementary and secondary schools and we have overlooked the large body of young people who drop out of school at an early age. It is true that from time to time we have discussed the position of the 80 per cent whose education terminates with the public schools, but, in this connection, we have been concerned mainly in overcrowding the public school course of study in the interests of those who are expected to leave at fourteen years of age and we have failed to provide an adequate solution of the real problem involved, that of extending the period of education for all through some form of compulsory attendance. The aim of the Adolescent School Attendance Act is to make provision for such an extension.

I make the following quotations from a recent work, "Problems of National Education," by Twelve Scottish Educationists, edited by John Clarke, for two reasons, first, because they furnish an admirable summary of the needs, the principles involved, the scope, and the ends to be attained through such legislation as we have secured in Ontario and, second, because they show that we are attacking a problem which is not peculiar to one part of the Empire, and that our means of attack has the support of thoughtful and experienced educators in a country that, admittedly, has been foremost in educational thought and practice.

\*"Better education and more education are an urgent necessity, national and democratic. We require to mobilize the intellectual resources of the nation against the arduous times that lie ahead, when 'parts' developed by education will be of more and more account. Experience tends to show, has indeed shown, that brains, capacity, talent—whatever name we prefer—are not the prerogative of any one class, but are diffused in an irregular and uncertain fashion through all classes, though unfortunately in many cases arrested, stunted, perverted through lack of training. All this store of potential capacity must be conserved for the nation. Every source of energy must be tapped. In order to recover the concealed gold, the whole body of ore must be treated. Every child of every grade of society must have his chance. No one will henceforth be precluded from the full advantages of education until he (or she) has proved his inability to benefit by them. Equality of opportunity will become a reality, so far as legislation can make it so. No distinction between higher and lower grade will be drawn artificially. It will be left to reveal itself automatically in process of treatment. Greater variety of method will be rendered possible and will be adopted. Material refractory under one course of treatment may respond to a different method. For example, many pupils, particularly boys, who appear to show no aptitude at all for school studies, the practical bearing of which they may fail to appreciate, not infrequently develop ability in some special direction when they are released from school, thrown on their own responsibility, and brought to concentrate attention on studies relative to their employment. And there are numerous other varieties of pupils for whom education at present does far less than it might do. The future will endeavour to prevent this waste and failure, and to secure for each and all their chances in life."

†"It is difficult to exaggerate the importance of the new principle embodied in the Education Acts for England and Scotland by which compulsory training for young persons during working hours is made operative. As has been already stated,

† From the article on Technical Education, by Dr. A. P. Laurie, Principal Heviot-Watt

† From the article on Technical Education, by Dr. A. P. Laurie, Principal Heviot-Watt College, Edinburgh, p. 247.



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the modern workshop no longer provides an adequate training for the apprentice by which he can become master of his craft, and the technical school has had to be satisfied with scraps and snippets of time in the evening and on Saturday afternoons and with tired pupils, incapable in very many instances, of sustained effort. The state has been playing with the question of systematic technical education and wasting large sums of money with very inadequate results. Those responsible for technical education have long felt that no real progress was possible under the former system. The claim of part of the time of the workshop for systematic training is only just and right, and for the first time puts technical education in its proper place and gives it well-deserved opportunities.

The results which will be obtained will, one feels confident, be remarkable. Every one responsible for education longs to deal with the young mind between the ages of fourteen and eighteen; each year shows a rapidly increasing mental capacity and ability to grasp principles. They are the most fruitful years intellectually, and the mental gain and the moral discipline which the pupil will obtain as a result of systematic study will be very marked.

The new scheme is only a beginning, but it is a recognition of the right of the young of the working classes to education during those years, and a recognition also of the fact that technical education and a thorough knowledge of a handicraft are not matters to be despised, but worthy of the utmost consideration of the state. Whether regarded from its purely material aspects or from its importance as establishing the only possible principle upon which the great industrial democracy can attain a position of stability, the claiming of these hours for education marks the most important advance since compulsory elementary education was first introduced."

## PROVISIONS OF THE ADOLESCENT SCHOOL ATTENDANCE ACT

Two plans have been adopted by different countries for the extension of the period of compulsory education of the youth beyond fourteen years of age: (1) to provide for compulsory full-time education beyond the period of fourteen years of age; (2) to provide for part-time education.

The aim of the Act is to combine the essential features of these two plans in so far as they are applicable to Ontario under present conditions. The provisions of the leading sections of the Act fall into three divisions:—

*Division 1.*—The provisions for the extension of the full-time education of adolescents from fourteen to sixteen years of age.

Where courses are established which will be of profit to adolescents, full-time attendance is compulsory for all adolescents between fourteen and sixteen years, except in cases where parents or guardians can show that the part-time employment of those under their care is a necessity.

Those necessarily at work must attend school at least 400 hours a year, but it is understood that the selection of the period of attendance can be so arranged as to be of the greatest advantage, both to young persons concerned and the services in which they are engaged. For example, young persons in rural sections who are necessarily employed on the farms during the busy seasons may, as was customary in pioneer days, attend school during winter months, when special courses can be arranged to meet their needs.

There has been a demand in some quarters for the full-time attendance, without exemptions, of all persons between fourteen and sixteen years of age, but it would appear that until the state provides more adequately for the support of orphans, widows, and dependents, there is a real necessity for certain adolescents between these age limits to secure employment. Moreover, a reasonable amount of work, especially in agricultural and industrial employments, under proper conditions, may be made to contribute directly to the educational development of the youth.

The purpose of this section of the Act is to ensure that all persons who are not necessarily employed are under instruction in an approved school when their educational status is not satisfactory.

*Division 2.*—The provisions for part-time instruction of adolescents between sixteen and eighteen years of age.

Adolescents between sixteen and eighteen years of age who have not attained a satisfactory educational status, and who are not in full-time attendance at an approved school or college, are required to attend part-time courses of instruction for an aggregate of 320 hours per year when such courses of instruction are established in the municipality in which they reside or are employed. But in this case also the hours of attendance may be distributed as regards times and seasons to suit the circumstances of each locality.

*Division 3.*—The provisions for the compulsory establishment of part-time courses of instruction.

The Act, in so far as it applies to the smaller urban municipalities and to rural school sections, provides that the establishment of part-time schools be optional with school boards. The organization of schools in these cases is made to depend upon voluntary efforts because the providing of an adequate and economical system of schools for the purpose would necessarily involve readjustments of the present school areas, and it is manifest that permanent readjustments can be effected only through the voluntary co-operation of all parties concerned. Any attempt to force a change in boundaries, through consolidation or otherwise, would but impede the movement for more satisfactory school organizations.

But the Act makes it compulsory for an urban municipality with a population of 5,000 or over, to organize suitable part-time courses of instruction for adolescents.

In such municipalities the necessary courses for adolescents can be economically provided, either through the extension of the present high school courses or through the organization of additional schools, without involving modifications in established school areas.

Courses within the limits of the public and separate school course of study are to be provided by the boards in control of public or separate schools. Courses within the limits of the high school course of study are to be provided by the boards in control of continuation schools or high schools.

The vocational courses for those engaged in trades or industries are to be provided by and to be under the control of Advisory Industrial Committees, and the vocational courses for those engaged in commercial occupations are to be provided by and to be under the control of Advisory Commercial Committees, provided for in the Industrial Education Act.

The Act also makes provision for the machinery necessary to its effective operation, and for reimbursing municipalities that have established part-time courses of instruction through grants to be made from sums voted by the Legislature either for this special purpose or for industrial or agricultural education.

SESSIONAL PAPER No. 37

INDUSTRIAL, TECHNICAL AND ART SCHOOLS—DAY SCHOOLS

(I. TABLE N—ATTENDANCE.)

Day Schools	Number of teachers	Attendance						Number of Pupils from families whose head is occupied as below								
		Total number of pupils on the roll for the year	New pupils admitted during the year	Pupils admitted for the first time on the second-ary school during the year	Boys on the roll	Girls on the roll	Days the school was open	Average daily attendance for the year	Commerce	Agriculture	Law, medicine, dentistry or the church	Teaching	The trades	Labouring occupations	Other occupations	Without occupations
1 Brantford Industrial School.....	6	13	9	9	13	.....	200	10	3	1	.....	7	2	.....	.....	.....
2 Chatham Industrial School.....	4	36	29	19	35	8	168	22	.....	.....	30	.....	.....	6	.....	.....
3 Hamilton Technical Dept. of High School.....	4	44	29	19	35	.....	188	24	6	1	.....	30	.....	.....	.....	.....
4 Hamilton Technical and Art School.....	23	622	372	202	453	109	185	555	81	18	2	271	36	147	65	.....
5 Kingston School of Navigation.....	4	17	17	17	17	.....	30	13	.....	.....	.....	.....	.....	.....	.....	.....
6 London Industrial and Art School.....	9	119	88	78	80	39	171	78	15	7	3	49	9	20	4	.....
7 Ottawa Technical School.....	15	549	435	245	212	337	170	109	13	3	1	31	1	25	.....	.....
8 Sault Ste. Marie Technical Dept. of High School.....	7	8	8	5	8	.....	30	6	.....	.....	.....	4	2	1	.....	.....
9 Sudbury Mining Dept. of High School.....	3	30	15	15	30	.....	172	24	3	1	.....	3	17	3	.....	.....
10 Toronto Technical and Art School.....	76	3,296	2,343	618	2,103	1,163	1,729	1,689	374	36	59	342	35	208	150	.....
11 Windsor Industrial School.....	2	39	23	22	29	10	179	24	11	.....	.....	14	9	4	.....	.....
Totals, 1918-1919.....	155	4,739	3,348	1,239	3,012	1,727	.....	2,534	506	68	67	783	111	423	221	.....

Night Schools	Number of Teachers	Attendance							
		Total number of pupils on the roll for the year	New pupils admitted during the year	Boys and men on roll	Girls and women on roll	Pupils whose birthplace is Canada	Pupils whose birthplace is the British Isles	Pupils who were born in other countries	Nights the school was open
1 Almonte.....	7	63	63	20	43	48	13	2	41
2 Arnprior.....	2	21	14	.....	21	21	.....	.....	24
3 Belleville.....	17	264	264	109	155	211	45	8	41
4 Brantford.....	12	553	400	337	216	367	162	24	45
5 Brockville.....	11	165	103	62	103	139	25	1	41
6 Chatham.....	17	405	405	145	260	365	33	7	82
7 Cobourg.....	5	76	61	28	48	71	5	.....	72
8 Collingwood.....	9	102	92	55	47	76	18	8	91
9 Coniston.....	3	18	6	18	.....	14	3	1	24
10 Dundas.....	7	90	66	44	46	61	26	3	80
11 Fort William.....	12	155	120	83	72	74	38	43	51
12 Galt.....	9	277	246	115	162	162	105	10	125
13 Gananoque.....	7	58	48	15	43	52	5	1	35
14 Goderich.....	4	116	78	8	108	106	9	1	182
15 Guelph.....	17	305	225	98	207	221	72	12	42
16 Hamilton.....	37	1,315	910	752	563	623	458	234	72
17 Ingersoll.....	5	52	37	16	36	47	5	.....	48
18 Kitchener.....	16	233	209	61	172	202	9	22	69
19 London.....	25	1,092	967	583	509	770	279	43	72
20 Newmarket.....	4	44	35	20	24	29	15	.....	70
21 Niagara Falls.....	9	302	279	152	150	162	103	37	106
22 Ottawa.....	45	2,191	1,592	653	1,538	1,752	311	128	138
23 Owen Sound.....	17	355	197	116	239	244	104	7	76
24 Pembroke.....	11	87	51	23	64	77	6	4	60
25 Peterborough.....	12	214	86	103	111	153	51	10	61
26 Port Arthur.....	20	198	124	119	79	114	42	42	40
27 Renfrew.....	6	166	86	31	135	151	7	8	125
28 St. Catharines.....	6	135	103	49	86	83	44	8	75
29 Sault Ste. Marie.....	14	108	80	75	33	42	16	50	75
30 Stratford.....	9	279	100	129	150	172	100	7	148
31 Thorold.....	6	49	35	37	12	22	20	7	37
32 Toronto.....	184	6,476	2,969	2,922	3,554	3,928	2,002	546	110
33 Welland.....	6	78	65	58	20	35	30	13	41
34 Whitby.....	7	67	42	8	59	44	20	3	141
35 Windsor.....	21	482	424	281	201	309	82	91	98
36 Woodstock.....	12	142	117	78	64	109	30	3	37
Totals, 1918-19.....	611	16,733	10,699	7,403	9,330	11,056	4,293	1,384	.....

SESSIONAL PAPER No. 37

AND ART SCHOOLS—NIGHT SCHOOLS

ATTENDANCE

Occupations of pupils on entering school

	Textile Industries	Chemical Industries	Sheet Metal Work	Machine Shop Work	Forge Work	Foundry Work	Leather Work	Cabinet Making and Joinery	Carpentry and Building Construction	Painting and Decorating	Plumbing	Power Plant Operating	Electrical Work	Printing or Bookbinding	Photography, etc.	Other Trades	Art and Design	Women at work in factories	Women at work in shops and stores	House Workers	Housekeepers	Other Occupations	Without Occupation	
1	37															2			4	1	8	9	2	
2																						5	14	
3		1	8	22	2	6										3			30	36	5	105	28	
4		3	10	120	10	6	5												30	16	75	30	10	
5				6		9		3											23	7	47	13		
6				20						1									10	52	10	22	201	40
7																			5	13	1	48	5	
8		1	1	28	5	7						1		1						11	14	32		
9		2	2									2			8									
10				15				3			1		2									14	33	5
11				9				8				3									7	40	20	
12			6	83		5		3		3		7				48			39		6	94	42	
13				16						1									17		16	6		
14				5															5	20	8	36	21	21
15				14		7	1	1		8	2	1				14	3	32	17	14	8	122	58	
16		2	3	128	2	12		1	15	2	19			72	25	3	186	3	13	18	9	2	554	246
17				11				1								4			9	2		7	18	
18				10			18	8	2		11	2	3	1	1	41		23	10	10	18	67	8	
19			12	76	4	17	7	7	20	14	15	9	17	26		83	6	67	19	30	163	370	130	
20							2	8	1							4		12		3	8	6		
21		3	2	29					8		1	14	11	1		9		28	1	1	85	55	54	
22		2	5	63	1		1		9	2	17	5	15	53	1	54	6	7	165	590	22	1,172		
23			2	32	1			20	1		1		1	2		42		22	20	11	112	77	12	
24				9		1			1		1		4			5		2	3	9	44	6	2	
25				10									46		1	46		9	31	6	30	27	8	
26			2	22				3					14			23			18	5	24	87		
27				8					2									14	10		79	25	28	
28			1	14	2	3			1	1	1	1	12			4		11	5		51	27	1	
29		14	12	3					1				3			2			6	3	18	46		
30				79				19			2							50	22	3	26	56	21	
31		2		4					4				1	1		25		1	2		7	1	1	
32		91	14	501	15	21	17	39	117	20	52	44	250	141	26	282	53	424	1,698	149	424	1,709	389	
33		8	3	19	4				3	1			2			2		1	4	4	4	2		
34				2									1					11	27	2	14	2		6
35		3	4	57	3	2		2	7		13	3	13	3	3	20		28	31	7	53	218	12	
36			1	22	3	5		4						6	1	13		5	7	4	25	43	3	
37	132	88	1,437	52	103	54	135	220	55	145	107	497	284	47	1,073	76	941	2,303	969	1,601	5,273	1,104		

Day and Night Schools	Receipts				
	Legislative Grants	Local Municipal Grants	School Fees	Balances and other sources	Total Receipts
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1 Almonte.....					
2 Arnprior.....	143 79		29 00		172 79
3 Belleville.....		671 79	210 51		882 30
4 Brantford.....	1,862 68	1,034 74			2,897 42
5 Brockville.....	1,185 87	600 00		140 90	1,926 77
6 Chatham.....	5,400 62	11,540 20	459 55	195 82	17,596 19
7 Cobourg.....	646 94	900 00	8 00	55 97	1,610 91
8 Collingwood.....	432 90	213 90	86 00		732 80
9 Dundas.....	741 35	289 96	176 00		1,207 31
10 Fort William.....	635 19	450 91	44 00		1,130 10
11 Galt.....	961 47	439 46	662 50		2,063 43
12 Gananoque.....	344 04	No	report received		344 04
13 Goderich.....	622 67		104 00	8 92	735 59
14 Guelph.....	896 29	1,084 95	200 00		2,181 24
15 Haileybury.....	7,000 00			10,126 75	17,126 75
16 Hamilton.....	16,495 96	50,008 00	1,417 75	167,613 38	235,535 09
17 Ingersoll.....	679 40	300 00	184 25	986 62	2,150 27
18 Kingston.....	325 00			1,195 24	1,520 24
19 Kitchener.....	1,211 86	1,263 15			2,475 01
20 London.....	11,965 94	31,809 35	1,635 25	3,104 27	48,514 81
21 Newmarket.....	453 61	132 20	34 00	32 34	652 15
22 Niagara Falls.....	1,400 39	592 07	250 00		2,242 46
23 Ottawa.....	11,631 72	13,553 63	1,364 79	442 61	26,992 75
24 Owen Sound.....	1,085 90	812 32	24 00	4 20	1,926 42
25 Pembroke.....	1,239 43	341 42			1,580 85
26 Peterborough.....	1,014 02	1,500 00	128 17	105 56	2,747 75
27 Port Arthur.....	962 31	652 82	405 00		2,020 13
28 Renfrew.....	706 73				706 73
29 St. Catharines.....	768 60	966 40		560 14	2,295 14
30 Sault Ste. Marie.....	991 45	412 92	150 00	688 11	2,242 48
31 Stratford.....	668 19	340 70			1,008 89
32 Sudbury.....	7,273 70			4,858 42	12,132 12
33 Thorold.....	556 27		18 00	55 53	629 80
34 Toronto.....	21,775 00	197,429 92	13,217 00	34,703 09	267,125 01
35 Welland.....	1,073 11	906 31	134 00		2,113 42
36 Whitby.....	603 57	220 23			823 80
37 Windsor.....	5,967 94	10,530 31	1,187 10	3,409 09	21,094 44
38 Woodstock.....	913 10	51 18	197 50	11 55	1,173 33
Totals, 1918.....	110,637 01	329,048 84	22,326 37	228,298 51	690,310 73

## SESSIONAL PAPER No. 37

## ART SCHOOLS—DAY AND NIGHT SCHOOLS

## FINANCIAL STATEMENT

Expenditure					
Teachers' Salaries	Building, sites and all permanent improvements	Repairs to school accommodation	Library maps and charts, all apparatus and equipment	School books, stationery, prizes, fuel, examinations and all other expenses	Total expenditure
\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1					
2	144 00			6 00	150 00
3	706 00		120 55	55 75	882 30
4	2,265 72		131 70	500 00	2,897 42
5	1,242 00		60 00	482 72	1,784 72
6	7,410 07	1,369 56	4,670 46	2,159 89	15,609 98
7	482 00	120 00	500 68	207 95	1,310 63
8	494 03	7 09		227 71	728 83
9	882 55		43 64	254 81	1,181 00
10	793 00			322 95	1,115 95
11	1,680 05	100 00	72 30	203 73	2,056 08
12				344 04	344 04
13	568 00		6 00	109 89	683 89
14	1,310 00		434 85	436 39	2,181 24
15	5,064 11	1,048 71	4,920 39	1,509 18	12,542 39
16	31,603 75	47,676 75	5,303 66	14,953 82	99,860 88
17	761 00			259 18	1,020 18
18	800 00	250 00	16 47	4 85	1,520 24
19	1,752 40	240 00		166 13	2,475 01
20	18,358 15	2,000 00		2,096 38	44,708 79
21	494 50			11 35	652 15
22	1,774 30			263 28	2,222 81
23	16,315 00			6,081 27	26,870 05
24	1,108 25	544 83		14 55	1,926 42
25	1,303 99			80 01	1,564 25
26	1,232 00			340 69	1,822 69
27	1,394 00			500 91	1,990 91
28	355 00			306 95	691 95
29	966 32			121 95	1,489 33
30	1,296 87				305 08
31	983 53				25 36
32	5,300 00			1,062 34	6,886 24
33	429 75				110 27
34	128,934 09	11,893 91	518 61	7,943 00	84,960 37
35	627 32			1,482 73	2,110 05
36	558 00	103 20		31 50	809 70
37	5,922 40	118 63		3,185 67	12,536 37
38	765 50			355 33	1,173 33
	246,076 85	64,096 03	2,234 63	40,313 12	140,479 23
					493,199 86

## PROVINCE OF QUEBEC

## ANNUAL REPORT ON TECHNICAL SCHOOLS FOR THE YEAR 1918-19

## MONTREAL TECHNICAL SCHOOL

*Day Courses*

The effects of the European war: conscription, high cost of living, the great demand for young men in munitions factories, were felt in connection with the number of our students, the total attending the day course having been only 176, as follows:—

	French section	English section
First year . . . . .	53	38
Second year . . . . .	28	18
Third year . . . . .	26	13
	<hr/>	<hr/>
	107	69

The first year students, English and French, were divided into two sections.

The matriculation examinations were fairly satisfactory. Teachers seem to take an increasing interest in preparing their pupils for the technical schools.

The number of scholarships awarded was 45, distributed by fractions among 62 students.

During the influenza epidemic in Montreal, the courses had to be interrupted between the 8th October and 12th November, 1918, and this had an effect on the general results.

Discipline was satisfactory, but it is more difficult to have order owing to the re-education work undertaken for soldiers in the school itself.

The average general attendance was 90 per cent.

The special day course for automobile machinists was attended by 48 students. This course will be considerably extended next year.

Other special courses in manual work (mechanics, foundry, modeling) were organized for French-Canadian returned soldiers, with the concurrence of the military authorities.

*Night Courses*

These courses, which usually last six months, practically lasted until the month of May, owing: 1, to the interruption due to the influenza epidemic; 2, to the necessity of repeating certain courses on account of the many applications received.

The total number of students who followed the courses for which fees had to be paid, amounted to 800 this year; they were divided as follows:—

Courses	English Section	French Section	Total
Fitting, preliminary . . . . .	52	57	109
" advanced . . . . .	21	24	45
" Monday . . . . .	49	26	75
" " theoretical . . . . .	..	9	9
Auto, preliminary—Tuesday . . . . .	21	25	46
" " —Thursday . . . . .	24	28	52
" " —Friday . . . . .	24	25	49
" advanced—Wednesday . . . . .	11	12	23
" prel. supplementary . . . . .	32	31	63
" day practice—1st series . . . . .	4	9	13
" " 2nd series . . . . .	7	6	13
" " 3rd series . . . . .	8	13	21
Drawing preliminary . . . . .	44	30	74
" advanced . . . . .	22	..	22
Electricity, theoretical . . . . .	20	27	47
" practical . . . . .	27	12	39
Stationary engineers . . . . .	9	7	16
Auto. genius and soldering—1st series . . . . .	21	4	25
" " " " —2nd series . . . . .	18	6	24
" " " " —3rd series . . . . .	5	9	14
Joinery . . . . .	2	7	9
Foundry . . . . .	4	8	12
	<hr/>	<hr/>	<hr/>
	425	375	800



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The average attendance was  $73\frac{1}{2}$  per cent.  
 100 certificates and 21 medals were awarded.  
 The number of lessons given was 1,107.  
 497 for theoretical courses.  
 610 for practical courses.

## QUEBEC TECHNICAL SCHOOL, 1918-19

The Quebec Technical School has just completed its 8th year of teaching.

The number of students was smaller this year for the same reasons as in Montreal, especially as regards young men from the country and this seems to be one of the effects of the Military Service Act.

The number of students, when the school opened for the year, was 85, as follows:

	French section	English section
First year.....	42	3
Second year.....	23	4
Third year.....	11	2
	76	9

The average attendance was 55 per cent.

The school was closed for six weeks owing to the influenza epidemic.

The falling off in the number of students during the year, was 27 per cent.

Work and discipline were satisfactory.

## EVENING COURSES 1918-19

There were night courses from the month of October, 1918, to the month of May, 1919.

The number of students who followed them was 117, being an increase of 20 over last year.

They were divided as follows:—

Course	English Section	French Section	Total
Machinists.....	35	1	36
Automobiles.....	52	..	52
Industrial drawing.....	15	3	18
Electricians.....	11	..	11
	113	4	117

The average attendance was 77 per cent.

39 certificates were awarded for the night course.

## SHERBROOKE TECHNICAL SCHOOL

Students,—day 8, evening 42.

Teachers,—3.

Of the eight students of this year, two intend going to polytechnical school, four intend going to technical school, two intend taking decorative drawing.

*Subjects Taught*

Mathematics, elementary, cosmography, simple and applied mechanics, physics and their application to industry, chemistry and its application to industry, mechanical, architectural and ornamental drawing, technology in connection with machinery construction, industrial book-keeping, notions of economics and hygiene, reviewing French and English authors.

## TECHNICAL SCHOOL AT BEAUCEVILLE, YEAR 1918-19

Teaching of sciences and drawing is carried on in an efficient way. Unfortunately, the difficulty of finding board in Quebec is the reason that Beauceville does not send students to the Quebec Technical School.

The results obtained, however, are appreciable and the annual grant may be given to this institution which certainly deserves it.

## SCHOOL FOR HIGHER COMMERCIAL STUDIES AT MONTREAL, YEAR 1918-19

*Enrolment.*—The number of students enrolled for the school year 1918-19 was 126, as follows:—

Preparatory class.....	15
First year.....	24
Second year.....	11
Third year.....	7
Unattached students.....	3
Students in classes for Spanish.....	66
	126

The attendance was very regular.

*Examination.*—Six students presented themselves at the final examination and all obtained the diploma of Licentiate in Commercial Sciences, namely: Messrs. Wilfrid Dugal, with the greatest distinction (gold medal); Léon Côté, with great distinction (gold medal); Jean Marc Lalonde, with great distinction (gold medal); DeLigny Labbé, with great distinction (gold medal); Eugène Lavigne, with great distinction (gold medal); Georges Marcel Lalonde, with satisfaction.

*Examination of expert-accountants.*—Examinations for accountant experts took place in the school during the week of the 7th April, 1919. The special jury convened for these examinations in accordance with the provisions of the Act 8 George V, chapter 44, consisted of the following: Messrs. H. Laureys, Director of the School; E. Montpetit, titular professor at the School; V. Doré, associate professor at the School; J. Hutchison, delegate of the "Association of Accountants in Montreal;" L. A. Caron, delegate of the Institute of Accountants and Auditors of the Province of Quebec.

The diploma of Licentiate in Accountancy was awarded Mr. Louis Parenteau, of St. Robert.

*Scholarships.*—Four students paid the class fees. The others had scholarships given by the government.

*Visits to industrial establishments.*—These were made concordantly with the subjects taught in the course of industrial technology and merchantable products, as follows:—

1. Elevators in Montreal Harbour.—Grain warehouses.
2. St. Lawrence Flour Mills Co., Ltd.—Flour milling.
3. C. H. Catelli & Co., Ltd.—Macaroni and similar products.
4. Viau & Frère.—Biscuits, chocolate, candy and factory.
5. Jas. Strachan.—Bakery.
6. Swift & Co.—Cold storage, meat, canned foods, etc.
7. St. Lawrence Sugar Refineries.—Sugar refining.
8. Frontenac Brewery Ltd.—Brewing.
9. Canada Linseed Oil Mills Co.—Linseed and oil cake.
10. J. Barsalou & Co.—Soap factory.
11. Daoust, Lalonde & Co.—Tannery.

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12. Daoust, Lalonde & Co.—Boots and shoes factory.
13. Canadian Consolidated Rubber Co.—Sundry rubber goods factory.
14. Dominion Textile Co.—Cotton mills.
15. Belding, Paul Corticilli Co.—Silk and ribbon factory.
16. Liquid Air Soc.—Liquid air.

Library.—The library now contains 4,823 volumes and a great many pamphlets.

The number of industrial, financial and commercial periodicals received for the library has considerably increased since last year. By dint of much effort we have succeeded in having nearly 400 of the most interesting magazines relating to industry, sent to us free of charge. The library subscribes to about 50 other periodicals. This constitutes a truly remarkable collection, unique in Canada. It will, in future, be one of the school's treasures. The list of these periodicals is in the school's year-book.

*Commercial and Industrial Museum.*—Similar progress has been made during the year in connection with the organization of the Commercial and Industrial Museum for which we have received valuable aid from the Department of Colonization, Mines and Fisheries of the Province of Quebec. After a voluminous correspondence with the principal commercial and industrial organizations in Canada and the United States, we succeeded in obtaining a fairly good number of samples for the museum. The government of the French Republic has given our institution a splendid collection of Sevres vases valued at a million dollars.

Our museum now contains about 4,600 samples of various kinds of raw material, such as ores (iron, copper, zinc, lead, aluminium, asbestos, feldspar, mica, etc.), rubber, gums, resins, oils, fats, various textiles (animal and vegetable), furs, cocoa, spices, teas, coffees, sugars, various cereals, etc. It likewise contains some 40 complete technological collections.

COUNCIL OF ARTS AND MANUFACTURES OF THE PROVINCE OF QUEBEC

During the year ten (10) schools have been opened throughout the province in the following places:—

	Number of classes	Number of pupils	Average attendance
Montreal . . . . .	18	1,374	691
Three Rivers . . . . .	5	149	62
Sherbrooke . . . . .	3	122	48
Saint-Hyacinthe . . . . .	6	111	58
Valleyfield . . . . .	3	80	69
Saint-Romuald . . . . .	1	37	19
Lévis . . . . .	2	37	23
Saint-Johns . . . . .	1	19	10
Lachine . . . . .	1	19	11
Chicoutimi . . . . .	1	18	19
	42	1,966	1,001

Notwithstanding the conditions caused by military regulations calling young men to the colours, the general depression of affairs and the epidemic of influenza which has forced us to suspend the schools for the greater part of October and November, the attendance has been highly satisfactory. It will be noticed in this report that many of the schools have been kept open later in the spring than in the past.

During the year petitions have been received from La Tuque, Lauzon, near Lévis, and Joliette, asking the establishment of drawing classes, the municipal authorities of these localities being willing to place at our disposal suitable rooms, together with the heating and lighting of same, without any outlay to our Council. From information obtained we have every reason to believe that the establishment of classes in places mentioned would meet with success and the opening of same is projected for

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the next fall. The demand made by the National Workingmen's Union of Lauzon for industrial drawing classes is supported by the member of the Legislative Assembly for Lévis, M. A. Roy.

Details are given herewith with each school:

### *Montreal School*

This school was opened on the 7th October, 1918, and closed on the 16th April, 1919.

The following classes were in operation:—

Classes	No. of Pupils	Average Attendance
"Monument National Building"—		
Freehand drawing, elementary . . . . .	130	70
Freehand drawing, superior . . . . .	140	75
Architectural drawing . . . . .	27	13
Mechanical drawing . . . . .	61	27
Lithography . . . . .	15	9
Modelling . . . . .	58	31
Sign painting and lettering . . . . .	62	23
Joinery, carpentry and stair building . . . . .	25	8
Solfeggio . . . . .	159	96
Dress cutting, dress making, millinery . . . . .	505	216
Freehand drawing, painting (day class) . . . . .	88	46
St. Lawrence Market—		
Plumbing . . . . .	43	33
145 Charron Street—		
Mechanical drawing . . . . .	36	28
C.P.R. Angus Works—		
Mechanical drawing . . . . .	25	16
	1,374	691

Owing to the influenza epidemic, by order of the municipal authorities the classes were closed from the 8th October to the 12th November.

The Canadian Pacific authorities have again kindly provided without any outlay to our council a comfortable room with a complete installation for the classes held at Angus works. They have also supplied the pupils, free of charge, the necessary drawing material for the school term.

The president and members of the Montreal Committee, accompanied by representatives from the press have visited the classes on several occasions.

### *Three-Rivers School*

This school was opened on the 3rd December, 1918, and closed on the 22nd April, 1919.

The following subjects were taught:

Classes	No. of Pupils	Average Attendance
Freehand drawing, first course . . . . .	28	12
Freehand drawing, second course . . . . .	28	11
Joinery, carpentry, stair building . . . . .	39	16
Sign painting and lettering . . . . .	40	15
Painting (day course) . . . . .	14	8
	149	62

It is a pleasure to mention that the School Commission is taking a great interest in the maintenance of the school by defraying the expenses in connection with the heating and lighting as well as providing large and suitable rooms for carrying on the classes. The School Board has also supplied the necessary material to the various classes and generously offered valuable prizes to the most deserving pupils.

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*Sherbrooke School*

This school was opened on the 15th November, 1918, and closed on the 18th April, 1919.

Lessons were given in the following branches:

	No. of Pupils	Average Attendance
Architectural and freehand drawing . . . . .	45	10
Mechanical drawing . . . . .	77	38
	<hr/> 122	<hr/> 48

The city council has again taken an interest in the welfare of the classes by defraying a portion of the rent of the school rooms.

It is agreeable to state that the school is well supported by the population and manufacturers who give the apprentices attending regularly the benefit of a reduction of one day from the term of their apprenticeship for each lesson received at the school on presentation of certificate signed by the officers of this council and by the teachers.

*St. Hyacinthe School*

This school was opened on the 18th November, 1918, and closed on the 15th April, 1919.

The classes were the following:—

Classes	No. of Pupils	Average Attendance
Freehand drawing . . . . .	23	9
Painting . . . . .	20	11
Architectural drawing . . . . .	5	4
Mechanical drawing . . . . .	7	5
Joinery, carpentry, stair building . . . . .	34	14
Painting (day) . . . . .	22	15
	<hr/> 111	<hr/> 58

*Valleyfield School*

This school was opened on the 2nd October, 1918, and closed on the 28th March, 1919.

The following branches were taught:—

	No. of Pupils	Average Attendance
Architectural drawing . . . . .	33	26
Mechanical drawing . . . . .	27	25
Carpentry . . . . .	20	18
	<hr/> 80	<hr/> 69

As formerly a large and spacious hall well adapted for the purpose was graciously put at our disposal by the municipal authorities, together with the heating and lighting of same.

*St. Romuald School*

Mechanical drawing lessons were given to thirty-seven (37) pupils enrolled with an average attendance of nineteen (19) pupils, from the 9th October, 1918, to the 13th March, 1919; the class was suspended from the 11th October to the 12th November, on account of the epidemic of influenza.

Our resident members for Lévis have the direct supervision of this school.

The free use of the town hall is kindly given to our board with the heating and lighting of same.

*Lévis School*

This school was opened on the 7th October, 1918, and closed on the 27th January, 1919.

The following classes were in operation:—

	No. of Pupils	Average Attendance
Freehand drawing . . . . .	20	11
Mechanical drawing . . . . .	17	12
	<hr/> 37	<hr/> 23

The City Council of Lévis granted gratuitously the use of a room, heated and lighted, in the upper part of the city hall, for the holding of the classes.

A display of the drawings executed is projected for next fall, and our resident members will endeavour to encourage the working classes to take advantage of the classes.

*Saint Johns' School*

This school, consisting of one class in mechanical drawing, was opened on the 19th November, 1918, and closed on the 21st January, 1919. Nineteen pupils were enrolled with an average attendance of ten (10) for the year.

As our council has no official representative in this place a local committee, having as president the mayor of St. Johns' took charge of the school and made visits during the school term.

The Catholic School Commission has graciously provided a large and comfortable room in the Commercial Academy together with the heating and lighting of same.

*Lachine School*

Architectural and mechanical drawing were the subjects taught to nineteen (19) pupils, with an average attendance of eleven (11) from the 2nd December, 1918, to the 15th April, 1919.

Having no representative in this place the School Commission took an interest in the operation of the classes.

Most appropriate rooms in the new college building, together with tables, besides the cost of lighting and heating, were kindly placed at our disposal by the School Commissioners.

*Chicoutimi School*

This school was put into operation on the 6th November, 1918, and was closed on the 12th March, 1919. Lessons in mechanical drawing were given to eighteen (18) pupils inscribed with an average attendance of ten.

The municipal council have appointed a local committee, having as president the mayor of the place to supervise the school.

The class room is furnished free of cost as well as the heating and lighting by the municipal authorities.

*Summary*

Our Board has thought it interesting to submit as follows a statement showing the age, sex and nationality of the pupils in each school. It can be noticed that very few pupils are under fifteen (15) years of age, it is less than four per cent (4%) and the majority is over eighteen (18) years of age.

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Schools	Under 15	15 to 19	19 and 20	21 to 25	26 to 30	31 to 36	36 to 40	41 to 45	46 to 50	51 to 55	61 to 65
Montreal . . . . .	..	563	194	271	164	72	65	28	12	1	4
Three Rivers . . . . .	3	71	28	19	12	8	1	1	1	..	..
Sherbrooke . . . . .	14	62	13	12	8	8	2	..	3	..	..
Saint-Hyacinthe . . . . .	6	68	14	17	6	..	..	..	..	..	..
Valleyfield . . . . .	2	66	3	5	..	3	1	..	..	..	..
Saint Romuald . . . . .	26	8	2	..	..	..	..	1	..	..	..
Levis . . . . .	11	15	3	6	1	1	..	..	..	..	..
Saint-Johns . . . . .	5	11	1	1	1	..	..	..	..	..	..
Lachine . . . . .	..	12	1	3	2	..	..	..	1	..	..
Chicoutimi . . . . .	..	6	4	1	2	2	..	3	..	..	..
	67	882	263	335	196	94	73	33	17	1	4

	English	French	Females	Males
Montreal . . . . .	412	961	846	528
Three Rivers . . . . .	2	147	42	107
Sherbrooke . . . . .	67	55	..	122
Saint-Hyacinthe . . . . .	1	110	43	68
Valleyfield . . . . .	14	66	..	80
Saint-Romuald . . . . .	3	84	..	37
Levis . . . . .	3	34	..	37
Saint-Johns . . . . .	2	17	..	19
Lachine . . . . .	2	17	..	19
Chicoutimi . . . . .	..	18	..	18
	507	1,459	931	1,035

## PROVINCE OF NEW BRUNSWICK

## FIRST ANNUAL REPORT OF THE VOCATIONAL EDUCATION BOARD

## INTRODUCTION

The New Brunswick Vocational Education Department was established in May, 1919. This report gives a brief sketch of events leading up to its formation, shows in outline the plans adopted by the Vocational Board for the school year 1919-20; and indicates the progress made in applying this program during the first term of that year. In addition some reference is made to the progress of the vocational education movement abroad; to the Dominion Technical Education Act, and to some problems connected with the development of vocational training in New Brunswick.

## OUTLINE OF PLANS OF VOCATIONAL BOARD

The Vocational Act defines vocational education as that education, the controlling purpose of which is to fit for useful employment. This the board interpreted to include training that will not only increase the productive efficiency of the learner, but also broaden and develop his civic intelligence. It has a social as well as an economic aspect.

Further the Act prescribes that it is the duty of the board to aid in the introduction of vocational education; providing day classes for those 14-25 years of age and evening classes for those over 16. As it is to be done at public expense the implication is that it is to be made general as far as is possible throughout the province.

This places upon the board the obligation to devise means which will bring some form of a vocational education service within the reach of every citizen over 14 years of age, who is not availing himself of the general education program which has long been provided.

*Kinds of Schools*

As a beginning towards working out such a programme the Vocational Board will encourage the establishment of the following: (a) pre-vocational schools; (b) day vocational schools; (c) part time schools; (d) evening vocational schools; (e) itinerant schools; (f) a correspondence school.

*(a) Pre-vocational Schools*

It is well known that boys and girls leave school in alarming numbers between the ages of 12 and 14 years. They are too young to undertake vocational training, therefore pre-vocational work of a practical interesting nature should be given here to hold them in school to give them a useful developmental experience and enable them wisely to select the most suitable vocations.

*(b) Day Vocational Schools*

Our common school programme implies, and legislation may be invoked to compel boys and girls in New Brunswick to remain in school till they have either completed grade VIII., or attained the age of 14 years. Under modern conditions this is not sufficient. At this stage they have neither the physical development to enter industry nor enough general education to bring them to their best as citizens. Their education should be continued.

The 90 per cent who drop out of school here must be given a vocational high school course. This will give them the required intellectual development and fit them for life's work. The board therefore very strongly favours day vocational schools organized on the following basis: (1) that all boys and girls 14 years of age and capable of profiting by the instruction shall be admitted. (2) That the school shall be 6 hours in length. (3) That 50 per cent of the school time shall be devoted to practical work on a productive basis, in the vocation selected; 25 per cent to the technical and scientific phases of said vocation, and the remainder to such citizenship subjects as English, French, history, music, civics, health, and the fundamentals of business.

In the larger centres these schools will be organized in separate buildings. In smaller places they will take the form of special departments in existing high schools. They should form the main feature of a vocational system.

*(c) Part Time Schools*

These are schools attended by adolescents or other workers for a certain portion of each day, week, month, or year, during working hours. Technical and citizenship subjects only are given. Vocational skill is acquired on the job. The teachers and courses should be specially adapted. This kind of school is economical and efficient and its introduction is strongly urged by the Vocational Board where conditions are favourable. If adolescents must earn money this enables them to do so while receiving training. If a community finds it cannot afford to supply the expensive equipment and accommodation for a day vocational school, it can under a part time plan utilize the machinery, etc., of the local industries. Economy in teaching staff is also affected as groups of pupils go to school only on alternate weeks, days, or months. This scheme has the additional value of giving the boys their practical training under real production conditions. It offers a happy combination of school and industrial influence, at a minimum expense.

Part time schools for vocational education are so highly thought of in the United States that all federal grants for industrial education may be spent in promoting them and 20 per cent of such grants must be used in this way if spent at all.



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*(d) Evening Schools*

The board approves of the organization of evening schools under the Vocational Act. These are classes to give opportunity for self improvement to workers *during their leisure hours*. Usually they deal with the technical aspects of the day work of the student, though this need not always be the case.

If even a fair proportion of our people could be induced to devote a part of their leisure to constructive purposeful study, the standard of efficiency would soon be advanced and the plane of citizenship raised. The evening school is the most economical, efficient, and adaptable instrument of vocational education yet devised. It possesses undreamed possibilities and applications. It may be organized in any place where a group of 10 workers with a common interest can be found—provided a teacher is available. In these days of shorter hours of work and keener competition, it is bound to have a big development.

Already many centres outside New Brunswick have established evening high schools. Within the past few months the unions of Boston have established a labour union college on the evening school basis. This will enable the members to procure training of university grade during leisure hours, and finally procure a degree in arts or science.

The Vocational Board believes an evening school should be established in every community in New Brunswick.

*(e) Itinerant Schools*

Some phases of vocational education require so much equipment and technical knowledge in their presentation as to place them beyond the reach of small communities through any of the above instrumentalities. To meet this difficulty the board favours the organization of itinerant schools which will carry the equipment and technical knowledge from place to place, giving short intensive courses in each locality desiring the same. A beginning will be made this year by organizing such a school for motor mechanics.

The itinerant school is being used extensively in Ontario and the western states.

*(f) A Correspondence School*

As soon as possible it is the intention of the Vocational Board to make technical training available through correspondence courses. This is to give opportunity to those throughout the province who may be isolated or who cannot procure locally the kind of help they require. This service is particularly needed in small communities where special technical training may be required by too few people to warrant the establishment of a local class. Courses will be outlined that such help may be given by correspondence directly from the Vocational Department. Nova Scotia has been carrying on such a service for years. During 1919 the International Correspondence School alone sold more than 1,000 courses in New Brunswick at an aggregate price of about \$100,000.

*Something for every Community*

By means of the above six kinds of schools the Vocational Board has outlined the beginning of a programme to make practical instruction of less than college grade, available to all the people of the province who need it. Any community in which a need can be shown to exist may adopt one or all of these forms of training.

This is but a beginning however, and as experience and changing conditions point the way, other methods of organizing for the dissemination of secondary grade vocational education will doubtless be adopted.

## VOCATIONAL TEACHERS ARE NEEDED

The greatest single difficulty in the successful establishment of vocational education in New Brunswick, is to procure competent teachers. Without a supply of these real progress is impossible. They will have to be selected from the present teaching profession, and from the ranks of workers and given special courses of training. This will require time and money. It will retard progress for a few years; but as the vocational schools begin to function the problem of securing teachers will be less difficult.

As a beginning in teacher training, the board decided to pay the tuition and travelling expenses of a limited number of qualified persons who wished to attend standard institutions abroad to get the necessary preparation. Already seven teachers have availed themselves of this offer.

The summer school is an excellent means of enabling teachers to secure special training during their vacations, and good results can be secured by continuing the courses over a period of years. The Vocational Board decided to use it and to begin in 1919 with the subject of home economics.

A course was accordingly held in Fredericton during the month of July and was attended by forty teachers. It was a great success, for which Miss Mallory and Miss Flewwelling deserve the credit. They were ably assisted in its teaching and management by two experts from the States. Both elementary and advanced work was given. About 80 per cent of those attending are now teaching elementary phases, and thus laying the foundation for real vocational work later.

A committee, of which Dr. Bridges of the normal school is chairman, is now working out a permanent policy for training vocational teachers. It is hoped that the recommendations of this committee will go into operation at the beginning of the next school year.

## PROGRESS IN VOCATIONAL TRAINING DURING FIRST TERM

Although the Vocational Department has been in operation for only one term, a great deal of interest has been evidenced in the movement throughout the province. Ten communities have formally undertaken to provide a vocational education service in one or more of the forms outlined above, and 1,776 students have applied for instruction. In the aggregate about \$23,000 have been voted by these localities to be spent by their Vocational Committees during the year. Over seventy teachers have been employed. Information at hand justifies the belief that many additional communities will take up the work the next school year.

Day and evening classes are running in Woodstock. The other places are organizing evening schools only for the present. This is a very satisfactory showing.

Following is a list of Vocational Committees already appointed: Carleton county, Fredericton, St. John, Chatham, Newcastle, McAdam, Edmundston, Milltown, Bathurst, Loggieville.

## PROGRESS IN DAY VOCATIONAL SCHOOLS

*Woodstock leads the Province*

Woodstock and Carleton county have united to establish the first day vocational school in the province. It opened on November 1, 1919. In addition St. John will be running short day courses for adults during the second term of the present year. Full time day vocational classes are being planned by the St. John Committee for next year, and a special vocational building is contemplated.

In Edmundston, Milltown and other places new high school buildings are being built, and these will include vocational departments. The outlook therefore is for steady progress in this connection though it will doubtless be slow.

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*The Carleton County Vocational School*

This school was built with funds left for the purpose by the late L. P. Fisher. It is maintained jointly by the province, the Carleton County Council and the town of Woodstock. The organization now includes (a) pre-vocational classes; (b) day vocational classes in commercial work and home-making; (c) part time class in agriculture, and (d) evening classes in home-making, commercial and mechanical work. The total enrolment is 236 in the day departments and 45 in evening classes.

The director of the school is Mr. R. W. Maxwell. Associated with him is a staff of two men and three women, making a total of six teachers. The budget for the school will be over \$9,000 for the year.

The agricultural department is particularly significant. In it are eighteen young men representing practically every parish of the county. They are enrolled on a part time basis, and will spend six months of the year in school and six months on their father's farm. During the latter period they will carry on practical agricultural projects on a commercial basis under the supervision of their teacher. While in school their work will include farm carpentry, blacksmithing, cement work, motor machines, farm book-keeping, and public speaking.

The formal opening of the Carleton County Vocational School took place on January 20, 1920.

*A County Vocational School for each Municipality*

The Woodstock school is a good type. Its central features are agriculture and home-making on a broad and modern basis. Similar institutions have been developed in Alberta, Wisconsin and Massachusetts. It is to be hoped that other New Brunswick municipalities will follow the example of Carleton county, and it is the intention of the vocational board to take the matter up with all the county councils as soon as possible.

## PROGRESS IN THE ESTABLISHMENT OF EVENING SCHOOLS

It is the organization of evening classes that the greatest progress has been made during the term covered by this report. In the places where work is actually under way 1,540 students have applied for instruction. These include persons from 16 to 60 years of age, and are representatives of practically every element of our population. Over 60 teachers have been engaged. Courses have been established in the following 26 subjects:—

Commercial arithmetic,	Preparatory subjects,
Book-keeping,	Lumber survey,
Electric wiring,	Mechanical drawing,
Electrical theory,	Machine design,
Motor mechanics,	Architectural drawing,
Dressmaking,	Sheet metal pattern drafting,
Cooking,	Sign painting,
Home nursing,	Estimating for builders,
Millinery,	Applied mathematics,
Elementary sewing,	Machine drawing,
Stenography,	Showcard writing,
Typewriting,	Business English,
Power machine operating,	Industrial chemistry.

Evening schools are economical and efficient. They are held at a time when both the school buildings and the learners would otherwise be idle. They supply knowledge to adults that can be used at once, and prepare the way for a thorough vocational programme for adolescents.

The indications are that they will soon become general throughout the province. For typical evening school programmes see Appendix B.

### *Tables and Financial Statements*

As no official returns have yet been made to the Vocational Board, it is impossible to include tables and financial statements. These will appear in succeeding reports.

In this connection it is fitting to state that more complete data as to school attendance should appear in the educational reports of the province, and graded and ungraded schools should be reported upon separately if we are to clearly understand the size of our educational problem.

### *The Vocational Education Movement*

This movement signifies a great social change. Vocational education is not new, it is only being reorganized. Formerly boys were apprenticed and received it under private auspices by the pick-up method. It then included only mechanical skill. Now it is being organized on a school basis at public expense and includes technical and citizenship subjects.

This change is significant. It means that all are now to have some form of secondary training provided by the State. Those wishing a classical training no longer have a monopoly in this field.

#### THE THREE OUTSTANDING PROBLEMS TO BE SOLVED IN THE DEVELOPMENT OF VOCATIONAL EDUCATION

##### *1. Teachers*

The urgent need for qualified teachers has already been referred to. We simply must have these in order to make progress. Some system of subsidizing them while taking the training, as is done in Ontario and Alberta, will doubtless have to be resorted to.

##### *2. Buildings and Equipment Must be Supplied Equipment Used in Soldiers' Civil Re-establishment*

The New Brunswick Act gives no Government aid towards buildings and equipment. Unless these are supplied, however, real progress is impossible. If left to be provided wholly by local funds advancement will be slow.

Practically all the provinces are giving aid to the extent of one-half of the cost of equipment at least. Ontario gives the localities 50 per cent on both buildings and equipment. In Nova Scotia the Government buys all equipment. Most of the Acts in the States provide aid in this connection.

With Dominion funds at our disposal the board is of the opinion that New Brunswick should encourage the extension of vocational education by granting aid to the localities on these capital expenditures.

##### *3. Compulsory Attendance*

The growth of vocational education has everywhere been closely followed by the extension of compulsory attendance legislation. As the various countries and states have broadened and enriched school opportunities for adolescents, so as to meet the needs of all, the tendency is to require boys and girls to take advantage of these opportunities.

##### *Recommendations*

The Vocational Board recommends the following in order to hasten the organization of schools in New Brunswick:—

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1. That authority be given to reimburse localities for outlay on capital account for vocational education. Twenty-five per cent of the Dominion grant may be used for this purpose. It is felt the province should at least make possible the expenditure of this amount.

2. That steps be taken with a view to making the vocational education equipment soon to be disposed of by the Soldiers' Civil Re-establishment Department of Canada available for educational purposes on favourable terms.

3. That increased aid be given on the salaries of vocational teachers out of Dominion grants available.

## PROVINCE OF NOVA SCOTIA

SUMMARY REPORT OF DEPARTMENT OF TECHNICAL EDUCATION FOR YEAR ENDING  
MARCH 31, 1920

Under the Department of Education, the province of Nova Scotia offers technical education in the form of university courses leading to a degree in civil, mechanical, mining, and electrical engineering in a central institution, and also secondary technical training in diversified forms spread all over the province. For the purposes of this report only the efforts respecting secondary training will be considered. These may be divided into the following branches: (1) College Short Courses, (2) Correspondence Courses, (3) Industrial Continuation Schools.

## 1. COLLEGE SHORT COURSES

These courses are held in the months of January, February, and March at the central institution at Halifax, the Nova Scotia Technical College. Following the example of the agricultural colleges which extend the facilities of their organization by offering short courses of one or two weeks at a time when the activity on the farms is at a minimum in the winter months, the Technical College prepared a series of short courses extending over a period of two months. These were given during January and February when industrial operations in the province are not so brisk in most branches as during the rest of the year. Building construction is practically at a standstill, the coal mines usually produce a diminished output and are banking a lot of coal, metal mining slackens up to a considerable extent, and many other lines of activity are lessened by the conditions of winter. As an experiment, a course in surveying, designed especially to fit certificated land surveyors, was first attempted and this was so successful for this purpose that a number of other courses were offered in January, 1915. These courses were as follows: Architectural drafting, land surveying, structural steel drafting, steam engineering, machine design, electrical machinery, coal mining, metallurgy of iron and steel, technical chemical analysis, assaying.

The short courses seem to fill a definite educational need in the province and promise to be an important part of the work of the technical college. There are only a favoured few of those pupils in the public schools who have the opportunity of securing a full high school course and a four years' training in a college to prepare them for professional life. Home circumstances in some cases force the boy into industry when he is 14 or 15 years old and has completed only the sixth, seventh or eighth grade. In many other instances the careless boy has found the school irksome and uninteresting and, not understanding fully the future value of education, elects to go to work. No doubt many of these youths have quite as much mental aptitude for college training as the ones who are fortunate enough to get it. We may believe that a great deal of talent which could be developed for the good of the community is sub-

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merged in menial tasks and never brought out by education. Many young men come to their senses after they have been working for a few years and regret that they left school so quickly after they had reached the age limit of compulsory attendance. If they are ambitious to train themselves for more responsible positions they turn naturally to the evening technical classes and secure what knowledge they can from this source. For some of the more ambitious who wish to go further than the evening courses can take them, there are no local facilities for training because these men do not offer themselves in large enough groups simultaneously to make it worth while to form advanced classes for them, and usually the necessary apparatus is not available.

There are no fixed educational standards of admission to the short courses. The student entering upon the work must prove that he has had enough practical work along his special line and that he possesses the proper mental calibre and desire for improvement to benefit by the instruction offered. A short course consists of lectures, recitation, and problem work in the morning and field, drafting room, or laboratory work in the afternoon. A period of two months may seem a short time to secure a thorough grasp of one technical subject, but the number of hours included in one of these courses is usually in excess of that spent on the same subject in a four years' course in an engineering college.

## 2. CORRESPONDENCE COURSES

These courses in home study were started in the summer of 1916. A small number of branches of training were first provided in a tentative way to try out the ground and to serve as a basis for future expansion.

A very good start was made during the year 1917 but economics forced on the Department by the long-continued war caused a temporary abandonment of this promising branch of work. The subsidies of the Dominion Government to promote technical education will make it possible to renew efforts in this direction and to expand the work.

## 3. INDUSTRIAL CONTINUATION SCHOOLS

These schools are held in various local centres throughout the province and the classes offered are held for the most part in the evening. For purposes of administration the schools are classified under two heads, viz.: (A) Coal Mining and Engineering Schools, and (B) Evening Technical Schools.

The first class of school ministers to those in coal mining communities who desire to prepare themselves for government certificates of competency necessary in order to hold responsible positions in collieries as officials or stationary engineers. The second class offers advantages in technical instruction to those in industrial communities who wish to increase their knowledge and efficiency in business, industry, or in the home.

The schools usually open during the first two weeks in October and close about the middle of April. Each class meets for two or three evenings a week for a two-hour session each night. For backward pupils or for men who did not have an adequate opportunity to secure an adequate common school training in their youth, it is necessary to hold preparatory classes in English and arithmetic in each local centre. This preliminary education must be carried out in order that the pupils may properly take advantage of regular technical or commercial instruction in other classes.

### (A) COAL MINING AND ENGINEERING SCHOOLS

A great deal of the industrial life of Nova Scotia results from the exploitation of the widespread seams of coal with which she has been endowed. It is necessary

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for every colliery official, overman, underground manager, or manager, to hold a Government certificate of competency secured by strict and thorough examination. It is also necessary for stationary engineers operating the colliery hoisting engines to be certificated. In order to provide the educational opportunities for ambitious coal miners and mechanics whereby they can pass the examinations, an evening school is maintained in practically every coal mining town in the province. These schools have been in operation for about thirty years with the result that practically all the officials in the collieries of Nova Scotia have been trained in these classes.

The instruction for miners covers such subjects as Mines Regulation Act, methods of work, mine ventilation, mine surveying, geology, electricity applied to mining, first aid to the injured, mechanics, etc. It usually takes three or four winter sessions for a man to get enough training to pass the highest examination for mine manager. For stationary engineers, the ground covered includes steam boilers, steam engines, pumps, air compressors, steam power plant operation, mechanical drawing, electricity, etc. In this branch also a student follows the courses for three or four winters before he is able to pass the examinations for a first-class certificate. Coal mining classes are demanded for every colliery community, but the engineering classes are usually held only in the larger centres.

A summary report of the enrolment in the schools for the session ending in April, 1919, follows:—

## ENROLMENT FOR SCHOOL YEAR 1918-19

Locality	No. of Classes	Total Enrolment	Enrolment of Classes					
			Preparatory	Engineering	Practical Mathematics	Drawing	Electricity	Mining
Cape Breton County South	Glace Bay.....	3	47	22			5	20
	Dominion.....	1	8					8
	Birch Grove.....	1	16	16				
	Reserve Mines.....	1	2					2
Cape Breton County North	New Waterford.....	3	33	11	17			5
	Florence.....	3	21	9	9			3
Inverness Co., Inverness	Sydney Mines.....	5	39	10		6	7	9
	.....	3	21	11			5	5
Pictou County.....	Stellarton.....	3	42	28	7			7
	Westville.....	3	22				6	16
Cumberland County	Thorburn.....	1	8		8			
	Springhill.....	1	9	9				
	Joggins Mines.....	1	21	21				
Total.....	29	289	137	41	6	23	7	75

	1918	1919	Decrease
Total Classes.....	41	29	12
Total Enrolment.....	453	289	164

A summary of the enrolment for the schools as they opened in October, 1919, is appended.

## ENROLMENT FOR SCHOOL YEAR 1919-20

Locality	No. of Classes	Total Enrolment	Enrolment by Subjects						
			Preparatory	Engineering	Mine Mathematics	Drawing	Electricity	Coal Mining	
Cape Breton North	Sydney Mines.....	5	82	29		26	9	5	13
	Florence.....	3	26	9			10		7
Cape Breton South	Glace Bay.....	4	46	17	8		8		13
	Dominion.....	3	34	18					16
	Port Caledonia.....	1	7	7	19				
	New Waterford.....	3	69	32	25				12
Inverness.....	3	23	7	10				6	
Port Hood.....	1	4						4	
Pictou County	Westville.....	4	32	6	6		5		15
	Stellarton.....	3	46	31	5				10
	Thorburn.....	3	30	7	17				6
Cumberland County	Springhill.....	3	33	19			9		5
	Joggins Mines.....	2	28	23					5
Total.....	39	493	219	90	26	41	5	112	

## (B) EVENING TECHNICAL SCHOOLS

Evening classes are maintained in the leading urban communities in order to offer opportunities for self-improvement of adults engaged in trades, commerce and home-making occupations. The schools open during the first two weeks in October and are continued until about the middle of April. Each class meets two or three evenings per week for two hours each night. A large variety of subjects is offered, the special courses being given to suit the dominant industries in each locality.

During the year that has just closed the following classes were conducted:—

Practical arithmetic	Art craft metal work
Business English	Direct current machinery
Practical algebra and geometry	Alternating current machinery
Book-keeping	Gasolene engines
Stenography	Automobile running and repairing
Typewriting	Elements of chemistry
Mechanical drawing	Technical chemical analysis
Machine drawing	Metallurgical chemistry
Machine design	Dressmaking
Architectural drawing	Skirtmaking
Building construction drawing	Garmentmaking
Architectural design	Millinery
Building construction estimating	Cooking
Car building design	Home economy
Structural steel drafting	French conversation
Elements of electricity	French composition

For administration purposes the evening school in each locality is an entity. The affairs of each school are controlled by an advisory committee consisting of members of the school board together with leading representatives of manufacturing and labour interests, acting in conjunction with the Department of Technical Education.



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The instructors are all part-time teachers and are selected on the basis of their trade proficiency and teaching power. Not many of them have had pedagogical training, but after one or two winter sessions under guidance and instruction from the inspector they have given very satisfactory results.

The enrolment in the various classes for the year 1919-20 is as follows:—

## ENROLMENT FOR SCHOOL YEAR 1919-20

Locality	Number of Classes	Total Enrolment	Enrolment by Subjects																
			English and Arithmetic	Prac. Mathematics	Book-keeping	Stenography and Typewriting	Dressmaking	Millinery	Domestic Science	Mech. Drawing	Structural Steel Drafting	Ship Drafting	Arch. Drawing	Steam Engines	Electricity	Surveying	Chemistry	Auto Mechanics	Machine tool Operation
Halifax.....	44	1119	230	33	166	.....	139	46	7	51	.....	.....	69	27	91	11	16	202	31
Sydney.....	15	336	93	15	24	41	76	.....	12	30	.....	.....	.....	.....	15	.....	12	18	.....
Sydney Mines.....	5	107	.....	.....	.....	40	67	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Amherst.....	12	198	20	.....	21	31	43	.....	.....	19	.....	.....	.....	.....	17	.....	.....	.....	47
Truro.....	2	32	.....	.....	.....	16	16	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Westville.....	2	32	.....	.....	.....	.....	22	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Stellarton.....	1	16	.....	.....	.....	.....	16	.....	10	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
New Glasgow.....	14	251	30	12	13	34	57	.....	36	28	7	27	.....	.....	7	.....	.....	.....	.....
Yarmouth.....	6	123	30	.....	20	28	25	.....	.....	10	.....	.....	.....	.....	.....	10	.....	.....	.....
Glace Bay.....	6	127	.....	.....	18	31	46	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	32
Totals.....	107	2341	403	60	262	221	507	46	65	138	7	27	69	27	140	11	28	299	31

Throughout the whole province there is now distinct awakening of all the people in respect to education and praiseworthy desire to largely supplement the opportunities for vocational training. The subsidies granted from the Federal Treasury should prove a great boon in providing adequate facilities for our people to make themselves proficient for their varied occupations.

T. H. SEXTON,  
Director Technical Education.

## APPENDIX I

MEMORANDUM OF AGREEMENT made the \_\_\_\_\_ day of \_\_\_\_\_ A.D.  
 BETWEEN

THE HONOURABLE GIDEON D. ROBERTSON, Minister of Labour of Canada, hereinafter called "the minister" of the *First Part*.

AND

, hereinafter called "the province,"  
 of the *Second part*.

Whereas by the Technical Education Act (chapter 73, Statutes of Canada, 1919) the minister is authorized, subject to the approval of the Governor General in Council, to enter into this agreement;

And Whereas by an order of the Lieutenant-Governor in Council the province has signified its desire to take advantage of the said Act;

Now Therefore the parties hereto mutually agree each with the other as follows:—

1. For the purpose of the said Act and of this agreement, "technical education" means and includes vocational education or instruction which is supplementary to and distinct from the general educational system of the province, and the controlling purpose of which is to fit young persons for useful employment or to improve the efficiency of those already employed, subject, however, to the following limitations:—

- (a) No person under fourteen years of age shall be admitted to vocational day classes.
- (b) No person under fifteen years of age shall be admitted to vocational evening classes.
- (c) Courses of instruction of college grade are not included.

2. Subject to the modifications made herein all the provisions and conditions set out in the said Act are deemed to be incorporated in this agreement and to be binding upon the parties hereto.

3. In addition to the stipulations contained in the said Act, it is agreed, that in determining the amount spent by the province on vocational education no account shall be taken of:—

- (a) Any payment or support given to any religious or privately owned school or institution.
- (b) Any expenditures which have been made in respect of any educational work for which a grant is paid to the province by the Minister of Agriculture of Canada.

4. The following expenditures and no others shall be deemed to be properly made on vocational education:—

- (a) Purchase or rental of land, buildings, furnishings and equipment to be used for vocational education.
- (b) Remuneration and travelling expenses of persons employed for the purposes of administration of vocational education and all expenses incidental to such administration.
- (c) Remuneration of teachers employed to conduct vocational education classes.
- (d) Training of teachers specifically for vocational educational work.

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5. (1) The province shall furnish the minister with the following:—

- (a) A monthly statement of the work done during each month on a form to be prescribed by the minister.
- (b) At the end of each half of the calendar year a detailed financial statement showing the amount expended by the province under this agreement.
- (c) Such evidence as the minister may require to show that the amounts paid to the province hereunder are expended in accordance with the terms of this agreement.

(2) The province shall not be entitled to claim any part of the moneys available hereunder for the purchase or erection of buildings or extensions and equipment unless the plans and specifications of such have been approved by the minister.

6. The minister or any one authorized by him shall at all times have the right to inspect any work on technical education existing or being carried on under the terms of this agreement, and if the accommodation, equipment, text-books, courses of study, discipline or qualifications of teachers are in his opinion not adequate or satisfactory or if such work is not being carried on to his satisfaction, he may withhold payment of any moneys remaining unpaid under the terms of this agreement. Persons appointed by the minister under this section to inspect shall not have any directive control over any part of the educational organization of the province but shall have opportunity to witness any part of the work, as normally conducted from time to time.

7. The province shall, as soon as possible after the execution of this agreement, take necessary steps to provide for the adequate training of a sufficient number of teachers and to furnish such other officers as may be necessary to carry out the provisions of this agreement.

8. Subject to the conditions of the Act and to such modifications as may be mutually agreed upon by the parties, this agreement shall be renewed on or about the first day of April each year until the 31st March, 1929.

9. This agreement shall not be valid until the same is approved by the Governor in Council.

In Witness Whereof the minister has hereunto set his hand and the seal of the Department of Labour, and \_\_\_\_\_ has hereunto set his hand and the seal of the said province the day and year first above written.

## APPENDIX II

## BILL

No. 99 of 1919-20

An Act respecting Vocational Education

[Assented to February 4, 1920.]

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

- Short title           1. This Act may be cited as "*The Vocational Education Act, 1920.*"
- Interpretation       2. In this Act, unless the context otherwise requires, the expression:—
- "Board"            1. "Board" means any board of trustees of schools established under the provisions of *The School Act* or of *The Secondary Education Act*;
- "Council"           2. "Council" means the council of the city or town in which the school is established;
- "Department"       3. "Department" means the department of education;
- "Minister"          4. "Minister" means the minister of education;
- "Regulations"      5. "Regulations" mean regulations made under the provisions of this Act.
- Instruction of pupils   3. With the approval of the minister the board of trustees of a town district or of a high school district may provide for the instruction of pupils in the following classes of schools:—
- (a) day schools, which shall have an independent organization or be constituted as a department of an existing educational institution, the purpose of such schools or departments being to train adolescents for greater efficiency in industrial pursuits and for the duties of citizenship;
- (b) evening schools, in which adolescents and adults may receive theoretical and practical instruction in such occupations as they may be engaged in during the day.

## CONDITIONS OF ADMISSION

- Day schools           4. For admission to a day school applicants shall hold Grade VI or equivalent standing, or be at least fourteen years of age.

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- Evening schools       5. For admission to an evening school applicants shall be at least fifteen years of age and shall satisfy the principal that their general education is such that they will benefit by the instruction for which application is made.

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## VOCATIONAL EDUCATION COMMITTEE

6. (1) To assist in the establishment and management of any school or department organized under this Act there shall be appointed annually a vocational education committee with the powers hereinafter specified. This committee shall be composed of ten members, four of whom shall be nominated by the board, three being members thereof; of the remaining members three shall be employers of labour and shall be nominated by the council; the remaining three shall be employees and shall be nominated by such local organizations as the board may determine.

(2) The members of the committee shall be British subjects and shall be resident ratepayers of the district.

7. Subject to the approval of the board the vocational education committee shall have authority:— Powers of committee

- (a) to provide suitable accommodation and equipment;
- (b) to arrange for conducting the school or any class thereof in any school or other suitable building in the district;
- (c) to employ and dismiss teachers and fix their salaries;
- (d) to visit and report to the board on the schools under its charge; and
- (e) generally to do all other things necessary for carrying out the true object and intent of this Act with respect to any school or class which may be established thereunder.

8. Each vocational education committee shall submit annually to the board for approval an estimate of the amount of money required for the next academic year and the board shall meet all expenditures made in carrying out the work which has been approved. Estimates of expenditures

9. Subject to such regulations as may be approved by the Lieutenant-Governor in Council, the minister shall apportion any moneys available for the support of vocational and technical education and for the establishment and maintenance of schools authorized by this Act. Apportionments of moneys

## VOCATIONAL EDUCATION

10. For the proper administration of this Act the minister shall make regulations governing:— Regulations

- (a) the character of the accommodation and equipment;
- (b) the qualifications of teachers or instructors;
- (c) the courses of study;
- (d) the fees that may be charged to pupils; and
- (e) any other matters relating to vocational education not herein provided for.

11. This Act shall come into force upon such date as may be fixed by proclamation of the Lieutenant-Governor in Council. Coming into force

## X. ROYAL COMMISSION ON INDUSTRIAL RELATIONS

A Royal Commission was on the recommendation of the Minister of Labour appointed on April 4, 1919, to inquire into the subject of industrial relations throughout Canada and to report thereon to the Dominion Government.

The subject in question had previously received close attention at the hands of the Labour Sub-committee of the Reconstruction and Development Committee of the Cabinet, and the Royal Commission was appointed on the recommendation of the Labour Sub-committee. A report of the sub-committee to the Privy Council had urged the necessity of some policy being formulated to bring about the adoption of co-operative relations between employers and employees in the various lines of industry as the best means of establishing a satisfactory relationship in employment throughout Canada. It was pointed out that the Labour Sub-committee realized the different conditions existing in various countries, but felt, nevertheless, that there were certain basic principles which apply to all. The committee had itself given earnest consideration to the efforts which were being made in this and other countries for the solution of the problem of industrial relationships, and, recognizing the complexity and importance of this problem, proposed that inquiry should be made by a Royal Commission on the following matters, namely:—

1. To consider and make suggestions for securing a permanent improvement in the relations between employers and employees.
2. To recommend means for ensuring that industrial conditions affecting relations between employers and employees shall be reviewed from time to time by those concerned, with a view to improving conditions in the future.

For the above purposes the commission shall:—

1. Make a survey and classification of existing Canadian industries.
2. Obtain information as to the character and extent of organization already existing among bodies of employers and employees respectively.
3. Investigate available data as to the progress made by established joint industrial councils in Canada, Great Britain and the United States.

The members of the Royal Commission on Industrial Relations were as follows:—

The Honourable Chief Justice Mathers, of Manitoba, chairman; The Honourable Smeaton White, a member of the Senate, and Managing Director, Montreal Gazette Publishing Company, Montreal; and Mr. Charles Harrison, M.P., Railroad Conductor, North Bay, Ont., as representatives of the public.

Mr. Carl Riordon, President, Riordon Pulp and Paper Company, Montreal, P.Q.; and Mr. F. Pauzé, Lumberman, Montreal, P.Q., as representatives of the employers.

Mr. T. Moore, Ottawa, President of the Trades and Labour Congress of Canada; and Mr. J. W. Bruce, of Toronto, member of the Labour Appeal Board, as representatives of the employees.

Mr. Thomas Bengough, of Toronto, who served as secretary on the Technical Education Commission, was appointed secretary.

The commission opened its inquiry in Victoria, B.C., on April 26, and completed it at Ottawa on June 13. Between those dates seventy sessions were held in twenty-eight industrial centres, extending from Victoria, B.C., to Sydney, N.S., in the course of which 486 witnesses were examined representing employers, employees and the public in general. Many of the witnesses represented groups and the statements submitted were in a number of cases presented in writing. The commissioners also

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visited and personally examined many industrial plants with the object of visualizing for themselves the operations of the plants and the working conditions therein.

The report of the commission was presented to the Minister of Labour on June 28, bearing the signatures of Hon. Chief Justice Mathers and Messrs. Carl Riordon, Chas. R. Harrison, Tom Moore and John W. Bruce.

A minority report was also presented by the Hon. Senator White and Mr. Frank Pauzé. Commissioner Riordon also appended to the report certain comments. Following is a summary of the conclusions reached by the Royal Commission:—

We recommend that legislation be enacted to provide for:—

- (a) Fixing of a minimum wage, specially for women, girls, and unskilled labour. (Par. 46 of R. C. Report.)
- (b) Maximum work day of 8 hours and weekly rest of not less than 24 hours. (Par. 52 of R. C. Report.)

We recommend immediate inquiry by expert boards into the following subjects, with a view to early legislation:—

- (a) State insurance against unemployment, sickness, invalidity and old age. (Par. 36 of R. C. Report.)
- (b) Proportional representation. (Par. 68 of R.C. Report.)

We recommend that suitable action be taken by the Government to:—

- (a) Regulate public works to relieve unemployment. (Par. 31 of R.C. Report.)
- (b) Help the building of workers' homes. (Par. 69 of R.C. Report.)
- (c) Establish a bureau for promoting industrial councils. (Par. 99 of R.C. Report.)
- (d) Restore fullest liberty of freedom of speech and press. (Par. 70 of R.C. Report.)

Other general recommendations are:—

- (a) Right to organize. Recognition of unions. (Par. 59 of R.C. Report.)
- (b) Payment of a living wage. (Par. 44 of R.C. Report.)
- (c) Collective bargaining. (Par. 65 of R.C. Report.)
- (d) Extension of equal opportunities in education. (Par. 72 of R.C. Report.)
- (e) Steps towards establishment of joint plant and industrial councils. (Pars. 85 and 98 of R.C. Report.)
- (f) That the findings of the commission be put into effect in all work controlled by the Government where the principles of democratic management can be applied.

In addition to the foregoing conclusions and recommendations the commission suggested that if it was finally decided that the enactment of any legislation was necessary to give effect to their recommendations and it was found that the same was not within the competence of the Parliament of Canada, a conference should be held in Ottawa with the provincial authorities on this subject, and that representative employers and labour men should also be invited to attend this conference in the interest of harmony and concerted action all along the line. It was further suggested by the commission that at this conference the question of unifying and co-ordinating the legislation bearing on the relations between employers and employees now in force in the several provinces and in the Dominion might be carefully considered and reviewed.

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The minority report of Commissioners White and Pauzé contained a brief survey of existing Canadian industries, a statement as to the character and extent of organization now existing among employers and employees and dealt also with the subject of joint industrial councils. The minority report suggested, as a means of securing a permanent improvement in relations between employers and employees, that a petition of the mine operators of Alberta for the establishment of a local court where disputes might be referred without loss of time, should be considered, and that for the purposes of enforcing the judgments of such court the miners' union should be urged to adopt some form of incorporation. The minority report further suggested the encouragement of joint industrial councils and that where these are established employers and employees should be urged to institute forms of co-operative insurance and other provision for pensions to long term employees, sick or invalided persons.

It was recommended both in the majority and minority reports of the commission that the evidence should be printed. The recommendation in favour of the printing of the evidence was not accepted by the Government but a wide distribution was made of both the majority and minority reports in pamphlet form. The recommendations of the commission were also brought to the attention of the various authorities concerned.

Reference is made in another chapter to the National Industrial Conference which was convened in September, 1919, on the recommendation contained in the Royal Commission report. At this conference attention was also given by the public authorities concerned and by the employers' and employees' representatives who were in attendance to the principal suggestions contained in the Royal Commission report.



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## XI. NATIONAL INDUSTRIAL CONFERENCE

A National Industrial Conference of representatives of the Dominion and Provincial Governments of Canada, with representative employers and labour men, was held in the Senate Chamber, Ottawa, on September 15-20, 1919, on invitation of the Government of Canada. Consideration was given at this conference to the subjects of industrial relations and labour laws, and also to the labour features of the Treaty of Peace.

This conference, the first of its kind to be held in Canada, was convened pursuant to a recommendation of a Royal Commission of Inquiry on the subject of Industrial Relations, which had travelled across Canada during the preceding spring for the purpose of making a first hand study of the industrial situation and recommending measures designed to secure a permanent improvement in the relations between employers and employees. More extended reference is made to the report of this commission in an earlier chapter.

There were present at the National Industrial Conference representatives of the Dominion Government and Provincial Governments, including three of the Provincial Premiers, the Honourable W. L. Mackenzie King, leader of the Opposition in the Dominion Parliament, and delegates in equal numbers representing the interests of employers and employees respectively in all branches of trade and industry throughout the entire country.

The delegates who attended on behalf of employers and employees were selected on the one hand by the national associations representative of the manufacturing interests, lumbering, building and construction, mining, fishing, wholesalers, retailers, bankers, etc., of the country, and on the other hand by the Trades and Labour Congress of Canada and the Civil Service Federation. Railway transportation and telegraphs were represented by the members of the Canadian Railway Board of Adjustment No. 1, composed of representatives of the railway companies and of the railway brotherhoods who have had to do with the adjustment of various disputes affecting these industries during the present year.

Among the delegates selected by the Trades and Labour Congress of Canada were four women representing various branches of employment.

A third group was also in attendance composed of the members of the Labour Sub-committee of the Reconstruction and Development Committee of the Canadian Cabinet, the members of the Royal Commission on Industrial Relations, from whom the proposal emanated for convening an industrial conference, delegates appointed by the Union of Canadian Municipalities, representatives of Canadian agriculture, to which it had been found impossible to grant representation in the employers' or employees' groups on account of there being no body from which the delegates on behalf of farm labour could be appointed, representatives of various engineering societies, of the returned soldiers, and a few others who attended neither as employers nor employees, but rather on behalf of the interests of the public in general. The employers' and employees' groups together numbered 176. The third group numbered 34.

The Right Honourable Sir Robert Borden, Prime Minister of Canada, was to have presided over the conference, but was unfortunately prevented by illness from doing so. In his absence the Honourable G. D. Robertson, Minister of Labour, served as chairman, being assisted by Mr. C. A. Magrath, of Ottawa, and by Sir John Willison, of Toronto, both members of the third group, as vice-chairmen.

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Mr. Gerald H. Brown, formerly Assistant Deputy Minister of Labour, but at this time secretary of the Reconstruction and Development Committee of the Cabinet, acted as secretary of the conference. Mr. Tom Moore, President of the Trades and Labour Congress of Canada, acted as leader of the employees' group, and Mr. John R. Shaw, of the Canada Furniture Manufacturers, Limited, Woodstock, Ont., as leader of the employers' group.

All the arrangements for the meeting were approved before the assembling of the conference by a joint committee of the employers and employees, selected by the respective groups and presided over by Mr. C. A. Magrath. The sessions were open to the press and public and attracted many visitors, including a number of the Senators and Members of Parliament and representatives of employers' and employees' organizations from the United States.

## AGENDA

The agenda of the conference was as follows:—

1. Consideration of the question of the desirability of unifying and coordinating the existing labour laws of the Dominion Parliament and of the Provincial Legislatures, and the consideration of any new laws which are deemed necessary.

2. Consideration of the recommendations of the Royal Commission on Industrial Relations respecting hours of labour.

3. Consideration of minimum wage laws.

4. Consideration of:—

(a) employees' right to organize;

(b) recognition of labour unions;

(c) the right of employees to collective bargaining.

5. Consideration of:—

(a) the recommendations of the Royal Commission on Industrial Relations in favour of the establishment of a bureau to promote the establishment and development of joint industrial councils;

(b) the further recommendations of the Royal Commission on Industrial Relations regarding the establishment of joint plant and industrial councils.

6. Consideration of the recommendations of the Royal Commission on Industrial Relations that the findings of the Commission be put into effect in all work controlled by the Government where the principles of democratic management can be applied.

7. Consideration of resolutions relating to any other features of the Report of the Royal Commission on Industrial Relations.

8. Consideration of the labour features of the Treaty of Peace.

9. Consideration of any other proposals which may be introduced bearing on the relations of employers and employees.

The foregoing agenda was distributed in printed form some weeks in advance of the meeting of the conference, together with printed memoranda on the following subjects: (1) statistics of industrial disputes in Canada, classified by industries, by provinces and by causes and results, covering a period from January 1, 1901, to June 30, 1919, compiled from the official returns published by the Dominion Department of Labour; (2) a summary of the industrial disputes legislation of the Dominion and of various provinces; (3) a memorandum on hours of labour in Canada showing the extent to which the eight-hour day has been adopted by law and by agreement respectively in various branches of employment; (4) a memorandum on the eight-hour day movement in other countries; (5) a summary of the minimum wage laws of certain of the Canadian provinces, and (6) a memorandum on the minimum wage movement in other countries.

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It had been agreed that voting should be confined to the duly accredited representatives of employers and employees respectively. No division was taken, however, during the entire session of the conference, and in the case of most of the items of the agenda the resolutions adopted were unanimous.

The unanimous resolutions in question related to the following subjects, namely: (1) the advantage which would accrue from uniformity in labour laws throughout Canada; (2) the desirability of a parliamentary investigation into the merits of the proportional representation plan of electoral representation; (3) the urgent necessity of greater co-operation between employers and employees and the desirability of establishing joint industrial councils; (4) advising inquiry into the subject of state insurance against unemployment, sickness, invalidity and old age; (5) advising investigation of the necessity for the adoption of minimum wage laws for women and children in those provinces in which such laws do not already exist, and suggesting also an investigation of the wages paid to unskilled workers; (6) commending the action of the Dominion and Provincial Governments in their united efforts to improve housing conditions and recommending further efforts on the part of the public authorities to this end; (7) recommending the establishment in each province of compulsory education for full time up to and including the fourteenth year, and for part time in cities and towns up to the sixteenth year, and further advising that education to all grades should be made free; (8) endorsing paragraph 70 of the Report of the Royal Commission on Industrial Relations regarding freedom of speech and the liberty of the press, and (9) advising co-operative effort between the Federal, Provincial and Municipal Governments in dealing with the problem of unemployment.

In the cases of the three other items of the agenda, the committee reports were not unanimous. The conference agreed, however, that no divisions should be taken on these subjects, but that the reports should be laid on the table and be embodied in the proceedings of the conference. The three items of the agenda mentioned related respectively to (1) the eight-hour day; (2) employees' right to organize, recognition of labour unions and the right of employees to collective bargaining, and (3) the recommendation of the Royal Commission on Industrial Relations that the findings of the commission should be put into effect in all work controlled by the Government where the principles of democratic management can be applied.

#### INTRODUCTORY ADDRESSES

A message from the Prime Minister, the Right Honourable Sir Robert Borden, was read at the opening of the conference, in which he referred to the difficult problems with which the country was faced during the period of reconstruction and expressed his earnest and confident hope that the labours of the conference would be crowned with success.

Addresses were delivered at the opening of the conference by the Honourable A. L. Sifton, Minister of Public Works, and Honourable N. W. Rowell, President of the Privy Council, on behalf of the Dominion Government, also by the Honourable W. L. Mackenzie King, leader of the Opposition.

Colonel David Carnegie, of London, England, addressed the conference on the plan of joint industrial councils of employers and workmen, known as "Whitley Councils."

Mr. W. Jett Lauck, of Washington, D.C., formerly secretary of the United States National War Labour Board, addressed the conference on the tendencies in thought and action in respect of industrial relations existing in the United States.

#### RESOLUTIONS OF CONFERENCE

Nine committees were appointed composed in each case of three members of the employers' group, three members of the employees' group and two members of the third group, to draft resolutions respecting the various subjects on the agenda. The following resolutions were adopted:—

## INDUSTRIAL LABOUR LAWS

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

*Resolved:*

That the advantage of uniformity in the laws relating to the welfare of those engaged in industrial work in the several provinces of the Dominion of Canada be brought to the attention of the Government of Canada and of the Governments of the several provinces respectively; and, that this National Industrial Conference suggests the following as a means towards the end desired, namely:—

The appointment of a board composed as follows:—

- (1) As respects the Dominion:—
- (a) A representative of the Government.
  - (b) A representative of the employers.
  - (c) A representative of the employees.
- (2) As respects each of the provinces:—
- (a) A representative of the Government.
  - (b) A representative of the employers.
  - (c) A representative of the employees.

And that the Dominion Government be requested to ask the Government of each of the provinces to select or have selected representatives in respect of the province as above set forth.

J. R. SHAW,  
P. THOMSON,  
A. MONRO GRIER,  
For Employers.

JOSEPH GORMAN,  
JAS. SOMERVILLE,  
JAS. WINNING,  
For Employees.

FRASER S. KEITH,  
JOHN LOWE,  
For Group Three.

## PROPORTIONAL REPRESENTATION

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

Believing that there are defects in the system of electoral representation in Canada, which defects are stated by the Royal Commission on Industrial Relations to be a contributory cause of social and political unrest, this conference welcomes the declaration of the Prime Minister, on behalf of the Government, that a speaker's conference will be called to investigate the merits of the proportional system, and urges that such action be taken without delay.

J. S. WILLISON,  
*Chairman.*

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## JOINT INDUSTRIAL COUNCILS

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

Your committee is of the opinion that there is urgent necessity for greater co-operation between employer and employee. We believe that this co-operation can be furthered by the establishment of joint industrial councils. Your committee does not believe it is wise or expedient to recommend any set plan for such councils.

We therefore recommend that a bureau should be established by the Department of Labour of the Federal Government to gather data and furnish information whenever requested by employers and employees or organizations of employers or employees that whenever it is desired to voluntarily establish such councils the fullest assistance should be given by the bureau.

F. W. WELSH,  
D. A. CAREY,  
OMER FLEURY,  
D. STRACHAN,  
WILLS MACLACHLAN,  
F. J. GERNANDT,  
F. P. JONES,  
DAVID CARNEGIE.

## STATE INSURANCE AGAINST UNEMPLOYMENT, SICKNESS, INVALIDITY AND OLD AGE

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

This committee unanimously endorses the recommendations of the Royal Commission on Industrial Relations that a board or boards be appointed to inquire into the subjects of state insurance against unemployment, sickness, invalidity and old age.

For the effective carrying out of the above this committee recommends:—

(First) That such board or boards shall be representative of the interests participating in this conference, viz., the Government, the public, the employer and the employee, and shall include a representative of the women of Canada.

(Second) That in order to collect necessary data, the Government shall forthwith attach to the proper branches of the Labour or other departments concerned experienced investigators, who shall do the necessary research work and furnish to the board at the earliest opportunity the results of their investigations.

(Third) That the Government shall set a time limit for the receipt of the report and recommendations as to the advisability of enacting legislation.

(Fourth) While this committee has been appointed to consider only the questions of state insurance against unemployment, sickness, invalidity and old age, it respectfully recommends that the subject of "widows' pensions" be added.

W. R. ROLLO,  
HENRY BERTRAM,  
W. E. SEGSWORTH,  
KATHLEEN DERRY,  
J. S. McLEAN,  
R. C. McCUTCHEON,  
F. H. WHITTON,  
G. FRANK BEER.

## MINIMUM WAGE LAWS

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

Whereas it is considered expedient that minimum rates of wage should be fixed throughout Canada for women and children, whether employed at a time rate or according to any other method of remuneration;

Whereas minimum wage laws for women and children have been enacted in five and are now in operation in four of the provinces;

Therefore, be it resolved that this industrial conference recommend to the Governments of all those provinces, which have not adopted minimum wage laws for women and children, the speedy investigation of the necessity for such laws, and, if so found, the enactment of such legislation.

It is further recommended that the various provinces throughout the Dominion adopt a uniform law and method of application, but that in all cases the minimum of wages for women and children is to be determined from time to time, due regard being given to local living conditions.

It is the opinion of this conference that the Dominion Government should appoint a Royal Commission, composed equally of representatives of labour, employers, and the public, to investigate wages to unskilled workers and issue a report.

Representation has been made to the committee that the remuneration paid female school teachers in one of the larger provinces of the Dominion is so low as to discourage the employment of the talent necessary to the proper education of its citizens. Your committee recommends that the various Provincial Governments be asked to investigate such conditions, in the respective provinces, to the end that the children of all provinces of the Dominion have equal educational opportunities.

JAMES B. THOMSON,

O. W. WALLER,

F. DANIELS,

For Employers' Group.

HELENA GUTTERIDGE,

E. W. A. O'DELL,

W. F. BUSH,

For Employees' Group.

THOS. CANTLEY,

R. B. MAXWELL,

For Third Group.

## LAND SPECULATION AND HOUSING

## REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

*Resolved:*

That this conference, recognizing that much industrial unrest, economic loss and social suffering has resulted from land speculation, poor and insufficient housing, and high rents, heartily commends the action of the Dominion and Provincial Governments in their united efforts to improve housing conditions and to provide facilities for the proper and satisfactory housing of our people, and recommends increased co-operation of, and investigation by, the Dominion and Provincial Governments to find a satisfactory solution of the problem.

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## EQUAL OPPORTUNITIES IN EDUCATION

REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

*Resolved:*

1. That this conference endorses the recommendation of the Royal Commission on Industrial Relations, as to the necessity of the extension of equal opportunities in education; and, in view of bringing about this reform;

That the Government of each province in Canada be asked to establish compulsory education for full time at least up to and including the fourteenth year, and for part time in cities and towns for the two ensuing years; and

That, in all provinces, education, in all grades should be made free, so that the child of the poorest paid worker be given the opportunity of reaching the highest educational institution.

## FREEDOM OF SPEECH AND THE PRESS

REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

*Resolved:*

That we unanimously endorse paragraph 70 of the Report of the Royal Commission, as follows:—

“(70) The restrictions placed upon the freedom of speech and the liberty of the press, and the denial of the right to read such literature as any portion of the public demanded, was given as one of the principal causes of the present industrial unrest. We have no comment to make upon the policy of the Government in this respect. During the war it was necessary in the interest of the whole country and of the Empire that individual liberty should in many directions be restrained, but we believe that restrictions should not be imposed upon either the freedom of speech or the freedom of the press unless such restrictions are urgently demanded in the interest of the peace of the whole community. We recognize that no person has a right to do anything that is liable to incite the people to commit unlawful acts. A line must be drawn between liberty and license, but care must be taken to avoid creating the impression that the restraints imposed upon the freedom of speech or the liberty of the press, are intended to prevent criticism of legislative or governmental action.”

## EMPLOYMENT AND UNEMPLOYMENT

REPORT OF COMMITTEE—ADOPTED UNANIMOUSLY

*Resolved:*

(First) That in the opinion of this conference adequate provision by public works or otherwise, should be made by the Federal, Provincial and Municipal Governments in connection with all interests represented at this conference to avert any serious unemployment crisis which might occur during the ensuing eight months;

(Second) That the various interests represented at this conference adhere strictly to the employment policy agreed upon by the Provincial Governments, which aims at the centralization of labour supply and demand in one agency. ✓

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(Third) That provision be made for immediate and continuous survey of available and prospective employment, and for adequate employment machinery to direct unemployed workers to employment available.

W. J. BULMAN,  
E. G. HENDERSON,  
E. J. DAVIS,  
For Employers.

M. A. McINNES,  
J. T. FOSTER,  
GEO. SMITH,  
For Employees.

T. LINDSAY CROSSLEY,  
For Third Group.

The following reports were received from committees of the conference and were ordered by the conference to be laid on the table without division and to be embodied in the proceedings of the conference:—

COMMITTEE REPORTS RELATING TO ITEM 2 OF THE AGENDA RESPECTING HOURS OF  
LABOUR

(EMPLOYERS' REPORT)

The members of your committee, appointed to represent employers, beg to submit the following resolution:—

Resolved that an appropriate Government Commission, composed of an equal representation of employers and employees of the various industrial, producing and distributing industries, should be appointed to undertake investigations as to the adaptability of the hours of labour principles of the Peace Treaty to the different industries of the country, and to report as early as possible.

MELVILLE P. WHITE,  
FRED ARMSTRONG,  
E. M. TROWERN,  
Representing Employers' Section.

(EMPLOYEES' REPORT)

That we agree with the recommendations and finding of the Royal Commission on Industrial Relations, and urge the adoption of an eight-hour-day bylaw throughout the Dominion, with due regard and recognition of the Saturday half-holiday, where same prevails and its possible extension.

In industries subjected to seasonal and climatic conditions, such as "farming," "fishing," and "logging," if it can be established by investigation that the operation of such law is impracticable, then exemption shall be granted such industries from the operation of such law.

D. MEAKIN,  
WM. B. HUNTER,  
J. A. McCLELLAND,  
Representing Employees' Section.



## (THIRD GROUP REPORT)

We approve of the principle regarding employment and hours of labour set forth in the Treaty of Peace and in paragraphs 50 to 53 inclusive, of the Report of the Royal Commission, and would recommend that the Governments of Canada enact legislation providing for such in all industries where it is now established by agreement, at the earliest opportunity, and after due investigation by a commission, composed of representatives of employers and employees representing the various industries, legislation be enacted by the Governments of Canada providing for the same to be extended in all industries where it can be applied, having due regard to the curtailment of production and distribution.

CALVIN LAWRENCE,  
R. P. ROGERS,

Representing Third Group.

COMMITTEE REPORTS REGARDING ITEM 4 OF THE AGENDA RESPECTING THE RIGHT  
TO ORGANIZE, RECOGNITION OF LABOUR UNIONS, AND THE RIGHT TO  
COLLECTIVE BARGAINING

## (EMPLOYEES' REPORT)

Your Joint Committee, to whom was referred item Number 4 of the revised agenda, viz.: consideration of: (a) employees' right to organize; (b) recognition of labour unions, and (c) the right to collective bargaining, respectfully submit the following report, with recommendations, for your favourable consideration:—

1. With a view to effecting and maintaining harmonious relations between employers and employees, this conference declares the following principles and policies, and urges their adoption by all employers, relative to their respective employees:—

- (a) the right of employees to organize;
- (b) the recognition of labour unions;
- (c) the right of employees to collective bargaining.

2. In these recommendations, without changing the generality of their terms,—

- (a) "the right of employees to organize" means the right of employees to organize or form themselves into associations for lawful purposes.
- (b) "the recognition of labour unions" means the right of employees, or their duly accredited representative or representatives, to recognition of their employer or employers, for the purpose of mutually arranging rules and regulations governing wages and working conditions.
- (c) "the right of employees to collective bargaining" means the negotiation of agreements between employers or groups of employers, and employees or groups of employees, through the representative or representatives chosen by the respective parties themselves. Entering into agreements and bargaining collectively with an association or union of employees does not mean recognition of the "closed shop" unless the agreement so provides.
- (d) "employer" or "employers" as used in clauses 1 and 2, means any employer or employers of any industry and of Federal, Provincial and Municipal Governments.

3. That the Federal and Provincial Governments be urged to enact legislation applicable to industries within their respective jurisdiction, to make

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it unlawful for any employer who shall discharge or refuse to employ or in any manner discriminate against employees merely by reason of membership in labour unions or for legitimate labour union activities outside of working hours.

For the Employees' Section,

W. L. BEST,

A. C. HAY,

J. C. O'CONNOR.

(EMPLOYERS' REPORT)

Your committee recommend that:—

(a) Employers admit the right of employees to join any lawful organization.

(b) Employers should not be required to recognize unions or to establish "closed shops."

Employers insist on the right, when so desired, to maintain their plants as "open shops," by which they mean that no employer should discriminate against any employee because of the latter's membership or non-membership in any organization, and no employee should interfere with any other employee, because of the latter's membership or non-membership in any organization.

(c) Employers should not be required to negotiate except directly, with their own employees or groups of their own employees.

For the Employers' Section,

J. P. ANGLIN,

D. H. McDUGALL,

A. B. WEEKS.

COMMITTEE REPORTS RELATING TO ITEM 6 OF THE AGENDA RESPECTING APPLICATION OF THE FINDINGS OF THE ROYAL COMMISSION TO GOVERNMENT EMPLOYEES

(EMPLOYEES' REPORT)

We concur in the recommendations of the Royal Commission on Industrial Relations that the findings of the commission should be put into effect in all works controlled by all governmental bodies where the principle of democratic management can be applied. We further recommend that employees of all governmental bodies should be entitled to the right of appeal under the Industrial Disputes Act so long as that Act remains upon the statutes of Canada.

We further recommend that the wages and working conditions of employees of Governments should not be less favourable than those which now exist for similar workers in the employment of private individuals or corporations.

F. GRIERSON,

A. R. MOSHER,

A. H. GILLIS,

Representing Employees' Section.

(EMPLOYERS' REPORT)

The undersigned members of your committee beg leave to report that the matter referred to them does not in their judgment come within their province.

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but that it is entirely a question between the Governments and their employees concerned.

H. BLAIN,  
ANGUS McLEAN,  
T. R. DEACON,  
Representing Employers' Section.

## (THIRD GROUP REPORT)

The representatives of the third group on this committee believe that, in so far as the findings of this conference approve and such findings are to the benefit of the public weal, the suggestions of the Royal Commission be put into effect in all departments and works controlled by the Government of this country.

(Signed) T. D. BOUCHARD,  
R. R. GRANT,  
Representatives of Third Group.

## ACTION TAKEN ON CONFERENCE RESOLUTIONS

Following the closing of the National Industrial Conference a wide distribution was made of the printed report of proceedings. The resolutions were also communicated to the provincial authorities and consideration given at once by the Dominion Government to the first resolution proposing a conference with the Provincial Governments and with representative employers and workmen on the subject of uniformity of labour laws. The resolution in question was accepted by the Federal authorities and the Minister of Labour thereupon communicated with the Provincial Governments inviting the appointment of three members in the case of each province, selected on the basis recommended by the National Industrial Conference. A Royal Commission was later appointed for the purpose of investigating the question of uniformity of labour legislation, the meeting of this commission being held shortly after the close of the fiscal year. During the interval which elapsed between the adoption of the resolution of the National Industrial Conference and the holding of the meeting of the Royal Commission of Inquiry, comprehensive memoranda were prepared in the Department of Labour on the subjects of workmen's compensation, minimum wages, factories and shops Acts, and mining laws, the same being communicated to the provincial representatives and to the employers and labour members of the Royal Commission for purposes of information.

Following the adoption of the resolution of the conference on the subject of proportional representation, inquiries into this plan of electoral representation were made by public authorities in various parts of the Dominion. In this connection Mr. Ronald H. Hooper, of the staff of the Department of Labour, visited Winnipeg and Toronto for the purpose of conferring with the Provincial Governments of Manitoba and Ontario in connection with the consideration which was being given to the adoption of proportional representation in these respective provinces. Following Mr. Hooper's visit to Winnipeg it was understood that legislation would be immediately enacted applying proportional representation to the election of ter. members for the City of Winnipeg to the Provincial Legislature. The indications in Toronto were that a parliamentary committee would be appointed to consider the adoption, or partial adoption, of proportional representation in the municipal and provincial elections in the province of Ontario. Evidence was also given before the Montreal City Charter Commission, which body has since incorporated proportional representation in its recommendations.

Prior to the holding of the National Industrial Conference the Department of Labour had for some time been giving consideration and attention to the subject of joint industrial councils. In view of the resolution of the conference the department continued and extended its study on this subject and preliminary steps were taken before the close of the fiscal year looking to the adoption of the conference recommendation.

The recommendation of the conference in favour of the appointment of a board or boards to inquire into the subject of state insurance against unemployment, sickness, invalidity and old age, was not acted upon, but these questions were instead made the subjects of study in the Department of Labour.

The subject of minimum wage laws was dealt with by the Royal Commission on Uniformity of Labour Laws, already referred to.

The recommendation of the conference in favour of equal opportunities in education was referred to the Provincial Governments for attention.

With reference to the conference resolutions on the subject of freedom of speech and the press, an Order in Council was adopted on October 6, 1919, bearing on this matter.

Consideration was also given to the resolutions of the conference on the subject of housing and employment by the authorities respectively concerned.

The subject of hours of labour was on the agenda of the International Labour Conference, which assembled at Washington in the month of October, 1919. In connection therewith the Canadian representatives at the International Labour Conference were duly apprised of the discussions which had taken place on the question of hours of labour at the Ottawa conference.

## XII.—LEAGUE OF NATIONS INTERNATIONAL LABOUR CONFERENCE

The first International Labour Conference, convened under the authority of the Treaty of Peace, was held in Washington, D.C., October 29 to November 29, 1919. The purpose of this organization was to promote the international regulation of labour conditions. The agenda of the first conference had been fixed in the Peace Treaty and the proceedings in Washington were wholly confined thereto. The matters under consideration related to the permanent organization of the International Labour Body and the following specific subjects of reference, namely: (1) the application in the countries represented of the principle of the eight-hour day or forty-eight-hour week; (2) the question of preventing or providing against unemployment; (3) various proposals relating to the employment of women and children, and (4) the prohibition of the use of white phosphorus in the manufacture of matches.

Considering the diversity of the interests represented, it was the general feeling that the discussions and decisions of the conference gave evidence of a sincere desire on the part of the participants to fulfil the purpose for which the organization had been created. As in the case of the National Industrial Conference, which assembled in Ottawa in the month of September preceding, the intercourse between representatives of employers and employees and the various governmental authorities concerned undoubtedly made for better understanding all round. The concrete results of the conference are embodied in six draft conventions and six recommendations, which were referred to the different countries participating for the enactment of appropriate legislation or other action.

### PLAN OF ORGANIZATION OF THE INTERNATIONAL LABOUR CONFERENCE

The permanent International Labour Organizations created by the Treaty of Peace with the object of promoting the international regulation of labour conditions comprises (1) the International Labour Conference, consisting of representatives of the different countries which comprise the membership of the League of Nations; the meetings of the general conference of representatives of the member states are held from time to time as action may require, and at least once in every year; (2) the International Labour Office, consisting of the director and staff engaged in the collection and distribution of information on all subjects relating to the international adjustment of conditions in industrial life and labour, and the examination of subjects which it is proposed to bring before the conference, also to deal with matters arising out of the general conference, and (3) a Governing Body of the International Labour Office, composed of twenty-four members, twelve being Government members, six being employers' representatives and six representatives of workers.

### LABOUR FEATURES OF THE TREATY OF PEACE

The following general principles are enunciated in the Treaty of Peace as comprising the methods and principles for regulating industrial conditions which all industrial communities should endeavour to apply so far as their special circumstances will permit:—

The High Contracting Parties, recognizing that the well-being, physical, moral and intellectual, of industrial wage earners is of supreme international importance, have framed, in order to further this great end, the permanent

machinery provided for in section 1 and associated with that of the League of Nations.

They recognize that differences of climate, habits and customs, of economic opportunity and industrial tradition, make strict uniformity in the conditions of labour difficult of immediate attainment. But, holding as they do, that labour should not be regarded merely as an article of commerce, they think that there are methods and principles for regulating labour conditions which all industrial communities should endeavour to apply as far as their special circumstances will permit.

Among these methods and principles, the following seem to the High Contracting Parties to be of special and urgent importance:—

First.—The guiding principle above enunciated that labour should not be regarded merely as a commodity or article of commerce.

Second.—The right of association for all lawful purposes by the employed as well as by the employers.

Third.—The payment to the employed of a wage adequate to maintain a reasonable standard of life as this is understood in their time and country.

Fourth.—The adoption of an eight-hours day or a forty-eight-hours week as the standard to be aimed at where it has not already been attained.

Fifth.—The adoption of a weekly rest of at least twenty-four hours, which should include Sunday wherever practicable.

Sixth.—The abolition of child labour and the imposition of such limitations on the labour of young persons as shall permit the continuation of their education and assure their proper physical development.

Seventh.—The principle that men and women should receive equal remuneration for work of equal value.

Eighth.—The standard set by law in each country with respect to the conditions of labour should have due regard to the equitable economic treatment of all workers lawfully resident therein.

Ninth.—Each state should make provision for a system of inspection in which women should take part, in order to ensure the enforcement of the laws and regulations for the protection of the employed.

Without claiming that these methods and principles are either complete or final, the High Contracting Parties are of opinion that they are well fitted to guide the policy of the League of Nations; and that, if adopted by the industrial communities who are members of the league, and safeguarded in practice by an adequate system of such inspection, they will confer lasting benefits upon the wage-earners of the world.

The sections of the Peace Treaties relating to labour matters are comprised in part 13 of the Treaty of Peace between the Allied and Associated Powers and Germany and the corresponding part of subsequent treaties.

Thirty-eight countries were represented by delegates at the Washington Conference, as follows: Argentina, Belgium, Bolivia, Brazil, Canada, China, Czecho-Slovakia, Columbia, Denmark, France, Great Britain, Greece, Guatemala, Haiti, India, Italy, Japan, Luxemburg, Netherlands, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Poland, Portugal, Roumania, San Domingo, San Salvador, Siam, Kingdom of the Serbs, Croats and Slovenes, South Africa, Spain, Sweden, Switzerland, Uruguay, and Venezuela.

On account of the failure of the United States Senate to ratify the Peace Treaty the United States was not entitled to official representation in the International

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Labour Conference. Representation was, however, extended to the United States by courtesy, but without the privilege of voting. Mr. Samuel Gompers, President of the American Federation of Labour, was appointed as delegate on behalf of United States workers, no representatives were, however, appointed on behalf of the employers or on behalf of the United States Government.

Delegates were received at the conference from Finland on the same conditions "as obtained in the conditions of other countries which have not adhered to the covenant of the League of Nations."

On the recommendation of the Organizing Committee, Germany and Austria were admitted to membership in the International Labour Organization. Through delay in obtaining steamship passage and the brevity of the conference the German and Austrian delegates were, however, unable to reach Washington in time to participate in the proceedings.

Under the terms of the convention, each state adhering thereto is entitled to four delegates in the conference, two of whom shall be government delegates and the two others shall be delegates representing respectively the employers and the 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 of the meeting. Provision is also made that when questions specially affecting women are to be considered by the conference one, at least, of the advisers should be a woman. It may be of interest at this point to note that there were nineteen women present at the Washington Conference in the capacity of advisers, and that on several occasions women addressed the conference on subjects pertaining to the employment of women and children and also took part in the committee proceedings. In a number of cases the female advisers acted as substitutes for the delegates during the conference and committee proceedings.

The meetings were appropriately held in the Pan-American Building, which is dedicated to the peace and progress of the Americas. Hon. W. B. Wilson, Secretary of Labour of the United States, presided at the opening meeting and afterwards was elected by the conference as its first president. Three vice-presidents were also elected as follows: Rt. Hon. George N. Barnes, Great Britain, on the nomination of the government delegates; Jules Carlier, Belgium, on the nomination of the employers' delegates; and M. Léon Jouhaux, France, on the nomination of the employees' delegates. Mr. H. B. Butler, C.B., of London, England, who had acted as secretary of the International Organizing Committee, was chosen as secretary-general of the conference. Reference is made at a later point in the present chapter to the officers and personnel of the Governing Body.

All of the proceedings were conducted in English and French, and addresses delivered in other languages were translated into both English and French as the discussions proceeded. The printed report of the proceedings was also issued in Spanish.

The total number of delegates at the conference was 122 and the total number of advisers 150.

## THE CANADIAN DELEGATION

The Canadian delegation was one of the most complete representations at the conference and took an important part in the proceedings both of the conference and of the various committees which were established in connection therewith. Both of the government delegates from Canada were ministers of the Crown, and these were assisted, as advisers, by three officers of the Dominion Public Service, and by representatives designated by each of the nine Provincial Governments, in response to an

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invitation extended by the Government of Canada. Some of the items on the agenda related to matters falling within the jurisdiction of the provinces and the appointment of certain of the advisers on the recommendation of the different Provincial Governments, thus bringing the conference and the Governments concerned into direct contact, was deemed to be of general advantage. The Provincial Governments responded cordially to the invitation and each Provincial Government save Prince Edward Island named for appointment a minister or a leading official; Prince Edward Island named the Hon. W. L. Mackenzie King, M.P., leader of the Dominion Opposition.

*Government Delegates—*

- The Hon. Gideon D. Robertson, Senator and Minister of Labour of Canada.  
 The Hon. Newton W. Rowell, K.C., M.P., President of the Privy Council of Canada, and Acting Secretary of State for External Affairs.

*Advisers—*

- Mr. F. A. Acland, Deputy Minister of Labour of Canada.  
 Mr. Loring G. Christie, Legal Adviser to the Department of External Affairs of Canada.  
 Mr. Daniel A. Cameron, of Sydney, Member of the Provincial Legislature of Nova Scotia.  
 The Hon. O. W. Robinson, of Moncton, Member without portfolio of the Government of the Province of New Brunswick.  
 The Hon. W. L. Mackenzie King, C.M.G., M.P., of Ottawa, Leader of the Dominion Opposition, and former Minister of Labour of Canada.  
 Mr. Louis Guyon, of Montreal, Deputy Minister of Labour for the Province of Quebec.  
 Dr. Walter A. Riddell, of Toronto, Deputy Minister of Labour for the Province of Ontario.  
 The Hon. Thos. H. Johnson, of Winnipeg, Attorney General for the Province of Manitoba.  
 Mr. T. M. Molloy, of Regina, Secretary of the Bureau of Labour for the Province of Saskatchewan.  
 The Hon. C. R. Mitchell, of Edmonton, Provincial Treasurer of the Province of Alberta.  
 Mr. J. D. McNiven, of Victoria, Deputy Minister of Labour for the Province of British Columbia.  
 Mr. Gerald H. Brown, Secretary of the Reconstruction and Development Committee of the Cabinet of the Government of Canada

*Employers' Delegate—*

- Mr. S. R. Parsons, President, British American Oil Company, Limited, Royal Bank Building, Toronto. (Appointed on the nomination of the Canadian Manufacturers' Association.)

*Advisers—*

- Mr. Sam Harris, The Harris Lithographing Company, Ltd., Toronto.  
 Mr. J. T. Stirrett, General Secretary, Canadian Manufacturers' Association, Toronto.  
 Mr. E. Blake Robertson, Canadian Manufacturers' Association, Ottawa.  
 Mr. J. B. Hugg, Canadian Manufacturers' Association, Winnipeg.  
 Mr. J. G. Merrick, Secretary, Employers' Association, Toronto.



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*Workers' Delegate—*

Mr. P. M. Draper, Secretary-Treasurer, Trades and Labour Congress of Canada, and President, Ottawa Typographical Union.

*Advisers—*

Mr. Tom Moore, President, Trades and Labour Congress of Canada, Ottawa.

Mr. Arthur Martel, Vice-President, Trades and Labour Congress of Canada, Montreal.

Mr. Robert Baxter, Vice-President, Trades and Labour Congress of Canada, Sydney.

Mr. David Rees, Vice-President, Trades and Labour Congress of Canada, Vancouver.

Mrs. Kathleen Derry, Boot and Shoe Workers' Union, Toronto.

Major L. L. Anthes and Mr. T. A. Stevenson, of the Information and Service Branch of the Department of Soldiers' Civil Re-establishment, were also present at the conference on behalf of the Dominion Government.

Mr. Gerald H. Brown, in addition to his duties as one of the Government advisers, served as secretary of the Canadian delegation.

## AGENDA OF CONFERENCE

The agenda of the first conference was contained in an annex to the convention creating the International Labour Body, and was as follows:—

- (1) Application of principle of the eight-hour day or of the forty-eight hour week.
- (2) Question of preventing or providing against unemployment.
- (3) Women's unemployment—
  - (a) Before and after child-birth, including the question of maternity benefit.
  - (b) During the night.
  - (c) In unhealthy processes.
- (4) Employment of children—
  - (a) Minimum age of employment.
  - (b) During the night.
  - (c) In unhealthy processes.
- (5) Extension and application of the International Conventions adopted at Berne in 1906 on the prohibition of night work for women employed in industry and the prohibition of the use of white phosphorus in the manufacture of matches.

The information gathered by the Organizing Committee of the conference from the various countries through a questionnaire was published in three volumes before the opening of the conference, together with the recommendations of the Organizing Committee as to the action which should be taken on each item of the agenda.

## DRAFT CONVENTIONS AND RECOMMENDATIONS OF CONFERENCE

The proceedings of the conference resulted in the adoption of six draft conventions, six recommendations and a number of miscellaneous resolutions. The draft conventions and recommendations of the conference related to the following subjects:—

*Draft Conventions:*

Limiting the hours of work in industrial undertakings to eight in the day and forty-eight in the week.

Unemployment.

The employment of women before and after childbirth.

The employment of women during the night.

Fixing the minimum age for admission of children to industrial employment.

The night work of young persons employed in industry.

*Recommendations:*

Unemployment.

Reciprocity of treatment of foreign workers.

The prevention of anthrax.

The protection of women and children against lead poisoning.

The establishment of Government health services.

The application of the Berne Convention of 1906, on the prohibition of the use of white phosphorus in the manufacture of matches.

The official text of the draft conventions and recommendations was received by the Government of Canada shortly before the close of the fiscal year.

Consideration was at once given by the Dominion Government to the questions of jurisdiction involved as between the Federal and Provincial authorities. No final decision had, however, been reached on these subjects at the end of the fiscal year.

A comprehensive article on the proceedings of the first International Labour Conference appeared in the December, 1919, issue of the *Labour Gazette*.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

During the continuance of the conference in Washington measures were taken for the creation of a Governing Body of the International Labour Office. The terms of the Peace Treaty provided that this body should be composed of twelve members representing the various Governments, together with six others representing employers and six representing workers. It was agreed that the government representatives would be nominated by the following countries: Belgium, France, Great Britain, Italy, Japan, Germany, Switzerland, Spain, Argentina, Canada, Poland, and, pending the appointment of a representative of the United States, Denmark. The Honourable G. D. Robertson, Minister of Labour, was appointed representative of the Government of Canada on the Governing Body. Mr. P. M. Draper, Secretary-Treasurer of the Trades and Labour Congress of Canada, was elected as one of the workers' representatives on the Governing Body, pending the appointment of a representative of the United States. M. Arthur Fontaine (France) was chosen as chairman of the Governing Body and M. Albert Thomas (France) was elected as provisional director.

Meetings of the Governing Body were subsequently held in Paris on January 20-28, 1920, and in London, England, on March 22-25, 1920. Mr. F. A. Acland, Deputy Minister of Labour, was appointed to attend these meetings on behalf of the Minister of Labour, who, on account of his parliamentary duties, had found it impossible to leave Canada at that time. At the Paris meeting of the Governing Body the appointment of M. Albert Thomas as director was confirmed, and Mr. H. B. Butler, who had acted as secretary-general at the Washington Conference, was appointed assistant director. At this meeting also it was determined a second International Labour Conference should be held in Genoa, Italy, opening on June 15, 1920, the agenda of which should be devoted entirely to matters affecting employment at sea. At the meeting in London attention was given to the proposed agenda for the annual conference of 1921. A resolution was adopted authorizing the establishment of an International Commission to study the question of regulating emigration and immigration and protecting the interests of wage earners not residing in their own country.

A comprehensive report by the Deputy Minister of Labour on the meetings of the Governing Body in Paris and London respectively appeared in the July, 1920, issue of the *Labour Gazette*.