

*Family Allowances*

who are administering the measure informed as to where other people may be trying to take advantage of it.

Are there employers in Canada who will use it to their own advantage if they can? Yes; there are many of them. But there are also many of them who will not, because many employers in Canada are fair. The kind of employer who would use this measure to his own advantage would be the kind we have in the shipyards in Halifax at the present time. Down there 3,000 workers are being forced to strike to-morrow morning. And that is a strike in an essential war set-up, and one which may spread to the whole of Halifax harbour.

The employer who so far forgets himself as to take that kind of action and to jeopardize the entire nation's war effort, through that very important port, will take advantage of this kind of legislation, if the workers are not organized and policing it. We do not expect paternalism from the government. We expect only a fair deal. The workers of this country intend to organize democratically, to see that this kind of legislation is not abused. I am not a bit afraid, in my section of the country at least, of employers being able to use this measure for their own benefits. If they do, the government in power will certainly hear about it, and we will insist upon certain things being done.

Unions in Canada are not strongly organized in certain sections, I believe, and I hope that, in the future, legislation, both national and provincial, will be made available, because the trend to-day in the world is toward the democratic set-up, and the extension of the machinery we have had in the past.

I shall reserve my criticisms of the bill itself until a later time. I believe it requires some clarification, but I shall not discuss the sections in detail until we reach the committee stage. For example, section 6 stipulates that a board of referees is to be set up to determine if and when a person has a legitimate grievance because of his not being brought under the operations of the bill. Unless there is equal representation on the boards which are to administer the legislation, I have fear as to whether it will carry out the functions for which it is intended. That section merely states that the board is to be set up, but I think there will have to be equal representation across the country on these boards, both provincially and nationally, and that will have to be given if the measure is to work out satisfactorily.

Section 8 of the bill is, in my opinion, rather tricky, in that it gives to the governor in council unlimited powers to determine respecting whom these moneys shall be paid, and as to whether there is any duplication either

nationally or provincially. Then, as I see it, those in receipt of mothers' allowances in a province which, in reality, are a grant to the children, can be removed from the scope of the bill, because it could be considered that there would be a duplication of payment. That, in my view, requires clarification, because certainly this measure should not in any way replace mothers' allowances paid in the provinces. In my opinion it should not be considered as a duplication of compensation for pensions. The bill itself states that pensions paid to army, navy or air force personnel will not be considered as duplications. There is no mention, however, of compensation or mothers' allowances paid in the provinces. Neither is there any mention of the merchant marine, although personnel of that body are to-day in receipt of war pensions because of disabilities received in this war.

Before the bill is finally adopted these matters should be clarified beyond shadow of any doubt. As I see the matter, this is the first measure of social security, in the real sense of the term, that has been set up in Canada. This is the first step toward a general over-all social security plan for Canada. It will have to be organized slowly. I realize that there is a great deal of difficulty from a jurisdictional standpoint, and for that reason I was particularly pleased to hear the Minister of Justice (Mr. St. Laurent) in his speech clarify the limitations in the British North America Act. I believe his opinion was good, and after hearing him I would conclude that we have more latitude than I had at first thought. But before we finally accept the bill it should be clearly drawn, so that there may be no doubt as to who would be entitled to the allowances and who would not.

In closing my remarks, I shall speak briefly with respect to the implementing of the legislation. We do not want to be unmindful of the fact that all the social security measures, or social insurance—because this is the first social security measure—will require the spending of considerable sums of money. We do not want to feel that we shall have to go on in the same old-fashioned ways that we followed prior to the war. I believe that to make this measure function as we wish to see it function we shall require fundamental changes in our economic set-up, and considerable changes in our method of financing. If we are not prepared to make those changes we shall not be able to implement fully this step that we are now taking. There are going to be difficulties which will require the sensible cooperation of everyone in Canada who is trying to push this country forward.

I am quite pleased to be able to stand here and say that for the first time since I have come