

issues and the alternatives, which must be thoroughly assessed before Parliament can deal with the Public Service Employment Act, your Committee recommends:

1. That a special task force be established to review the Public Service Employment Act and the role of the Commission in personnel management and employer-employee relations in the Public Service; and

2. That the review include an examination of the role assigned the Public Service Commission and its relationship to the Treasury Board Secretariat and the Public Service Staff Relations Board.

3. That the review entail a study of the relationship of the Public Service Commission and the departments and agencies; and consider the development of an audit system for performance accountability with respect to matters delegated to departments and agencies under the Public Service Employment Act.

We are satisfied that Parliament, at the earliest opportunity, should correct certain problems which the Public Service Commission indicated it has encountered in its administration of the Public Service Employment Act, as it now reads.

Your Committee therefore recommends:

4. That because two or three years may elapse before the aforementioned review results in legislative changes, certain revisions to the Public Service Employment Act be made immediately to allow the Public Service Commission to operate efficiently under the present statute and that the Public Service Commission, after consultation with the bargaining agents and the employer, develop proposals for such revisions.

5. That Parliament consider the proposed changes to the Public Service Employment Act as soon as possible, bearing in mind their relationship to changes recommended in the Public Service Staff Relations Act.

COLLECTIVE BARGAINING IN THE PUBLIC SERVICE: FACTS AND FIGURES

The Government of Canada is the largest employer in the country. Though not all government employees are public servants, there were in April, 1975, almost 250,000 public servants represented under the Public Service Staff Relations Act by fourteen different bargaining agents in 104 bargaining units.

According to evidence presented to the Committee, between the introduction of collective bargaining in the Public Service in 1967, and November 30, 1975, there have been 449 collective agreements—73.9% (332) by voluntary agreement; 15.1% (68) following arbitration; 8.6% (39) following conciliation; and 2.4% (11) following a legal strike.

Though Parliament has several times enacted back-to-work legislation for disputes falling under the Canada Labour Code, at no time has such action been necessary for the 11 lawful strikes under the Public Service Staff Relations Act. There have been however more than 50 unlawful strikes, since collective bargaining was introduced to the Public Service of Canada in 1967 and more appropriate means appear to be necessary to curtail unlawful activity.

If the record had been different then we might have very well concluded that the assumptions underlying collective bargaining in the Public Service of Canada ought to be changed.

The Public Service Alliance is the largest Public Service union, representing some 165,000 employees. The next largest union is the Canadian Union of Postal Workers which represents 23,000 employees. The Professional Institute of the Public Service has been certified to bargain on behalf of approximately 17,000 employees. Other certified bargaining agents are: the Letter Carriers' Union of Canada, 16,500 employees; the Canadian Postmasters' Association, 8,200 employees; the Association of Postal Officials of Canada, 3,600 employees; Local 2228, International Brotherhood of Electrical Workers, 2,700 employees; the Federal Government Dockyards Trades and Labour Council, 2,600 employees; the Economists, Sociologists and Statisticians Association, 2,300 employees; the Research Council Employees Association, 2,200 employees; the Canadian Air Traffic Control Association, 2,150 employees; the Council of Graphic Arts Unions of the Public Service of Canada, 1,250 employees; the Canadian Merchant Service Guild, 1,000 employees; the Professional Association of Foreign Service Officers, 1,000 employees; and the *Syndicat général du cinéma et de la télévision*, 400 employees. Statistical tables reflecting significant developments in the collective bargaining structures and process from 1968 to 1975 are shown in Appendix C.

THE PUBLIC'S INTEREST IN PUBLIC SERVICE BARGAINING

The aim of collective bargaining is to reconcile the interest of employed persons in improving the terms and conditions of their employment with management's interest in obtaining operational efficiency.

In the Public Service, it is important that this reconciliation be effected in such a way as to ensure that services for which taxes are paid be not interrupted. It is the increasing interruption of such services, sometimes even to the degree of imperilling the public interest that now causes serious concern.

Some witnesses before your Committee argued that it is wrong for public services ever to be disrupted and it is wrong, therefore, for the Government to condone disruption by permitting public servants to strike in any circumstances. Others argued that only when they are allowed to engage in free collective bargaining, including resort to strike, can public servants obtain satisfactory conditions of employment.

The right to strike, however, is not an issue confined to the federal public service. Your Committee estimates that there are well in excess of 2,000,000 persons employed in public services in Canada. Of these, 250,000 in the employ of the Federal Government are subject to the Public Service Staff Relations Act. The rest include persons employed by federal Crown Corporations, provincial governments and Crown Corporations, municipalities, school boards and hospital boards. In varying degree and with