

members will faithfully observe the terms of any agreement to which they subscribe. Similarly, some employers have a justifiable reluctance to enter into formal agreements with unions which are known to have promoted illegal strikes. Furthermore the trade union movement is divided, trade union policies are often distorted by inter-union rivalries, and employers often have the opportunity to play one union against the other. The large regional and other differentials in the Canadian wage structure further complicate the situation because the tendency for any union is to try to establish nationally standard rates, a process which it is difficult to reconcile with the general stabilization of wage rates.

In this situation it is impracticable for the Government to attempt to require all employers to bargaining collectively and conclude formal written agreements in all circumstances. It might, however, be practicable for a jointly representative body to define the conditions under which employers might be required to extend recognition to trade unions in proportion to the extent to which each union demonstrates that it is not only prepared to assure observance of agreements but to contribute effectively to the joint solution of industrial relations problems and the furtherance of war production.

The Boards could also be made responsible for investigating cases of alleged discrimination for trade union membership or activity and given authority to require employers to cease unfair practices and reinstate and reimburse employees wrongfully discharged. An effective policy in this regard would prove very helpful to organized labour and would serve to meet one of their long standing demands.

The work of the Boards in developing a code of labour policy should result in the gradual establishment of more nearly uniform and, in many particulars, improved conditions of employment. After the war, when Government control will be gradually relaxed and perhaps removed, there will be a very pressing need for union organization to protect the then established standards. Widespread realization of this fact may assist the unions even during the war to maintain and extend their organizations.

6. First Steps to Implement the Programme:

If the above is approved it is suggested that the Ministers of Labour of the Provinces should be requested to come to Ottawa at an early date in order to place the labour programme before them and to request their cooperation in the directions indicated.

It would also seem advisable that the Prime Minister and the Minister of Labour should confer with the presidents of the three national labour organizations on the programme, and request their cooperation. It may be necessary to explain to these labour leaders that while P.C. 7440 must be extended to industry generally