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the proposal is that by giving the provinces, employers and employees formal representation in the administrative machinery, with authority to develop further policy, the Dominion might secure their co-operation and might avoid the appearance of arbitrary action.

The restrictions on the right of collective bargaining mentioned above will not be new; they will simply be more evident. In its present quasi-mandatory form P. C. 7440 seriously restricts the right of collective bargaining. Until trade unions are well established and widely recognized (as they are not yet in Canada), they must depend for their growth on achieving wage increases. If wage increases are really rendered impossible, they will have great difficulty in attracting and retaining new members and in extending the area of collective bargaining even about employment conditions other than wage rates and individual grievances.

At the time of its passage P. C. 7440 received the reluctant support of the trade union leaders on the National Labour Supply Council. While the policy probably now enjoys the support of a majority of employers and employees, many trade union leaders, with varying degrees of frankness, now oppose it. These leaders may be expected to join in open opposition to the proposed strengthening of P. C. 7440, except perhaps as part of a broad program most of which commands their support.

The situation might have been different if collective bargaining in Canada had been thoroughly established and taken for granted before the war. Despite the Government's frequently expressed approval of the principle, the right of collective bargaining is something for which Canadian trade unions in a wide range of essential industries still have to contend. Voluntary compliance with a restrictive policy is, therefore, scarcely to be expected. It will be difficult to extend collective bargaining by the normal process of union organization and at the same time to achieve stabilization of wage rates. The Government must therefore choose between freedom to negotiate wage rates, freedom to seek work and quit work, and freedom to hire and fire, on the one hand, and government regulation of wage rates and of the movement of labour on the other.

More than the regulation of basic wage rates is implied. Whether or not it may have to be exercised, the final responsibility for the regulation of all employment conditions will rest on the Government. Ultimately, this means that, if employers