

the factors that make for constructive employer-union relations, partly because we know they contribute to higher productivity, but, more important, because they are a desirable end in themselves. They help to provide a more satisfactory industrial environment from the point of view of human aspirations and human needs. Indeed they may be said to constitute a significant aspect of our developing democratic civilization.

A country's industrial relations system reflects the ability of its people to work together freely towards the objectives they hold in common while at the same time working out their differences in constructive fashion. Mature industrial relations require a breadth of outlook sufficient to recognize and respect the other person's position, combined with a determination to hold strongly by basic principles. Their essence is a healthy spirit of give and take.

It is clear from an examination of the Director-General's Report that the development of good industrial relations is an objective which different countries will always pursue in different ways.

I should like to discuss in rather specific terms a few of the significant features of industrial relations as they have developed in my own land, Canada.

The first of these, I think, is the level at which collective bargaining normally takes place--the level of the plant or undertaking. There are exceptions, of course. In several important industries, regional or industry-wide bargaining has for years been standard procedure. In some other industries there is evidence of an interest in the possible advantages of larger bargaining units. Most frequently however, collective agreements apply in Canada to a single plant or undertaking, and there are advantages in this type of bargaining as well.

Why collective bargaining at the plant level? One reason, I think, is geographical. Many of our industries extend across the whole country. Regional variations in wages and working conditions, in the cost of living, in industrial methods, are significant, and, inevitably, they tend to favour negotiating procedures best able to meet local needs. Many Canadians, however, apparently feel that bargaining at the local level is inherently desirable. For one thing, local bargaining, is felt to be one of the best ways of retaining the flexibility needed to deal effectively with local problems.

There seems, moreover, to be general support for the view that local bargaining provides an opportunity for the development of effective working relationship between union and management representatives. When negotiations take place at the local level, the officers of the local union and the managers of the local plant are directly involved. The agreement reached is one of their own making, one to which they feel personally committed.

There is evidence that the chances of unrest, of uneasiness, of unauthorized stoppages, or resentful slow-downs, are reduced in proportion to the degree to which responsibility for agreement is carried by individuals at