

among the organizations a clear-cut consensus in favour of collective bargaining. And when the consensus arrived, it favoured, not the system of collective bargaining prevailing in the private sector, one based ultimately on the right to strike, but rather a system modelled on the type of binding arbitration that had been available to organized civil servants in the United Kingdom since the First World War.

For ten years then, the Government of Canada was under pressure to make available to its employees something almost invariably referred to as "collective bargaining and arbitration". One can only speculate about the reasons, although it seems clear that "white-collar" values and attitudes and a recognition of the special responsibilities of public servants were important factors. The proceedings of convention after convention emphasized that most organized employees were not prepared to contemplate strike action and regarded arbitration as the only appropriate form of dispute settlement for the Public Service.

It was primarily in response to this point of view that the Government, in 1963, committed itself to the introduction into the Service of a system of collective bargaining and arbitration and moved quickly to establish a committee of senior officials to develop the necessary legislative proposals. In the precise if rather ponderous language of the bureaucracy, the committee was called the Preparatory Committee on Collective Bargaining in the Public Service. It was given as chairman a distinguished public servant, Arnold Heeney, who is recognized in Ottawa as an old hand at making committees work.

The Preparatory Committee was asked by its terms of reference "to make preparations for the introduction ... of an appropriate form of collective bargaining and arbitration, and to examine the need for reforms in the systems of classification and pay". It was authorized to put together a staff drawn from both inside and outside the Service. It was empowered to consult with the major employee organizations and to report to Cabinet. In some respects it functioned like an internal Royal Commission.

In May 1964, the Committee recommended that a new system of classification and pay, based on a relatively simple structure of occupational categories and groups, be developed and introduced with all possible speed. The recommendation was approved and referred for implementation to the Civil Service Commission, which moved quickly to launch a crash programme that calls for installation of the new system, in stages, by the middle of 1967. I mention this here because it has a bearing on the provisions for collective bargaining now being considered by Parliament. (There is appended to this section of the proceedings an excerpt from a separate talk given by Mr. Love on the subject of the classification revision programme.)